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Tanzania motorcycle taxi rider training: assessment and development of appropriate training curriculum

Final report



Transaid

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Cover Photo: Photograph of the participants at a stakeholder workshop in Bagamoyo, Tanzania, February 2015

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Abstract

Between December 2014 and April 2015, Transaid, working closely with key stakeholders in Tanzania, have developed an appropriate training curriculum for motorcycle taxi riders (for the full curriculum see annex A). This AFCAP-funded programme began by gathering and assessing any existing motorcycle training curricula to identify any gaps that need to be addressed. It was vital that the development of the training curriculum had strong support from the relevant training schools and regulatory authorities as well as feeding in valuable input from the motorcycle taxi riders themselves and addressing the needs of passengers. To ensure this key stakeholder input and support, SUMATRA and the Traffic Police (see Annex B for letter of support) were engaged from the very start and the project team conducted interviews with Driving Schools and regulatory authorities. Two stakeholder workshops were facilitated; one in Bagamoyo, which focused on gathering input from boda boda riders, owners and passengers for the curriculum and one in Dar es Salaam that focused on gaining feedback and input from the key regulatory authorities and ministries. This final report details the outcomes from these activities as well as presenting the final developed curriculum, proposed next steps and proposals for licensing, testing and training.

Key words

Boda Boda
Motorcycle Taxi
Tanzania
Training
Curriculum
Assessment
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Rural
Transport

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- Amend
- Amkeni VTC-Kibamba
- Bago Power Boda Boda Association
- CHASHUBUTA (TAPDSA)
- DKS DS
- Dodoma DS
- HelpAge International
- HUA-Kimara
- International Forum for Rural Transport and Development (IFRTD)
- Jibabo Ukonga Boda Boda
- Kiwangwa Boda Boda Association
- Kosovo Boda Boda Association
- Mabibo Get Well DS
- Mbeya Boda Boda Association
- Ministry of Transport
- Ministry of Works
- Ministry of Works & Transport, Transport Licensing Board, Uganda
- Mrs Eugen Mwaiposa, Member of Parliament for Ukonga
- Msinune Boda Boda Association
- Mwanza UWP (boda boda association)
- National Institute of Transport
- Songea Boda Boda Association
- SUMATRA Consumer Consultative Council
- Tanzania Bureau of Standards
- Tanzania Forum Group for Improved Rural Accessibility and Mobility
- Tarawanda Boda Boda Group
- Transport Research Laboratory (TRL)
- Trade Transit Facilitation Agency (TTFA) – Dar Corridor
- Ukonga Boda boda Association
- VETA Dar es Salaam
- VETA Kihonda
- Yombo Boda Boda Association

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Acronyms, Units and Currencies

\$; Dollar (US\$ 1.00 ≈ 1,840 Tanzania Shilling as per xe.com 27.03.2015)
AALOCOM	Association for Advancing Low Cost Mobility
AAT	Automobile Association of Tanzania
AFCAP	Africa Community Access Partnership
ART	Antiretroviral Therapy
CCC	Consumers Consultative Commission
CBTE	Competency Based Training Education
CCTTFA	Central Corridor Transit Transport Facilitation Agency
CHASHUBUTA	Chama cha Shule Binafsi za Udereva Tanzania (Tanzania Private Driving Schools' Association)
DS	Driving School
DFID	Department for International Development
EAC	East Africa Community
FWVI	Future World Vocational Institute
HGV	Heavy Goods Vehicle
IFRTD	International Forum for Rural Transport and Development
IRAT	Improving Rural Access in Tanzania
ITC	Industrial Training Centre
NGO	Non-Governmental Organisation
NIT	National Institute of Transport
PDTP	Professional Driver Training Programme
PLHA	People Living with HIV/AIDS
PMO-RALG	Prime Minister's Office – Regional Administration and Local Government
PSV	Passenger Service Vehicle
RTSA	Road Transport & Safety Agency – Zambia
SSATP	Sub Saharan Africa Transport Policy
SUMATRA	Surface and Marine Transport Regulatory Authority – Tanzania
TAPDSA	Tanzania Private Driving Schools' Association (also known as CHASUBUTA)
TMEA	Trade Mark East Africa
ToT	Training of Trainers
TRL	Transport Research Laboratory
UK	United Kingdom (of Great Britain and Northern Ireland)
UKAid	United Kingdom Aid (Department for International Development, UK)
UWAPITE	Umoja Waendesha Pikipiki Temeke (Union of motorcycle drivers in Temeke District, Tanzania)
VETA	Vocational Education Training Authority, Dar es Salaam

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1 Executive summary

Motorcycle taxis, known in many parts of East Africa as ‘boda boda’ have emerged as a key feature of rural and urban transport services. They play an important role in allowing men, women and children to access vital services such as healthcare, markets and education. There are increasing road safety concerns about the rise of boda boda in Tanzania and increasing efforts by the Government of Tanzania to start regulating them. With a growing focus on boda boda regulation and pressure from the highest levels in government, SUMATRA has been tasked with ‘solving the boda boda problem’. There is a risk that over-regulation could have a negative impact on the important service that boda boda provide to people living in rural Tanzania. However, a level of regulation, support to boda boda associations, efforts to professionalise and provide quality training for boda boda riders and owners have considerable potential for positive change. In addition, an improved service for boda boda users (including vulnerable groups) and a review of the processes for testing and licence acquisition can also have a significant impact.

Within this context Transaid was contracted to undertake an applied research project to review the current training available for motorcycle riders in Tanzania, work closely with key stakeholders and make recommendations for adequate training programmes, with particular consideration to boda boda riders.

The research started in December 2014 and began by attempting to gather and assess any existing curricula and materials. It was found that the majority of driver training schools contacted do not offer any motorcycle training. Of those that do, the majority only offer classroom-based theory training and do not offer practical training or any training specific to carrying passengers. The team contacted a total of 40 training schools, many of which are members of the Tanzania Private Driving Schools’ Association (TAPDSA) or, in Swahili, Chama cha Shule Binafsi za Udereva Tanzania (CHASHUBUTA). The team found that less than half of them conduct motorcycle training and only eight agreed to share their material. Even the schools offering training only offer this as bespoke training usually on behalf of private companies as opposed to regular training offered to the public. The team also found that most driving schools are located in major urban centres. With lack of enforcement ability in rural areas, there is little perceived demand for training and licensing, meaning that riders have to travel for many miles to urban centres to receive training which is often undesirable as it means missing valuable days of work.

Throughout the process of developing the training curriculum, Transaid worked closely with SUMATRA, the Traffic Police, boda boda associations, boda boda riders, users, owners and training schools, as well as the road safety NGO Amend and HelpAge International. Transaid also consulted the International Forum for Rural Transport and Development (IFRTD) and the Transport Research Laboratory (TRL) for feedback on the draft curriculum. Such high levels of stakeholder input aims to enable local ownership and allow the training curriculum to be implemented effectively on a national scale.

This high level of stakeholder engagement was enabled through initial interviews and two workshops; one in a more rural district, Bagamoyo, which focused on gathering input from boda boda riders, owners and passengers for the curriculum and one in Dar es Salaam that focused on gaining feedback and input from the key regulatory authorities and ministries. The developed curriculum presented in this report addresses gaps in the existing training curricula as well as including valuable input from a range of stakeholders. This curriculum aims to address the specific needs of passengers, taking into account the needs of women, older people and vulnerable users. It also addresses the requirements of boda boda riders and owners to ensure that they are motivated to undertake the training and find it as useful

as possible. Finally and importantly, it aims to meet the requirements of the regulatory authorities, which should ensure their support and mean that this curriculum is integrated into national policy, becoming national standard, and therefore help to improve driving standards and decrease the number of motorcycle road deaths in Tanzania. A number of important follow up activities around the production of training materials and capacity building of trainers are also proposed.

2 Background

Boda boda often operate where more conventional services are uneconomic or physically impossible. They are found in urban and rural areas and often act as feeder services to towns or major public transport routes. They are becoming increasingly available across East Africa, due to their convenience and their ability to meet demands that other services cannot, particularly door-to-door travel.

Boda boda transport services were originally a Ugandan innovation that grew from small beginnings in the 1960s in the border region with Kenya (Malmberg-Calvo, 1994). The term itself is a corruption of the English 'border border'. Boda boda mainly provide a passenger taxi service, although they can sometimes be hired to move goods (Howe, 2002).

There were reported to be a total of 10,036 registered boda boda in Tanzania as of May 2013. In Dar es Salaam alone, there were at least 4,432 (Mugarula, 2014). The actual figure is likely to be much higher. A recent Amend study found that over 70% of all injuries suffered on rural roads [in Tanzania] involve a motorcycle and that boda boda riders have a 69% chance of being injured in any given year. To put this figure in perspective, that injury probability is more than 37 times higher than that of a motorcyclist in the UK (Amend, 2013).

It has proven difficult for the government to regulate the boda boda industry and a number of informal associations have developed in the region. In rural areas of Tanzania many associations are based around friendship groups, according to previous AFCAP-funded research delivered by Transaid. SUMATRA is considering making it mandatory for boda boda riders/operators to join associations and undergo training.

In November 2014 Transaid met with the SUMATRA Director General, who, with his prior knowledge of the work that Transaid has done in development of Passenger Service Vehicle (PSV) and Heavy Goods Vehicle (HGV) driver training in Tanzania, was keen to have Transaid support the development of training for boda boda riders. Specifically he wished for support in developing a training curriculum and also the Training of Trainers; in order to provide capacity to train all boda boda riders in the country.

Mrs Eugen Mwaiposa, Member of Parliament for the Ukonga constituency in Dar es Salaam also contacted Transaid in October 2014. Mrs Mwaiposa expressed great concern about the number of accidents involving boda boda in her constituency (the Ukonga ward in the Ilala district of Dar es Salaam) and was keen to arrange training for 500 riders.

There is clearly strong local support for building training capacity for boda boda riders in Tanzania. Once established, a curriculum to support professional training and certification of boda boda riders is expected to help reduce the number of deaths and injuries amongst the boda boda community and passengers/vulnerable road users. It is also hoped that this approach, which focused on engaging boda boda riders and a range of user needs, will help to ensure an improved service particularly for vulnerable groups. By bringing the boda boda riders and public authorities together, win-win positions can be negotiated. Now that this curriculum has been developed, and the current training provision is better understood,

recommendations have been made for further capacity building support, which are detailed in sections 8 and 9 of this report.

The idea of public authorities working more closely with boda boda associations and providing training and support came out of AFCAP-funded transport operator associations' research that was conducted in late 2013. As part of this research a number of transport associations shared their views on the current challenges they were facing and where they felt there was a need for further research/investment. This project aims to build on momentum generated by previous transport services projects in Tanzania.

Transaid has been working with the National Institute of Transport in Tanzania since 2010 to train bus and truck driver trainers and at the same time to work with key stakeholders to facilitate the development of national training standards and recommendations for new testing standards. This has been successful for the passenger transport sector with a new curriculum in place for Passenger Service Vehicles (PSV) and is well underway for freight transport with a draft curriculum developed.

In January 2015 Trade Mark East Africa (TMEA) contracted Transaid to conduct a review of existing PSV and Heavy Goods Vehicle (HGV) training curricula, instructor manuals and other training materials across the five partner states of the East Africa Community. These are to be reviewed, developed as required and then positioned by TMEA and the EAC for adoption as the standard for the whole East Africa Community. These developments are extremely positive and have only been possible due to the support of SUMATRA, the Traffic Police, the private sector transporters and associations. However, the quality of motorcycle training offered in the country remains limited despite the sharp increase in motorcyclist deaths in Tanzania over the last few years. This project has brought the regulators, training schools and boda boda associations together to develop recommendations for national standards in an attempt to improve motorcycle rider training standards throughout Tanzania and, potentially, the entire East African region.

3 Research objective

The research objective of this project was to gather, review and assess any existing training curricula and material for motorcycle and motorcycle taxi riders. Through the assessment of this material, gaps could be identified and bridged through the development of a new training curriculum. The research also aims to gather the input and feedback from key stakeholders such as driving schools, boda boda riders, owners and passengers and regulatory authorities in order to develop an effective and well-supported training curriculum.

This report addressed the development of a driver training curriculum only. Out of scope of this assignment was the development of training materials; however this and capacity building for trainers in Tanzania are seen as the critical next steps and are referred to in more detail in Sections 8 and 9. With the identified lack of available training materials in Tanzania it is vital that this curriculum should not be used in isolation, but should be complemented by the aforementioned training materials and capacity building.

4 AFCAP2 log frame and key milestones

This applied research will actively build the capacity of government departments, transport associations, training institutions, NGOs and other stakeholders and improve government response to a very topical issue, looking to achieve national policy change around training. All information will be shared as widely as possible.

This work is linked to AFCAP impact indicator 2; ‘National policies and regulations for rural transport services modified or introduced as a result of AFCAP and ASCAP research (including road safety and gender)’ and also Impact indicator 3 – co-funding from Partner Government departments such as SUMATRA and other donors (such as DFID through Trade Mark East Africa and the East Africa Community and the World Bank through the Trade Facilitation efforts in the region).

5 Methodology

The following approach was employed:

- a. Review existing motorcycle rider training material, including anything specific to boda boda
- b. Based on any identified gaps, work to address these through developing curriculum content and engage regularly with key stakeholders as part of this process. Our team included motorcycle training experience from Tanzania, Uganda, Zambia and the UK in order to seek the development of an output which could be well placed for regional adoption.
- c. The first of two workshops then sought the views of the boda boda associations/riders in Bagamoyo where there is a high density of boda boda riders.
- d. The draft curriculum then underwent internal review by a small panel of carefully selected stakeholders and road safety experts from within and outside Tanzania
- e. The draft final curriculum was presented for feedback at a wider stakeholder forum (workshop two) in Dar es Salaam
- f. The curriculum was consolidated, incorporating feedback from all the stakeholders
- g. Production of final report

The next sections explore these activities in more detail.

6 Review of key documents and Stakeholder engagement

6.1 Reviewing Existing Curricula and Material and Stakeholder Interviews

The team reviewed relevant curricula and training material sourced through the initial phase of interviewing at the various driving schools that conduct motorcycle rider training. Questionnaires were developed for training providers and for the regulating authority SUMATRA and the traffic police (see Annexes C and D). These questionnaires included open questions to draw out more information rather than being interrogatory in nature. Our researcher from the National Institute of Transport (NIT) took the lead in engaging with training providers, while the two lead consultants concentrated on the regulatory authorities.

The project team developed questionnaires for interviewing training schools and regulators. The team interviewed a total of 40 training institutions, a further 5 were uncontactable (please see Annex E for the full list of training institutions contacted).

Below is a map of the locations of all the training institutions interviewed. Please note that all of the driving schools are located in urban locations. With lack of enforcement ability in rural areas there is perceived to be little demand for training and licensing. This could potentially discourage rural boda boda riders from undergoing training as they would have to travel miles to do so and lose out on valuable days of work.



Figure 1: Map of locations of contacted Training Institutions

The review of the existing curricula and training material indicated that there was very little material available. Only two institutions had developed curricula and the remaining used generic materials used for car driver training or training materials developed by NIT. There was no common standard and a significant variance from institution to institution. With input from curricula and training materials from other countries, as well as input from key stakeholders, good practice was identified from the existing material and incorporated in the draft new National Curriculum. This was then validated during workshops in late February and March 2015. A comparison of the two major training curricula in use in Tanzania can be found in Table 2.

Table 2: A comparison of the two major training curricula in use in Tanzania

Curriculum content	NIT		VETA	
	Coverage	Relevance	Coverage	Relevance
Riding Philosophy	Detailed	Partial	Not covered	Not covered
Road Signs, Signals & Markings	Detailed	Full	Limited	Full
The Road Traffic Act	Detailed	Full	Limited	Full
Defensive riding	Detailed	Full	Not covered	Not covered
Basic Mechanical Principles	Detailed	Partial	Detailed	Partial
Fitness to Drive	Detailed	Partial	Not covered	Not covered
Managing Crashes & Breakdowns	Detailed	Full	Limited	Full
HIV/AIDS Awareness	Detailed	Full	Not covered	Not covered
Practical Basic First Aid	Detailed	Full	Not covered	Not covered
Customer Care	Detailed	Partial	Not covered	Not covered
Driver's Daily Walk Round Check	Detailed	Full	Limited	Full
Starting the engine	Detailed	Partial	Not covered	Not covered
Moving off	Detailed	Partial	Very Limited	Full
Stopping and Parking	Detailed	Partial	Not covered	Not covered
Monitor and respond to information from instrumentation, driving aids and the environment	Detailed	Partial	Not covered	Not covered
Operate the Major Controls effectively	Detailed	Partial	Not covered	Not covered
Negotiate the Road correctly	Detailed	Partial	Not covered	Not covered
Maintain an appropriate position on the road	Detailed	Partial	Very Limited	Full
Negotiate bends safely	Detailed	Partial	Not covered	Not covered
Negotiate all types of junctions, including roundabouts and all types of crossings	Detailed	Partial	Very Limited	Full
Comply with signals, signs and road markings	Detailed	Partial	Very Limited	Full
Communicate intentions to other road users	Detailed	Full	Limited	Full
Cooperate with other road users	Detailed	Partial	Not covered	Not covered
Identify and respond to hazards	Detailed	Full	Very Limited	Full
Drive Defensively	Detailed	Partial	Not covered	Not covered
Follow the principles of ecologically responsible driving (Eco-safe)	Detailed	Partial	Not covered	Not covered
Operating cost of a motorcycle	Not covered	Not covered	Limited	Full

Notes: While the NIT curriculum is more comprehensive in content and is knowledge based, the VETA curriculum is less comprehensive but is competency based. As practical skills are vital in safe riding of motorcycles, a competency based curriculum is considered more appropriate.

6.2 Engagement with Key Stakeholders

The team engaged and consulted with the following organisations:

- Amend
- Boda boda associations from across Tanzania
- Driving schools from across Tanzania
- HelpAge International
- International Forum for Rural Transport and Development (IFRTD)
- Ministry of Works, Department of Safety and the Environment
- Surface and Marine Transport Regulatory Authority (SUMATRA)
- Tanzania Bureau of Standards (TBS)
- Tanzania Forum Group for Improved Rural Accessibility and Mobility
- Trade Transit Facilitation Agency (TTFA) – Dar Corridor
- Traffic Division of the Tanzania Police
- Transport Research Laboratory (TRL)

The team also engaged with PMO-RALG (Prime Minister's Office - Regional Administration and Local Government) and its Road Research Centre as well as Improving Rural Access in Tanzania (IRAT) and other organisations concerned with rural access (roads and services). The team also consulted with the Transport Licensing Board in Uganda who is also reviewing current policy around regulation of boda bodas.

6.2.1 Bagamoyo Workshop

A workshop in Bagamoyo was arranged for Saturday, 28th February 2015. This workshop aimed to gather opinions and input from boda boda riders, owners and passengers from more rural areas of Tanzania to contribute towards developing the training curriculum for Motorcycle Taxi riders in Tanzania. The workshop gathered a total of 20 participants (see Annex F for the list of participants) from different rural locations in Bagamoyo (see Figure 2 for locations of boda boda associations). In the first session Transaid presented on the background for the development of the curriculum. This was followed in session two by the participants splitting into small sub groups of 3-4 to encourage active interaction and discussion on needed content for the curriculum from the participants' perspectives. The final session brought together the recommendations from the participants and was also where they highlighted their safety and security concerns. For the full workshop structure, please see Annex G.

Findings and Conclusions from the Bagamoyo Workshop:

Participants proposed that the following items be included in the training curriculum:

1. Safety equipment such as boots, first aid box, gloves, jackets, glasses and helmets
2. Motorcycle riding education
3. Identification of different demographics of passengers (ages, gender etc.)
4. Correct and safe riding speed
5. Frequent motorcycle servicing
6. Appropriate condition for a motorcycle rider (age, disabilities, health, hygiene, under the influence of drink/drugs)
7. Right time to start riding on the road after training (experiences)
8. Owner's responsibility in assessing if the rider holds a licence and has attended training and has the safety equipment
9. Earlier mechanic skills for motorcycle maintenance

10. Motorcycle pre-check
11. Customer care
12. Good relationship (cooperation) between motorcycle riders, passengers and traffic police
13. Passenger dress code when riding on a motorcycle
14. Health Education (HIV)
15. Safe driving techniques on roads without road markings and rough roads especially during rainy season and dry season which is associated with dust
16. Record management (income and expenditure)
17. Contract knowledge
18. Safe techniques on carrying luggage and passengers

These valuable points have been taken into consideration as part of the curriculum development, as far as has been appropriate and possible.

Other general comments:

Peter Harrison Mpoli from Mabibo Get Well Driving School, who acts as a boda boda coordinator, advised all motorcycle riders that attended the workshop that they should share all of the useful comments to other riders in their areas of operation to improve the service and reduce the risk of accidents.

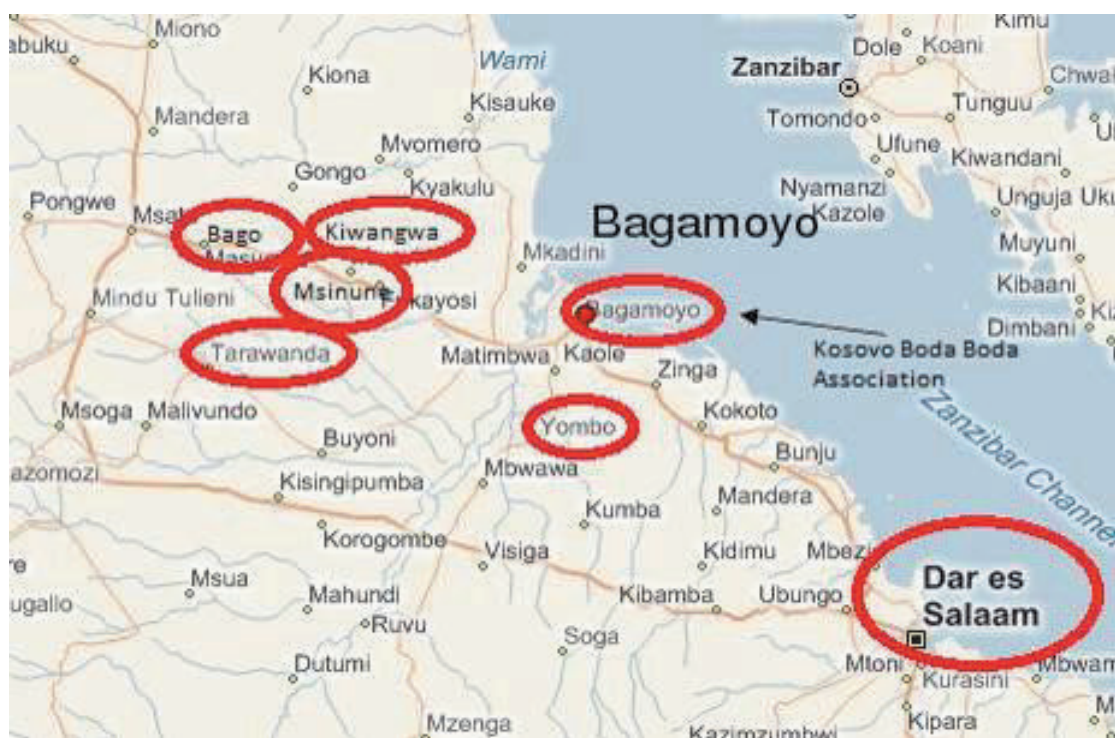


Figure 2: Map of boda boda associations who took part in the workshop in Bagamoyo

6.2.2 Workshop in Dar es Salaam

This workshop took place on 19th March 2015 and was organised by Transaid and SUMATRA for the purpose of gathering input and feedback on the draft curriculum from key regulatory stakeholders, such as representatives from SUMATRA, Traffic Police, Ministry of Works, Ministry of Transport and Tanzania Bureau of Standards (please see Annex H for Letter of Invitation from SUMATRA and Annex I for the full participant list). Thirty participants took part in the discussion on the first draft for the proposed motorcycle taxi rider training curriculum for Tanzania (see Figure 3 for locations of participants who attended the workshop in Dar es Salaam).



Figure 3: Map of locations of participants at the workshop in Dar es Salaam

Transaid arranged for input from Uganda, another country with significant numbers of boda bodas in operation as a major means of passenger transport. This was accomplished through the participation of a senior Licensing Officer, from the Transport Licensing Board in Uganda which is part of the Ministry of Works and Transport, who presented on issues faced in Uganda in regards to Boda Boda operation. Another important participant was Mrs Eugen Mwaiposa, Member of Parliament for the Ukonga constituency in Dar es Salaam and who is a passionate advocate for the training of boda boda riders. Please see Annex J for the agenda for the workshop.

Key discussions focused around the issue of the minimum entry requirements and specifically education level where the consensus was that the requirement for having completed primary education should be removed for existing riders. The indicated duration for the training was requested to reflect the training required for existing motorcycle riders rather than for new riders. New riders would undergo further training as required to meet the standards set through increased practical training. A further issue raised was helmet sharing and the perception by passengers that a shared helmet would “infect” them. Cheap disposable liners/caps were recommended and suggested as something a budding entrepreneur could develop and market. See Annex K for the full findings and conclusions from this workshop.

7 Key Findings from Stakeholder Engagement

The initial stage of contacting and interviewing driving schools showed that the majority of driver training schools are based in urban locations and do not offer any motorcycle training. Of those that do, the majority only offer classroom-based theory training and do not offer practical training or any training specific to carrying passengers. The team contacted a total of 40 training schools, many of which are members of the Tanzania Private Driving Schools’ Association (TAPDSA) or, in Swahili, Chama cha Shule Binafsi za Udereva Tanzania (CHASHUBUTA). The team found that less than half of them conduct motorcycle training and only eight agreed to share material. There were a number of gaps in the training material and there was a heavy bias toward theory training. As such the team were required to spend time developing appropriate additional content, in close collaboration with stakeholders.

With regard to a driving/riding test, it appears that only a theory test is conducted by the driving schools and then a certificate is issued by them that will be used to get a licence through the traffic police.

A number of the training schools contacted do not conduct motorcycle training, or used to but this training has now ceased. For each of these, the researcher asked why this was the case. The following challenges were cited:

- Too few students attending the course
- Students failing to pay for the training
- Many boda boda riders do not have time to engage in the training as scheduled by the trainers
- Some training centres do not have the facilities to train motorcycle riders

Road Safety NGO Amend conducted research into the magnitude and characteristics of road traffic injury on low-volume rural roads in Kilolo District in early 2015. They interviewed a sample of 125 boda boda riders and found that only 25% of the riders had licences. Furthermore only 4% of riders had received formal training which supports the findings of this study that training in rural areas is uncommon.

Of the training schools that do conduct motorcycle training, most of them interviewed focus on theory training and do not conduct any practical training. The reasons cited include that motorcycle riders who undergo training already 'know how to ride' a motorcycle and therefore do not need any practical training. However, some of the training schools acknowledged the need for a more diverse training curriculum, one representative from AGAPE Driving School claims:

"We don't think the training offered here covers everything since still accidents are occurring, its advised that they get more knowledge in defensive driving since they usually depend on the brake, most of them are not road smart.

There is an oversight from the authority; they always come to investigate our teaching facilities; only we don't have any training facilities except the material for theory.

The driving test conducted at the training is only the theory exams; if a candidate passes they are given their certificate.

Dangers of riding on motorcycles in Tanzania have a high risk of accidents due to inadequate knowledge on road regulation for the riders as well as the road designs which have increasing congestion."

Representatives from driving schools were asked if they had any recommendations or further comments about motorcycle rider training. One interviewee said that the Government should find a way to support motorcycle training facilities since a large number of Tanzanians depend on boda bodas to facilitate their daily activities. They emphasised that the curriculum for boda boda riders should cover theory and practical testing and the cost of the training should not be too high and the duration should be quite short as most boda boda riders do not want to miss out on earning their income to undergo training. Another interviewee recommended that riders should be assessed so that they can only obtain a licence at the legal age (it is likely that many unlicensed boda boda riders are underage, i.e. under 16 years of age; but this has not been verified) and they should be tested on their awareness of road marking and laws.

All of the schools contacted have been based in major urban centres. The research team were not able to find evidence of rural training schools. Road Safety organisation Amend has carried out some training for rural boda boda riders and this was conducted by the Centre for Practical Development and Training which is based in Arusha. This was provided in conjunction with VETA as bespoke training. Regular training for boda boda riders is not offered.

According to the traffic police most riders 'in the interior' do not have a licence as there is limited means for enforcement. As such many have not undergone any training, hence a lack of demand for rural schools. This supports the findings from Tanzania of AFCAP research on transport operator associations conducted in late 2013/early 2014. Of the almost 1.7 million vehicles registered in Tanzania between 1st May 2003 and 31st December 2014 55% were motorcycles or tricycles. The Police estimate that not only 70% of all registered vehicles in Tanzania are based in Dar es Salaam (with most of the remaining vehicles being in other towns), but that up to 70% of all motorcycles are used as boda bodas. In rural areas it is expected that a much higher proportion of vehicles are motorcycles and that they are ridden by unlicensed riders. While over 1.6 million vehicles are registered in Tanzania there are only one million valid licences as of January 2015. This ratio of licence to vehicle is borne out by the Bagamoyo workshop where 33% of the boda boda riders attending were unlicensed. This leaves an important emerging picture of motorcycle taxi riders operating in rural areas where many may be unlicensed and where it appears enforcement may be limited. Even if motorcycle riders wish to attend formal training and undertake formal licence acquisition they would likely have to travel to urban or peri-urban areas which may be prohibitively expensive. This challenge is addressed during the recommendations section of this report.

The needs of passengers with limited mobility, such as the elderly, expectant mothers and those with short term illnesses and long term disabilities have been addressed particularly in the Customer Care module of the curriculum. Key to the development of this module were inputs from HelpAge International's Tanzania Country Director and Transaid consultants working on maternal health transport projects in collaboration with boda boda riders in Uganda.

To ensure that global and regional best practice were incorporated input was also sought from outside Tanzania. This input included a highly experienced trainer from Zambia working closely with the lead consultants in the curriculum development. This was also supported by a key input from Uganda through the participation in the review workshop held in Dar es Salaam of a licensing officer from their Transport Licensing Board. An international road safety expert and motorcycle trainer with vast experience from the UK, the Middle East as well as Africa was part of the consultancy team and contributed by sharing international best practices to help improve the curriculum as it developed.

8 Proposals for Training, Testing and Licensing

8.1 Proposals for Training

This AFCAP-funded applied research has seen the development of a new motorcycle curriculum for application across Tanzania. This is an important first step towards improving the quality of training delivered in Tanzania. However, there remains a significant challenge in that currently only a small proportion of training schools offer motorcycle training and most of these do not offer practical training. Even the training schools that do provide more comprehensive training do not currently run regular scheduled programmes for the public, rather they respond to ad hoc requests as they arise. The training schools are typically located in urban locations where they can anticipate higher volumes of trainees and where enforcement around licensing and testing is more active. Despite the existence of this new curriculum there is still a lack of capacity around motor cycle training in general and especially motorcycle taxi training within Tanzania.

According to the deputy commander of the Traffic Police, there are no major perceived regulatory barriers to implementing the curriculum as driver training falls under the Ministry of Home Affairs and specifically the Commander of the Traffic Police. Hence they have a mandate to direct all driving schools to follow this curriculum for all new riders without the need for additional legislation. There is no separate driving licence for boda boda riders and this curriculum is broad enough to encompass both. The only module specific to boda boda riders is the important customer care module. Hence for licence acquisition for motorcycle riders, this curriculum is now well positioned for adoption by the Traffic Police and SUMATRA. However, for existing motorcycle rider licence holders, legislation will be required to mandate training in line with the new curriculum. Requirements for compulsory refresher training post licence acquisition would require legislation to be amended in line with what has been established for PSV and what is in the process of being established for HGV.

Another challenge is likely to be people's ability to pay for the training when it becomes a mandatory part of licence acquisition. The proposed curriculum is designed to take 55 hours allowing flexibility in the number of days and exact structure so it can be offered full time (10 days, each of approximately five hours training, plus theory and practical testing at the end of the course) or part time (20-30 days). This flexibility is likely to be very important so that people can continue to work and earn a living whilst training. The assumption is that riders will bring their own motorcycles and use their own fuel, this is likely to be acceptable for existing riders but for licence acquisition a lack of training school owned motorcycles could be a limiting factor. Training schools will need to make

this investment once training is made mandatory if they do not current have adequate motorcycles. The NIT in Tanzania has a structure whereby potential students can deposit funds to an NIT account set up for this purpose. It allows people to save over time for the training and has proven popular for HGV and PSV courses. Other schools could look into similar arrangements. Discussions with training providers suggest that training schools are likely to offer the training at a cost of up to 200,000TSH per student (approximately \$110 and about 4 weeks income for urban boda boda riders). Training schools, of course, set their own pricing structures. The above indicated cost is a reflection of what the training schools, most of whom are profit making, are likely to charge. The issue of affordability at this price is important.

The figure of 200,000TSH mentioned above came from discussions with training providers, the requirements of this training curriculum have not been fully costed. Individual training providers would need to calculate their actual breakeven point which would most likely incorporate an element of profit for training schools, ideally without exploiting the rider and rendering the training out of reach. Rural boda boda riders, in particular, may struggle to fund training priced at 200,000TSH and the issue of pricing needs consideration and further stakeholder consultation between training schools, the traffic police, SUMATRA and the boda boda associations.

Despite the above considerations it is important to note that reducing the amount of training provided in order to reduce cost and duration would likely impact on: the quality of training provided; improvements in road safety (death and injury on the road which is so prevalent amongst boda boda riders and passengers) and the rider's abilities to meet the requirements for licence acquisition.

Finding the balance between quality training and affordable training in rural areas is a challenge and there is no easy solution. Providing an intermediate step towards full licence acquisition for rural boda boda riders such as a three day course of Compulsory Basic Training (CBT) could be explored. This should in no way replace the need to complete the full training curriculum programme, but could provide an opportunity for riders to be 'legalised' as a temporary measure prior to full licence acquisition a year or two in the future. This would however require careful advocacy and development of legislation with the authorities and legislators in Tanzania.

The following next steps are recommended:

- SUMATRA and the Traffic Police to ensure that the new curriculum is endorsed and implemented as the National Standard
- Translation into Swahili – Transaid will try and support this over the next six months assuming the curriculum does not change. It was not possible to translate in the timeframe of this project; especially as the curriculum kept evolving with valuable stakeholder inputs
- SUMATRA/Traffic Police should sensitise driving schools and the public through workshops/roadshows to highlight the requirements for implementing this curriculum
- Develop comprehensive training material to support this curriculum to be used by all training schools/institutions to deliver effective and standardised training across Tanzania
- Copies of this curriculum plus additional materials should be made available to all driving schools/institutions
- The NIT could be engaged to deliver mini training sessions on the curriculum to groups of trainers from driving schools/institutions
- Capacity building for training schools (training of trainers), associations and those responsible for testing and licensing
- Follow up visits from SUMATRA/Traffic Police/NIT to ensure training is being delivered to the required standard

- SUMATRA could work with existing training schools to encourage the development of outreach training centres to service rural populations
- The Traffic Police have plans to enhance enforcement in rural areas and this may also serve as a motivation for rural boda boda riders to undergo training and testing.

8.2 Proposals for Testing

A new motorcycle riding test should be developed that will fully assess the candidates ability to ride a motorcycle safely. The test should include off-road manoeuvring as well as on-road riding assessment. The test should focus on ensuring that the competencies established within the curriculum are reached to a sufficient standard in order for the candidate to be eligible for a driving licence of the specific motorcycle category.

Driving examiners will need to be trained in order to be able to assess the competency of riders based on the standards set forth in this curriculum. The National Institute of Transport currently train driving examiners for the Tanzania Police Force and their curriculum for the 'Vehicle Inspector and Driver Examiner' course needs to be updated for use by new examiners. Existing examiners will need to undergo a short course to update their skills to meet the new motorcycle training and testing requirements.

Candidates should only be eligible to sit the official Traffic Police riding test for licence acquisition, on presentation of the certificate awarded after successful completion of the training. This is the process followed for HGV and PSV.

8.3 Proposals for licensing

A driving licence should only be issued on presentation of valid certificate of training **and** proof of passing the police riding test in the category being applied for. This is the preferred approach in Tanzania and has already been adopted for PSV and is in progress for HGV.

9 Potential follow on Activities

Following sign off from AFCAP Transaid will ensure that this final report and the new curriculum are shared widely. Transaid will also create a technical case study to ensure others can follow the same methodology and learning. In addition, Transaid will share the results of this study at the AFCAP Tanzania Cluster workshop in April 2015. This presents an opportunity to share the findings with other countries that are experiencing a similar surge in boda boda numbers and are designing strategies and policies to regulate them.

The project team have engaged with the East Africa Community Secretariat which is currently looking to roll out an EAC standardised curriculum for HGV and PSV driver training. They advised that currently boda boda training is considered a national issue and should be managed at a national rather than regional level. Key stakeholders for driver training from across the EAC will be coming together at two workshops over the next three months to review and endorse HGV and PSV driver training standards. This presents Transaid with an excellent opportunity to advocate for regional adoption of the new Tanzania boda boda curriculum and maximise its dissemination.

There is also an important opportunity for AFCAP to fund a phase two to this initiative. An essential next step is the development of an instructor's manual in English and Swahili as well as the development of further training materials. These will support the implementation of the curriculum and help to ensure that training standards are consistent across the country. The inputs already

provided by relevant stakeholders over the last three months strongly support the need for development of such a manual and associated training materials.

To address the issue of a lack of skilled motorcycle trainers in Tanzania phase two should also consider how capacity can be built in Tanzania. This should focus on practical training of trainers for instructors from key training schools, prioritising those that serve rural locations. Boda boda associations and regulators/those responsible for testing should also be included in this training.

Transaid, the National Institute of Transport and other member of the project team would be well placed to implement these phase two activities.

10 Conclusion

This AFCAP-funded initiative has seen a review of existing materials and the development of an appropriate training curriculum for motorcycle taxi riders in Tanzania. The entire process has been supported by key stakeholders who include training schools and regulatory authorities, as well as feeding in valuable input from the motorcycle taxi riders themselves and addressing the needs of passengers. Two stakeholder workshops were facilitated; one in Bagamoyo, which focused on gathering input from boda boda riders, owners and passengers for the curriculum and one in Dar es Salaam that focused on gaining feedback and input from the key regulatory authorities and ministries. It is hoped that the newly developed curriculum will be implemented across the country (and beyond) and that the proposals for training, testing and licensing are also realised.

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ANNEX A: CURRICULUM FOR TRAINING MOTORCYCLE AND TRICYCLE RIDERS

Annex A is in a separate document

ANNEX B: LETTER OF SUPPORT FROM TRAFFIC POLICE

ANNEX C: QUESTIONNAIRE TEMPLATE FOR TRAINING PROVIDERS

ANNEX D: QUESTIONNAIRE TEMPLATE FOR AUTHORITIES/REGULATORS

ANNEX E: TRAINING INSTITUTIONS CONTACTED

ANNEX F: BAGAMOYO WORKSHOP PARTICIPANT LIST

ANNEX G: BAGAMOYO WORKSHOP METHODOLOGY

ANNEX H: DAR ES SALAAM WORKSHOP INVITATION FROM SUMATRA

ANNEX I: DAR ES SALAAM WORKSHOP PARTICIPANT LIST

ANNEX J: AGENDA FOR DAR ES SALAAM WORKSHOP

ANNEX K: DAR ES SALAAM WORKSHOP METHODOLOGY

Annexes B-K are in a separate document