



**THE UNITED REPUBLIC OF TANZANIA**

**NATIONAL AUDIT OFFICE**



**FOLLOW-UP REPORT ON THE IMPLEMENTATION OF THE CONTROLLER  
AND AUDITOR GENERAL'S RECOMMENDATIONS FOR THE FIVE  
PERFORMANCE AUDIT REPORTS ISSUED AND TABLED TO PARLIAMENT  
BETWEEN 2012 AND 2013**

**REPORT OF THE CONTROLLER AND AUDITOR GENERAL OF TANZANIA**

**March 2017**

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# THE UNITED REPUBLIC OF TANZANIA



## **National Audit Office**

### **Vision**

To be a centre of excellence in public sector auditing

### **Mission**

To provide efficient audit services, in order to enhance accountability and value for money in the collection and usage of public resources

### **Core Values**

In providing quality service, NAO shall be guided by the following Core Values:

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To be an impartial entity, which offers services to our clients in an unbiased manner

We aim to have our own resources in order to maintain our independence and fair status

#### **Excellence**

We are striving to produce high quality audit services based on best practices

#### **Integrity**

To be a corrupt free organization that will observe and maintain high standards of ethical behaviour and the rule of law

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We focus on our stakeholder's needs by building a culture of good customer care, and having a competent and motivated workforce

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To be a creative organization that constantly promotes a culture of developing and accepting new ideas from inside and outside the organization

#### **Best Resource Utilization**

To be an organization that values and uses public resources entrusted to it in an efficient, economic and effective manner

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## LIST OF ABBREVIATIONS

<b>BMUs</b>	Beach Management Unit
<b>CAG</b>	Controller and Auditor General
<b>CAS</b>	Catch Assessment Survey
<b>D by D</b>	Decentralization by Devolution Policy
<b>DFOs</b>	District Fisheries Officers
<b>ICT</b>	Information, Communication and Technology
<b>IUU</b>	Illegal Unreported and Unregulated fishing
<b>ISSAI</b>	International Standards for Supreme Audit Institutions
<b>LGAs</b>	local government authorities
<b>LGDG</b>	Local Government Development Grants
<b>LVFO</b>	Lake Victoria Fisheries Organization
<b>MOWTC</b>	Ministry of Works, Transport and Communications
<b>MCS</b>	Monitoring, Control and surveillance
<b>MEG</b>	Monitoring and Evaluation Guidelines
<b>MLFD</b>	Ministry of Livestock and Fisheries Development
<b>MCS</b>	Monitoring, Control and surveillance
<b>MAFL</b>	Ministry of Agriculture and Fisheries Development
<b>MUHAS</b>	Muhimbili University of Health and Allied Sciences
<b>NAOT</b>	The National Audit Office of Tanzania
<b>OHS</b>	Occupational Health and Safety
<b>OSHA</b>	Occupational Safety and Health Authority
<b>PO-RALG</b>	President's Office Regional Administration and Local Government
<b>PPD</b>	Public Procurement Policy Division
<b>PPRA</b>	Public Procurement Regulatory Authority
<b>PMO-LYED</b>	Prime Minister's Office, Labour, Youth Employment and Persons with Disability
<b>PFM</b>	Public Financial Management
<b>RAIS</b>	Road Accident Information System (RAIS)
<b>SUMATRA</b>	Surface and Marine Transport Regulatory Authority
<b>TPF</b>	Tanzania Police Force

## PREFACE

I am pleased to present a Follow-up Report on the Implementation of Performance Audit Recommendations from the previously issued Performance Audit Reports. This report covers five individual performance audits which are: Ministry of Finance and Planning, Ministry of Home Affairs (Police Traffic Department), Ministry of Works, Transport and Communication, Ministry of Livestock and Fisheries Development, Ministry of Communication, Science and Technology, Occupational Safety and Health Authority (OSHA) and Prime Minister's Office, Labour, Youth Employment and Persons with Disability (PMO-LYED) and the President's Office - Regional Administration and Local Government)

This report aims at providing our stakeholders, namely Members of Parliament and the Government of the United Republic of Tanzania with analysis of the progress made by the audited entities in responding to recommendations made in the various performance audit reports which were tabled and adopted by the Parliament. This was done with a view to reporting back to the Parliament on the status of implementation of the recommendations.

I have the honor to submit to His Excellency the President of the United Republic of Tanzania, Dr. John Pombe Magufuli and through him to the Parliament a Follow-up Report on the implementation of Performance Audit Recommendations from the previously issued Performance Audit Reports, in accordance with Article 143 of the Constitution of the URT of 1977 and Section 34(1) and (2) of the Public Audit Act No. 11 of 2008.

In essence, this follow-up report on the implementation of audit recommendations has enabled me to provide the necessary independent assurance to the Parliament concerning the implementation status of previously issued recommendations on areas such as Management of Procurement of ICT equipment in public sector, management of development Projects in Local Government Authorities, management of Fisheries activities in Lake Victoria, Management of Traffic Inspections and Speed Limits in Tanzania and Management of Occupational Health and Safety in Tanzania.

The main objective of conducting these audits was to examine the identified problem in the respective area; establish whether allocated resources have been effectively spent with due regard to economy, efficiency and effectiveness as intended and appropriated by Parliament in the above mentioned areas.

It is worth noting that, while my office conducts audits and reports on the performance of Ministries, Departments and Agencies, Local Government and Public Body programmes and activities based on various laws, rules and regulations, the ultimate responsibility for ensuring there is efficiency, economy and effectiveness in the use of public resources lies

with Accounting Officers. At the same time it is the responsibility of the Accounting Officers to ensure that the observations and recommendations raised by the Controller and Auditor General are acted upon.

I would like to acknowledge the professionalism and commitment of my staff in achieving our goals and undertaking the work associated with meeting our ambitious audit programs.

I hope that the National Assembly, the media and the public at large will find the information in this report useful in holding the Government accountable for its stewardship of public funds and its delivery of services to the Tanzanian citizens. In this regard, I will appreciate to receive feedback on how to further improve this report in the future.

A handwritten signature in black ink, appearing to read 'Mussa Juma Assad', with a long horizontal stroke extending to the left.

Prof. Mussa Juma Assad  
**CONTROLLER AND AUDITOR GENERAL**

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27<sup>th</sup> March 2017

## EXECUTIVE SUMMARY

Performance audits seek to improve the accountability and performance of government organizations. Also, it provides an objective and constructive assessment of the extent to which the audited body has used its resources in carrying out its responsibilities with due regard to economy, efficiency and effectiveness. Section 28 of Public Audit Act No.11 of 2008 gives the Controller and Auditor General of Tanzania mandate to carry out performance audit.

This consolidated report on the follow-up on the implementation of the recommendations issued to five conducted and tabled performance audits as at April 2013.

These are Performance Audit Reports on:

- 1) Management of Traffic Inspections and Speed Limits in Tanzania (2012);
- 2) Contract Management of Development Projects in Local Government Authorities (2013);
- 3) Management of Procurement of ICT equipment in Public Sector (2013);
- 4) Management of Occupational Health and Safety in Tanzania (2013); and
- 5) Performance Audit Report on the Management of Fisheries activities in Lake Victoria (2013).

Follow-up audits are a necessary process for ensuring that recommendations are addressed and that citizens receive full value for money from the Controller and Auditor General's work. The Office of the Controller and Auditor General has conducted follow-up on the implementation of performance audit recommendations for five reports produced. These reports were submitted to Parliament and published.

### **Implementation status of the issued recommendations**

As regards to follow-up, a total of 107 recommendations were provided for all five performance audit reports, 40 were fully implemented, 36 were partially implemented and 31 were not implemented at all.

The implementation status of recommendations contained in this report summarize 107 detailed audit recommendations made by the Controller and Auditor General as well as the additional work the ministry has undertaken that goes beyond the audit recommendations.



**Table 1** shows the state of implementation of the said audit reports categorized as fully implemented, partially implemented and not implemented at all.

**Table 1: Implementation status of Performance audit recommendations**

<b>Audit Report</b>	<b>Total Number of Performance Audit recommendations</b>	<b>Number of Recommendations Fully Implemented</b>	<b>Number of Recommendations Partially Implemented</b>	<b>Number of Recommendations Not Implemented at all</b>
Performance Audit Report on the Management of Traffic Inspections and Speed Limits in Tanzania	25	11	4	10
Performance Audit Report on the Contract management of development Projects in Local Government Authorities	11	0	2	9
Performance Audit Report on the Management of Procurement of ICT equipment in Public Sector	20	6	5	9
Performance Audit Report on the Management of Occupational Health and Safety in Tanzania	27	20	6	1
Performance Audit Report on the management of Fisheries activities in Lake Victoria	24	3	20	1
<b>Total</b>	<b>107 (100%)</b>	<b>40 (37%)</b>	<b>37 (35%)</b>	<b>30 (28%)</b>

Source: Auditors' Analysis (2017)

The overall status on the implementation of the issued recommendations indicates that 37 percent of all recommendations issued were satisfactorily addressed; 35 percent partially implemented; and 28 percent

not implemented at all. 72 percent of the issued recommendations were either fully or partly implemented by the audited entities.

### **Management of Traffic Inspections and Speed Limit**

Analysis of the issued recommendations indicated that, 11 out of 25 (equivalent to 44 percent) of issued recommendations to all audited entities were fully implemented as required, while 4 out of 25 (equivalent to 16 percent) were partially implemented and 10 out of 25 (equivalent to 40 percent) were not implemented at all.

In view of the above audit findings, it is concluded that, the audit office should continue making follow-up on the implementation of recommendations which were either partially or not implemented at all. Furthermore, follow-up reports will be produced and sent to Parliament next year (2018).

### **Contract management of Development Projects in Local Government Authorities**

As a whole, 11 recommendations were given to the President's Office - Regional Administration and Local Government. None of the recommendation was fully implemented, 2 out of the 11 (equivalent to 18 per cent) were partially implemented and 9 out of 11 (equivalent to 82 per cent) were not implemented at all.

From the foregoing, it is concluded that, the audit office should continue making follow-up on the implementation of recommendations which were either partially or not implemented at all. Furthermore, follow-up reports will be produced and sent to Parliament next year (2018).

### **Management of fisheries activities in the Lake Victoria**

The overall follow-up results on the implementation of issued audit recommendations on Management of Fisheries activities in the Lake Victoria indicated that only 1 out of 24 recommendations (equivalent to 4 percent) was fully implemented, while 20 (equivalent to 85 percent) were partially implemented and 3 (equivalent to 11 percent) were not implemented.

From the foregoing, it is concluded that, the audit office should continue making follow-up on the implementation of recommendations which were either partially or not implemented at all. Furthermore, follow-up reports will be produced and sent to Parliament next year (2018).

### **Management of Occupational Health and Safety**

Analysis of the issued recommendations indicated that, 20 out of 27 (equivalent to 74 percent) of issued recommendations to all the audited

entities were fully implemented as required. 6 out of 27 (equivalent to 22 percent) were partially implemented and 1 out of 27 (equivalent to 4 percent) was not implemented at all. In general, audited entities have taken some actions, either full or partial implementations of the issued recommendations.

From the foregoing, it is concluded that, the audit office should continue making follow-up on the implementation of recommendations which were either partially or not implemented at all. Furthermore, follow-up reports will be produced and sent to Parliament next year (2018).

### **Management of Procurement of ICT Equipment in Public Sector**

Analysis of the issued recommendations indicated that, 6 out of 20 (equivalent to 30 percent) of issued recommendations to all audited entities in Management of Procurement of ICT equipment in Public Sector were fully implemented; 5 out of 20 (equivalent to 25 percent) of the issued recommendations were partially implemented and 9 out of 20 (equivalent to 45 percent) of the recommendations were not implemented at all. In generally, the audited entities had taken either full or partial actions to the issued recommendations.

It is concluded that there is a need to conduct another follow-up audit in the next year (2018) to determine the level of improvement.

Further analysis of the issued recommendations per each cluster or category was made. The intention was to assess the level of implementation of recommendations per category. The analysis is as shown on Table 2:

**Table 2: Number of Recommendations not implemented per category**

Category of Recommendations	Total Number of Issued Recommendations per category	Number of Recommendations not implemented	Percentage
Coordination	6	1	17
Decision Making	10	5	50
Training/Capacity Building	6	1	17
Planning	28	0	0
Development	15	1	7
Budgeting	9	1	11
Monitoring, Evaluation and Supervision	27	5	19
Performance Measurement	6	2	33
Reporting and Communication	11	0	0

Source: Auditors' analysis (2017)

The analysis in **Table 2** shows that recommendations concerning critical areas for the performance of government entities, namely, decision making, training and capacity building, planning, development, budgeting, monitoring evaluation and supervision, and performance measurement of the services rendered of the work performed were not implemented while other categories of recommendations were either fully or partially implemented.

This indicates that the non-implementation of issued recommendations which are critical for enhancing the performance of the audited entities denied them room for improvement in the way they are providing services as well as deny good services to the people.

## **Conclusion**

Implementation of the issued recommendation is not satisfactory as only 40 out of 107 equivalents to 37 percent of the issued were fully implemented, 36 (equivalent to 34 percent) were partially implemented and 31 (equivalent to 29 percent) were not implemented at all. Moreover and percent were either fully or partly implemented by the audited entities respectively.

This was mainly caused by insufficient governance structures within the audited entities which is highly contributed by lack of clearly established responsibilities and reporting arrangements, inappropriateness of Ministry's processes and system for monitoring the implementation of issued recommendations within the Ministries.

As a result, Ministries are operating without having a specific section or individuals to coordinate the implementation of the issued performance audit recommendations, updated recommendation registry and detailed plan for the implementation of the issued recommendations. This in turn led to persistent poor service delivered in areas of traffic inspection and management of speed limits, development projects, Fisheries activities, Occupational Health and Safety and procurement of ICT equipment's.

## **Recommendations**

The Prime Minister's Office should ensure that all Government Ministries, independent departments, agencies and Local Government Authorities have to establish clear governance structure by:

1. Establishing specific section/ unit or individual staff for coordinating all issued performance audit recommendations;
2. Ensuring that recommendations registry is in place and has to be updated for appropriate capturing of all issued performance audit recommendations;

3. Developing a detailed plan to ensure incorporation and implementation of the issued performance audit recommendations in responsible entities;
4. Establishing a system that will allow regular development of implementation status from the issued audit recommendations; and
5. Putting in place a mechanism for sharing the developed implementation status of issued audit recommendations before submitting to the Controller and auditor General for verification.

## **CHAPTER ONE**

### **INTRODUCTION**

#### **1.1 Background**

The Office of the Controller and Auditor General carries out a number of performance audits in government entities. Based on the findings and conclusions made in those audits, the CAG issues recommendations which, if implemented they can assist in improving performance of government entities so as to ensure that public resources are economically, efficiently and effectively managed.

Likewise, Section 77 (5) of the Public Audit Regulations of 2009, provides mandate to the Controller and Auditor General to conduct follow-ups on the recommendations issued to the government entities through performance audits which are carried out. In this regard, the CAG conducted a follow-up on five performance audit reports namely; Performance Audit Reports on the Management of (1) Traffic Inspections and Speed Limits, (2) Occupational Health and Safety in workplaces, (3) Fisheries activities in Lake Victoria, (4) Contract management of development Projects in Local Government Authorities, and (5) Procurement of ICT equipment in Public Sector.

#### **1.2 Objective of Follow-up on the implementation of issued Recommendations**

##### **1.2.1 Main Objective**

The main objective of the follow-up was to assess the extent of which audited entities have implemented the recommendations issued by the Controller and Auditor General.

##### **1.2.2 Specific Objectives**

1. To examine corrective measures taken by audited entities on recommendations issues by CAG;
2. To assess the governance systems for monitoring NAOT's performance audit recommendations; and
3. To examine reporting arrangements on the implementation of recommendations issued by CAG.

### 1.3 Scope of the Follow-up

The audit covered five performance audit reports which comprised 8 audited entities as described in **Table 1.1** below:

**Table 1.1: List of Five Audit report Followed up**

Name of the Audit	Year of Publication	Audited Entities
Performance Audit Report On the Management Of Traffic Inspections and Speed Limits In Tanzania	March, 2012	Ministry of Works, Transportation and Communication and Tanzania Police Force
Performance Audit Report on the Management of Occupational Health and Safety in Tanzania	January, 2013	Ministry of Labour and Employment. Occupational Safety and Health Authority (OSHA)
Performance Audit Report on the management of Fisheries activities in Lake Victoria	January, 2013	Ministry of Agriculture, Livestock and Fisheries.
Performance Audit Report on the Contract management of development Projects in Local Government Authorities	March, 2013	Prime Minister's Office - Regional Administration and Local Governments (PO-RALG)
Performance Audit Report on the Management of Procurement of ICT equipment in Public Sector	March, 2013	Ministry of Finance and Economic Development; and Ministry of Communication, Science and Technology

The follow-up was limited to a review of the recommendations detailed in original performance audit reports mentioned in Table 1.1 and their respective responses, commitments and implementation status.

#### 1.3.1 Methodology used to Follow-up the implementation of Recommendations

##### (i) Interviews

Interviews were conducted to the audited entities' senior and operational management personnel to understand the process and clarify issues in respect to the implementation of the issued recommendations from the identified reports. The interviews helped in getting verbal responses in relation to the activities that were carried out in responding to the issued recommendations from the original performance audit report.

## **(ii) Documentary reviews**

The audit team reviewed status implementation reports on the previously issued performance audit reports to explore progress in implementing the recommendations and assessing the degree to which the recommendations were implemented. The documents also provided evidence of matters agreed during the original individual performance audits and commitments made by the audited entities and initiatives taken so far in addressing respective recommendations as well as corrective measure that have been taken by the time of this audit.

### **1.3.2 Criteria for assessing the level of implementation of Recommendations**

Follow-up audit work examined the recommendations or significant observations made in previous performance audits. The previous recommendations or observations served as follow-up criteria.

Further, commitments such as action plans made by entities in response to audit recommendations of the original audit reports also served as criteria. In ensuring that the recommendations are adequately implemented, it was expected that audited entities:

- addressed the recommendations issued in the performance audit reports based on the commitments made by them during the audit; and
- had appropriate governance systems and reporting arrangements to ensure that the audit recommendations are timely and adequately implemented.

### **1.4 Data Validation Process**

The audited entities, which were issued with respective recommendations and which were the subjects of this follow-up, were given the opportunity to go through the observations made during the follow-up and comment on the accuracy and correctness of information and statistics presented. Confirmation on the accuracy of the figures used and information being presented in the audit report were also considered.

### **1.5 Standards Used for the Follow-up**

The follow-up audit work was conducted in accordance with the International Standards of Supreme Audit Institutions on performance auditing. ISSAI 300 provides for principles of performance audit, specifically, ISSAI 3000/5.5 provides guidelines on how to conduct follow-up audits.



The standard requires that the follow-up be planned and performed in a manner that will enable auditors obtain sufficient and appropriate evidence to serve as a basis for reporting the outcome of the issued recommendations and provide feedback to SAls.

It also requires that the results of follow-up are reported appropriately in order to provide feedback to Legislature, together if possible, with the conclusions and impacts of the corrective actions taken where relevant.

## **1.6 Structure of the Report**

This report is presented in eight chapters and covers the following:

*Chapter one* provides for the introduction and background, objectives, scope, criteria and methodology used during the follow-up.

*Chapter two to six* present the main findings regarding the implementation of audit recommendations noted from the individual audit reports.

*Chapter seven* presents the governance arrangements for the implementation of performance audit recommendations in the audited entities.

*Chapter eight* provides for the audit conclusions and recommendations based on the findings of the follow-up.

## **CHAPTER TWO**

### **FOLLOW-UP ON THE IMPLEMENTATION OF THE PERFORMANCE AUDIT RECOMMENDATIONS ON THE MANAGEMENT OF TRAFFIC INSPECTIONS AND SPEED LIMITS IN TANZANIA**

#### **2.1 Background to the Audit Report**

Performance Audit Report on the Management of Traffic Inspections and Speed Limits was tabled to the Parliament in March, 2012. The main audited entities were; Tanzania Police Force (TPF) with a specific focus on the Traffic Police Department as well as the Ministry of Works, Transport and Communication through the Directorate of Road Safety and Environment.

The Audit also covered key players in Road Safety Management in the country including Surface and Marine Transport Regulatory Authority (SUMATRA) and Tanzania National Roads Agency (TANROADS).

The objective of the audit was to examine whether traffic inspections and speed limits were risk based and managed efficiently and effectively

#### **2.2 Audit Scope**

The audit covered planning, implementation, monitoring and evaluation of traffic inspections and speed limits.

The audit covered a period of four years (January, 2007 - December, 2010). Data were collected from 9 of the 21 regions in Tanzania Mainland. Highways, Regional and District roads were covered including various types of vehicles.

#### **2.3 Main Audit Findings**

During the audit the following weaknesses were noted:

- a) The audit noted that the traffic inspections were not prioritized to address major factors which contribute to road crashes. The priority was given to factors such as mechanical factors, road license, absence of triangle and fire extinguishers which contribute very little to road crashes. Human factors contribute up to 74 percent of all road crashes that occurred in Tanzania in year 2010;

- b) The desired deterrent effects of the applied sanctions were not accomplished since the majority of the drivers kept on repeating offences committed earlier;
- c) The allocation of human resources (traffic police officers) and inspection devices such speed radar guns and alcohol testers (breathe analyzers) for traffic inspections in regions examined is not done based on the risk for road crashes; and
- d) The monitoring of traffic inspections by the Police Force was limited. Out of the four parameters which the Police Force uses to monitor the performance of its staff on traffic inspections, the following three have rarely been monitored: to what extent drivers are inspected, the availability of inspection equipment, and the TPF's staff performance evaluation.

## **2.4 Overall Conclusion of the audit report**

The audit concluded that, despite a number of accomplishments registered by the Ministry of Works, Transport and Communication and the Tanzania Police Force, the management of traffic inspections and speed limits in Tanzania has several weaknesses which were supposed to be addressed through implementation of recommendations issued.

## **2.5 Results of the follow-up on the implementation of the issued recommendations**

This part presents implementation status of issued recommendations in three categories namely, recommendations that were fully implemented, partially implemented and those that were not implemented at all for Tanzania Police Force (TPF) as well as the Ministry of Works, Transport and Communication. Full implementation was rated when an entity implemented a recommendation as required by the audit report, whereas partial implementation was rated when an entity had started to implement a recommendation as required by the audit report. When an entity did not implement a recommendation as required by the audit report, it was rated non-implemented.

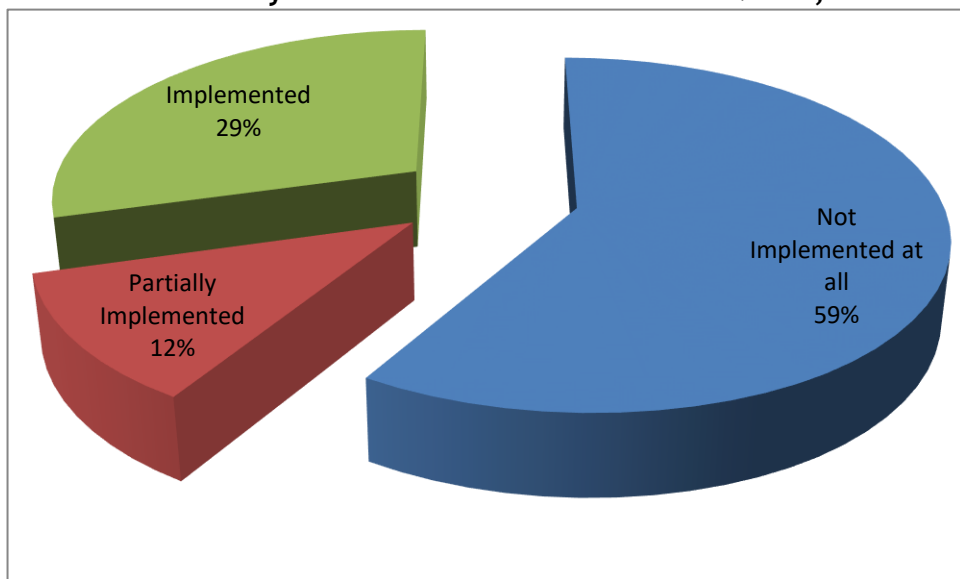
## **2.6 Results of follow up on the implementation of the issued Recommendations to Tanzania Police Force**

### ***Level of implementation of the issued recommendations***

Based on evidence submitted and verified, audit team found out that, Tanzania Police Force (TPF) has satisfactorily implemented 5 out of 17 (equivalent to 29 percent) of the issued recommendations, 2 out of 17

(equivalent to 12 percent) of the issued recommendations were partially implemented and 10 out of 17 (equivalent to 59 percent) of the issued recommendations were not implemented at all as shown in **Figure 2.1**.

**Figure 2.1: Overall Implementation status of the issued Recommendations by the Tanzania Police Force as of March, 2017**



Source: Auditors' analysis

The detailed analyses of TPF recommendations provided in the following three categories as follows:

#### **Recommendation that was not implemented at all**

The Audit team found that there were ten (10) recommendations which were not implemented at all. These recommendations were:

##### **(i) Efficiency and activity indicators should be adopted to monitor performance of traffic inspections**

The recommendation called for the efficiency and activity indicators to be adopted to monitor performance of traffic inspections, including the frequency of use and prosecutions resulting from modern technical enforcement equipment, such as alcohol testing devices and radar speed meters. The Audit team noted that Tanzania Police Force has not developed the said performance indicators to monitor the performance of their inspections.

**(ii)**

**Documentation of risk  
in Road Safety laws  
enforcement**

The Tanzania Police Force was required to prepare a plan that documents risks to the Road Safety laws enforcement, mitigating actions, and expected costs, and provides a timetable for evaluating and adjusting communication efforts.

The audit team noted that there was no Risk Management Framework (RMF) that provided a controlled and structured process that integrated road accident information and risk management activities into the system development life cycle. The reason provided by TPF for non-implementation was lack of fund due to limited budget allocated for traffic inspection activities.

Therefore, the audit team noted that this recommendation is not implemented at all due to non-development of a plan/strategy or framework to manage risk in their inspections.

**(iii) Action Plan for addressing major risk to road safety posed by drivers**

The Tanzania Police Force was required, within the areas of its responsibility, to develop an action plan to identify and address the major risks to road safety posed by drivers. The audit team noted that there were no action plan which was developed by TPF to address major risk to road safety posed by drivers. Likewise the audit team found that there were no strategies for deploying traffic police officers in areas which were identified to have high risks to road safety in the country, location of check points as well as in mobile inspections routes.

According to the TPF, the plan was not yet done but it was underway at the time of this report. The failure to complete the plan in time was due to budget constraints.

The audit team noted that since TPF has started implementing Road Accidents Information System (RAIS) which through that they can develop a more realistic Road Crash Database, but the management has not yet developed the risk register based on available data which would show clearly type of risk, areas of high risk and magnitude of risk in those areas. That would facilitate the preparation of risk based action plans.

**(iv)**

**The guidelines  
for conducting  
risk based**

## **traffic inspections**

The Tanzania Police Force was required to develop guidelines on conducting risk based traffic control/ inspections and put into use by all traffic police officers.

The audit team found that TPF were in the process of developing two sets of guidelines namely; “*Wajibu Wangu Niwapo Barabarani*” and “*Mwongozo wa Utendaji kwa Askari Polisi Barabarani*”. These two guidelines were relating to traffic inspections. However, during the review of those two guidelines, the audit team noted that there were no details relating to risk based inspections.

The guidelines were mainly focusing on creating awareness on issues related to road safety as well as the procedure which traffic officers should follow in inspecting drivers. These procedures include how to stop vehicle, interviewing the driver, conducting actual inspection and guidance on actions to be taken after completing the inspections.

### **(v) National human resources plan for Road Safety**

The Tanzania Police Force was required to put in place a national human resources plan for Road Safety/ traffic enforcement. The audit found out that the recommendation was not implemented. This is because TPF was not able to implement Smarter Traffic Programme particularly Key Result Area Number 4 which addresses the issue of human resources. According to TPF, Smarter Traffic Programme was not implemented due to the budgetary constraints.

The audit team found that TPF had budgeted for it but the budget was not approved by the Ministry of Home Affairs. However, the audit team could not obtain the smarter programme to review it if it real addresses the recommendation. The audit team noted that TPF has not considered developing an alternative specific human resource plan which would focus more on the recommendation issued instead of relying on Smarter program.

### **(vi) Developing a training strategy**

The Tanzania Police Force was required to develop a training strategy that is aligned with the human resources plan for Road Safety/traffic enforcement in the country.

The audit team noted that TPF did not develop a training strategy which was in line with human resources plan. The reasons behind is lack of

human resources plan for road safety which form the basis for the training strategy.

**(vii) Allocation of traffic control check points**

The Tanzania Police Force was required to ensure that the traffic control check points were located on areas which were expected to have the highest impact in terms of reducing number of road crashes.

The audit team noted that the Tanzania Police Force did not implement the recommendation because there was no system which provided exact location where accidents occurred.

However, the introduction of Road Accidents Information system (RAIS) will enable the determination of accurate check points. This is due to the fact that through RAIS the accidents are recorded using Global Positioning System -Tracking Unit<sup>1</sup> (GPS) which captures the exactly coordinates which used to show precisely where the accidents occurred.

At the time of this audit RAIS had already been implemented all over the country. Accordingly, TPF expected that starting from January 2017 onwards all road crashes data would be recorded using RAIS which could provide the hot spot areas automatically.

However, the audit team noted some challenges in using RAIS including low connectivity especially in district areas. Similarly, there was lack of funds for supporting internet bundles used by designated police traffic officers who were given Smart phones for providing data inputs in RAIS in their respective areas. Moreover, some staff experienced data entry problem. For example, in Arusha Municipal the actual data of accidents recorded manually was 63, but only 43 accidents were entered and sent through RAIS.

**(viii) Monitor and evaluate periodically the effect of interventions**

The Tanzania Police Force was required to ensure that they monitor and evaluate periodically the effect of interventions. They were also required to carry-out more analysis/ research to address the emerging issues of distractions in traffic as a risk factor to road crashes.

The audit team found that the Tanzania Police Force did not implement this recommendation due to budgetary constraints. However, there was no

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<sup>1</sup> A GPS tracking unit is a device, normally carried by a moving vehicle or person, that uses the Global Positioning System to determine and track its precise location, and hence that of its carrier, at intervals

evidence that the cost of this activity was established and included in the budget or their plans.

The audit team was in the view that the TPF management did not take into consideration the periodical evaluation of these interventions due to lack of culture of properly planning the interventions in line with data collection system for benchmarking these interventions to enhance effective evaluation.

**(ix) Develop a set of quantitative and qualitative key performance indicators**

The Tanzania Police Force was required to develop a set of quantitative and qualitative short- and medium-term key performance indicators to assess the extent to which its Road Safety/traffic enforcement programs and initiatives contribute to achieving its long-term objectives of reducing the number of road accidents/crashes.

The audit team found that the Tanzania Police Force did not implement this recommendation due to budgetary constraints. However, there was no evidence that the cost of this activity was established and included in the budget or their plans. This suggests that there was lack of clear interventions and proper way of measuring these interventions across the country which eventually affected development of these indicators.

For example, data that were collected by police in enforcing speeding was only those offences committed by drivers. However, the number of drivers who complied with speed limits was not recorded. This affected development of indicator for speeding because it was not easy to measure whether the problem in increasing or decreasing based on efforts made by TPF.

**(x) National risk indicator program for the enforcement of Road Safety laws**

The Tanzania Police Force was required to put in place its national risk indicator program for the enforcement of Road Safety laws as soon as possible, in order to have a standardized method to assess risk for the allocation of scarce resources. Equally, the Police Force was required to document all decisions made in the risk analysis process.

The audit team found that the Tanzania Police Force did not implement this recommendation. The reason provided by the TPF was budgetary constraints. However, there was no evidence that the cost of this activity was established and included in the budget or their plans.



A critical look of the audit findings shows that apart from budgetary constraints, the reason for non-implementation of the recommendations was lack of clear need easement in establishing the overall risk based inspection system. TPF could start developing the needs assessment and overall plan of establishing the entire risk based inspection approach which would include national risk program indicator on the available information and systems. Then in implementation they would identify which activity to start, depending on resources availability.

## Recommendations that were partially implemented

Audit team noted there were two (2) recommendations which were partially implemented. These recommendations were related to:-

### (i) Allocation of Key resources (human, money, inspection tools and vehicles)

The Tanzania Police Force was required to ensure that key resources (human, money, inspection tools and vehicles) were allocated adequately and all areas with high risks of road accidents were given a high priority.

The audit noted there were efforts made by the Tanzania Police Force in distributing traffic inspection tools to traffic police officers across the country. Among the types of traffic inspection tools that were distributed include computers, Geographical Positioning System (GPS), mobile phones which were exclusive for implementation of Road Accidents Information System (RAIS) as indicated in Table 2.1 below.

**Table 2.1: Allocation of tools to cover police network in Tanzania for sustainability of RAIS to District Traffic offices and Police HQ in 2016**

SN	Area tools where tool were distributed	Number of tools Distributed			
		Laptops	Desktops	GPS	Tablets
1.	Districts	33	380	380	380
2.	Police Head Quarter	5	5	5	5

Source: Tanzania Police Force, March 2017

The audit team noted that the criteria used for allocating the tools were based on number of police stations available in each district. However, there was no evidence of allocation or re-allocation of human resources or other equipment based on risk factors. This is because TPF did not establish the risk based resources allocation model which can be applied in distributing resources.

### (ii) Application of sanctions to traffic offenders

The Tanzania Police Force was required to ensure that the application of sanctions to traffic offenders was done properly and according to the stipulated laws and regulations. Equally, the TPF had to come-up with ways of assessing and evaluating the effectiveness of the applied sanctions.

The audit team found that there were efforts made by TPF in enforcing sanctions to traffic offenders. These efforts were;

- (i) Establishing the Traffic Management System (TMS) which operated in Dar es Salaam region as pilot system for providing electronic tickets to those who violate traffic laws.
- (ii) A plan to integrate TMS, Computerized Driver Licensing System(CDLS) and Computerized Motor Vehicles Registration System(CMVRS) in order to start Demerit Point System effectively.

This system can easily track offences committed by each person. These facilitate the enforcement of more punitive sanctions including suspending the driving licence for those offenders who tend to repeat committing serious offences such as speeding or drink and drive.

For example, the audit team noted that more than 56 driving licences which were eligible for suspension on just after three months since starting using TMS. Since TMS and Demerit Point System were still in pilot, the TPF had not started officially suspending licence. Likewise, using TMS the total number offences enforced and amount of fines collected was also increased as shown in **Table 2.2**.

**Table 2.2: Total number of offences charged and amount fines collected using TMS from 7<sup>th</sup> December 2015 to 7<sup>th</sup> December 2016 in Dar es Salaam region.**

Description	Number of Offences	Amount (TZS Million)
Paid offences	510,487	17,927
Unpaid offences	6,026	338
<b>Total</b>	<b>516,513</b>	<b>18,265</b>

Source: TPF, 2017

**Table 2.2** shows the huge increase in both offences and amount of fines collected using TMS for only one region (Dar es Salaam). This implies that once the system would be rolled out all over the country, laws and regulations governing traffic offence would properly enforced.

Apart from performance of TMS, TPF did not conduct evaluation on the effectiveness of the sanctions applied. The reason behind was due to lack of a system which could easily track offences automatically. With the introduction of TMS as evaluating tool, practices of evaluating the sanctions could be implemented effectively if management will design and conduct the evaluation exercise properly.

However, there was no evidence on the ways/ methodologies which the Tanzania Police Force will use in assessing and evaluating the effectiveness of the applied sanctions.

### **Recommendation that were fully implemented**

Audit team noted there were six (6) recommendations which were fully implemented. These are recommendations were related to:-

#### **(i) Using analyzed road crashes data in traffic inspection**

The TPF were required to ensure that Traffic Policing should be based on analysis of road crashes data and targeted on the roads and locations where crashes occur most frequently, and on the related unsafe driver behaviours and traffic offences.

The Audit team noted that TPF implemented the recommendation on using analysed road crashes data in traffic inspection as it was required in the audit report. TPF established Road Accident Information System (RAIS) which were being implemented in all regions since 1<sup>st</sup> July, 2016. The Audit team noted further that all equipment such as computers, GPS and smart phones were supplied ready for data collection and analysis. This system (RAIS) simplified analysis of data and was very useful in planning for inspections.

#### **(ii) Training on using modern enforcement equipment**

The TPF were required to ensure that Traffic police training should be expanded and improved to create specialist traffic police skilled in use of modern enforcement equipment, tactics, and strategies, and with the ability to conduct targeted and effective enforcement campaigns.

#### **(iii) Prioritization of risk factors in traffic inspections**

The TPF were required to ensure that traffic inspections were prioritized based on special risk factors such as speeding and drunkenness. The audit team noted that traffic inspections were conducted for the period from 2014 to 2016 and detected issues which were of high risk factors. These factors (speeding and drunkenness) were not enforced in previous year (2014 to 2016) as noted in the audit report.

For instance, number of speeding and drink & drive offences registered from 2014 - 2016 were as indicated below:

Type of traffic offence	2014	2015	2016
Drink & Drive	13,178	19,894	21,568
Over speeding	86,152	162,680	405,708

Source: Traffic Police Department (2017)

Furthermore, there was an increased number of enforcement equipment include speed radar, alcohol test devices and trainings to officers in using these equipment.

The audit team noted that TOT Training was conducted on the use of new speed radars and alcohol testers in Tanzania Main Land and Zanzibar. At the time of this report many Traffic Police officers had the knowledge on how to operate equipment such as speed radar.

**(iv) Road crashes reports are accurately and comprehensively captured**

The TPF were required to ensure that road crashes reports were accurately and comprehensively captured so as to allow analysis and engineering reviews to be conducted in addition to legal prosecution. The audit team noted that Electronic Database for Road crash (RAIS) were already in place. With the help of various tools such as GPS, the data based captured various key data accurately, which enabled engineering reviews to be conducted.

**(v) A means to capture all information including the historical data of traffic offenders**

The TPF were required to ensure that means to capture all information including the historical data of traffic offenders were put in place and they were relevant to oversight of road safety in an integrated manner. The audit team noted that TPF implemented the Traffic Management System

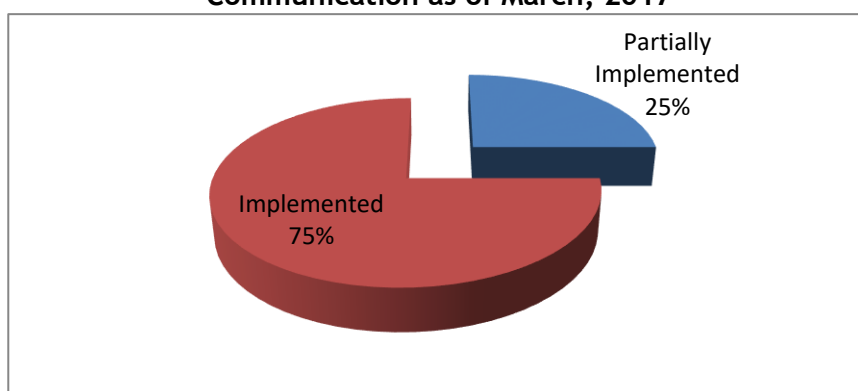
(TMS) since 7th December, 2015 as a pilot to Dar es Salaam region. The system performed well in terms of traffic notifications collections. TMS would be integrated to Computerized Driver Licensing System (CDLS) and Computerized Motor Vehicles Registration System (CMVRS) in order to apply Demerit Point System effectively.

## **2.7 Results of follow up on the implementation of the issued Recommendations to the Ministry of Works, Transport and Communication**

### **Level of implementation of the issued recommendations**

The audit team found that, the Ministry of Works, Transport and Communication had satisfactorily implemented 6 out of 8 (equivalent to 75 percent) of the issued recommendations and 2 out of 8 (equivalent to 25 percent) of the issued recommendations were partially implemented as shown in **Figure 2.2**:

**Figure 2.2: Overall Implementation status of the issued Recommendations by the Ministry of Works, Transport and Communication as of March, 2017**



Source: Auditors' analysis (2017)

The detailed analyses of recommendations provided to Ministry of Works, Transport and Communication are presented in the following three categories as follows:

### **Recommendations that were partially implemented**

The audit team noted that there were two (2) recommendations which were partially implemented. These recommendations were related to:

**(i) Set local speed limits based on achieving lower than average accident risk**

The audit team found that the Ministry of Works, Transport and Communication and Tanzania National Roads Agency (TANROADS) made lot efforts in addressing the issue of road accidents in the country. For instance, the Ministry had engaged a Technical Advisor for carrying out road safety audit of the Central Corridor from Morogoro to Rusumo and from Tinde to Mwanza.

However, the audit team found that there was a little evidence on whether the set speed was lower than average accident risk. Nevertheless, with the introduction of Road Accidents Information System, TANROADS could be enabled to establish the black spots accurately and use them to effectively set-up appropriate speed limits depending on the road condition.

**(ii) The system of enforcing speed limits is introduced using ICT**

The audit team noted that the Ministry established prototype surveillance cameras which are at the stage of procurement process under the advertisement with Tender reference No.ME/015/2015-2016/HQ/C/05). This is in addition to the Road Accident Information System (RAIS), the accident database which serves as a base for decisions on road safety interventions.

**Recommendations that were fully implemented**

Audit team noted that there were six (6) recommendations which were fully implemented. These recommendations were related to:

**(i) Appropriate speeds for all types of roads in the network are determined**

The audit team noted that the Engineer-in-Chief was required to conduct periodical review and monitor road conditions and see if there was a need to change the set speed limit according to the performance of the particular road section.

Similarly, speed limits needed to be altered if the road conditions found to have improved or deteriorated. The audit team noted further that TANROADS determine appropriate speed in their road network. This was done when designing new roads and through TANROADS regional managers. Equally, the audit team noted that TANROADS carried out

**(ii) Set speed limits that are credible in relation to the road type and its environment**

The audit team noted that Tanzania National Roads Agency (TANROADS) determine appropriate speed in their road network. This was done when designing new roads and through TANROADS regional managers. Equally, the audit team noted that TANROADS carried out Road Safety audits to monitor implementation of set speed limits.

This system provides assurance that speed limits set are credible.

**(iii) Speed limits are reviewed periodically based on the land use and road conditions**

The audit team noted that the Ministry of Works, Transport and Communication ensured that speed limits were reviewed annually according to the land use and road condition. This was done through conducting Road Safety Audits. The audit team noted further that some of the Roads that Safety intervention measures had been carried-out. This involved installation of speed limit signs and replacement of substandard speed humps in the financial years 2014/15 and 2015/16.

**(iv) Existing speed limits were reviewed from time to time to assess whether they reflect the appropriate speed in relation to road function**

The audit team noted that the Ministry of Works, Transport and Communication in collaboration with other stakeholders such as Tanzania Police Force and SUMATRA carried out reviews of speed limit signs. The Consultant for Detailed Design of Assorted Accidents Blackspots along TANZAM highway(From Dar es Salaam - Tunduma) and (Uyole - Kasumulo) road section, M/s LEA International Consultant had already submitted a Draft Detailed Design report and Bidding documents to the TANROADS for carrying out detailed design of all dangerous road sections (black spots)

At the time of this report, Surface and Marine Transport Authority (SUMATRA) in collaboration with Tanzania National Roads Agency (TANROADS) and Traffic Police did a comprehensive Country wide Survey to identify the Speed limit signs(of the road Network in Tanzania) in order to establish the Car Tracking System to the Buses.

**(v) The setting of the speed limit was preceded by a thorough analysis of land use and road crashes occurred and the type of the road**

The Audit team noted that the Ministry of Works, Transport and Communication through Tanzania National Roads Agency (TANROADS) ensured the setting of the speed limit was preceded by a thorough analysis of land use and road crashes occurred as well as the type of the road. Among the roads which analysis were made include; the Same - Himo Junction- KIA (at Kifaru Bridge, Kileo, Chekereni and Himo) in Kilimanjaro Region, Marendegu - Nangurukuru - Lindi - Mingoyo road Mtegu - Mingoyo - Mkungu and Nangurukuru - KilwaMasoko in Lindi Region; Mtwara - Mtegu, Mkungu - Masasi and Masasi-Mangaka roads in Mtwara Region; Makambako - Lukumburu, Itoni - Ludewa - Manda and Njombe - Iyayi roads in Njombe Region..

**(vi) There was a periodical monitoring of the road conditions and road crashes that occurred in our roads**

The audit team noted that Tanzania National Roads Agency (TANROADS) used Road Maintenance Management System in monitoring the road network to identify black spots in each region. The team also noted that the Roads Condition Survey was carried out in the Financial Year 2015/16 and its implementation was shown in the Annual Progress Report Maintenance for FY 2015/16 VOL. III.

## **2.8 Specific Conclusion**

Based on the analysis of the implementation status of the previously issued recommendations, it was concluded that the MOWTC made satisfactory progress towards the implementation of the given recommendations. This was contrary to the TPF implementation status which needed more efforts toward implementing recommendations given to them by the audit team. However, NAOT continued making follow-up of the recommendations which were not implemented, and those which were partially implemented, to see the progress that was being made.

## **2.9 Specific Recommendations**

### **2.9.1. Recommendations to Tanzania Police Force**

Tanzania Police Force has to ensure that recommendations that were not implemented and those which were partially implemented are taken seriously and are fully implemented. Therefore, in order to ensure that the following recommendations are implemented to the fullest, TDF should:

1. Conduct comprehensive needs assessment for establishing risk based inspection system which will be the basis for draw action plan for implementing the same;
2. Develop resource allocation model which is in line with risk based inspection;



3. Consider incorporating CAG's recommendations when formulating their strategic and annual plans;
4. Review the Road Accidents Information System (RAIS) in order to address all challenges facing the users; This has to be done in collaboration with MOWTC; and
5. Design the evaluation and monitoring system with appropriate Key Performance Indicators based on information systems available and interventions in place in order to measure performance precisely.

#### **2.9.2. Recommendations to MOWTC**

MOWTC has two recommendations which are partially implemented. Therefore, it is recommended that the Ministry of Works, Transport and Communication should put more efforts to ensure the outstanding recommendations are implemented.

## CHAPTER THREE

### PERFORMANCE AUDIT REPORT ON THE CONTRACT MANAGEMENT OF DEVELOPMENT PROJECTS IN LOCAL GOVERNMENT AUTHORITIES

#### 3.1 Background to the audit

The Performance Audit Report on the Contract management of development Projects in Local Government Authorities was tabled before the August Parliament in March, 2013.

The main audited entity was the Prime Minister's Office -Regional Administration and Local Government(PMO-RALG),currently known as the President's Office - Regional Administration and Local Government (PO-RALG).

The main objective of the audit was to assess whether the government through the Prime Minister's Office - Regional Administration and Local Governments (PMO-RALG) and Regional Secretariats (RS) have an effective system for managing construction contracts of development projects in Local Government Authorities (LGAs), which is sufficient for minimizing delays, cost overruns and quality deficiencies on completed development projects.

Major findings of the audit were on the following specific areas:

- a) Poor planning before outsourcing decision as it was observed that there was no documented evidence to show that councils had searched for availability of potential contractors and new roles of the supervisor for the contract management are not clearly defined;
- b) The estimated time for completion of the development projects was not realistic. It was noted that there was a huge difference between engineer's time estimates and the actual time it took to complete the projects. There was a difference of 70 percent between the engineer's estimated time and actual completion time. This had been caused by inability to do a thorough estimation of project implementation time at the planning stage;
- c) Local Government Authorities (LGAs) were not using engineers' cost estimates when preparing budget for development projects, and hence resulting into cost variances. There was a huge difference between what was estimated and what had been budgeted for. The budgeted amount was lower than estimated cost of the project;

- d) Councils did not have mechanism for quality assurance at the planning stage of a project. This could help in minimizing risk of having lower quality development projects;
- e) Procurement of contractors was not adequately planned. Most of the contractors for the agricultural and livestock, health and water development projects were not procured in line with the annual procurement plans under implementation. It was noted that LGAs did not develop plans on how to coordinate their construction activities with different stakeholders in their areas.

As a result, some of the projects faced long delays in completion while others were not put into use even after their completion due to delays caused by the Council failure to involve utility companies such as TANESCO and TTCL, Urban Water Authorities. Projects were not timely initiated and completed. There was delay in Project take off. Similarly, there were delays in completion of projects as per contract time. This was noted in all the three sectors audited.

- f) Most of the projects were not completed within the contract cost. This was noted in all the three sectors audited. The calculated cost for the twenty projects audited had budget increase ranging from between 1 to 55 percent of the original budgets. For Health projects, the changes were huge in both relative and absolute terms.

There was a problem of central government under financing the development projects in LGAs as per the approved budget. The release of funds had dropped to around 50 percent, which indicates that, only 50 percent of what was originally planned could be implemented. Furthermore, although the release of fund was around 50 percent, the funds were also released very late.

- g) There were no documented plans for conducting monitoring and supervision of the construction projects. In this regard, Monitoring and Inspections was either rarely or not done at all. Supervision of projects by LGAs was not adequately conducted in all three sectors audited. Only site inspection and work measurement were conducted fairly, however, not all projects were inspected. The PMO-RALG had not developed guidelines on monitoring and supervision of the construction projects.
- h) Local Government Authorities (LGAs) had too many planned projects which were either on-going (not completed or semi-

finished) for quite a long period of time i.e. up to three financial years or were yet to start.

- i) Weakness on the area of the design of the construction projects was noted in all the three sectors (agriculture and livestock, health as well as water development projects) studied by the audit team, particularly the standard drawings and bills of quantities (BoQ) prepared by the parent ministries i.e. Ministries of Health and Social Welfare, Water and Irrigation, Agriculture and Food Security and Livestock Development and Fisheries.

### 3.2 The main results of the follow-up on the implementation of the issued Recommendations

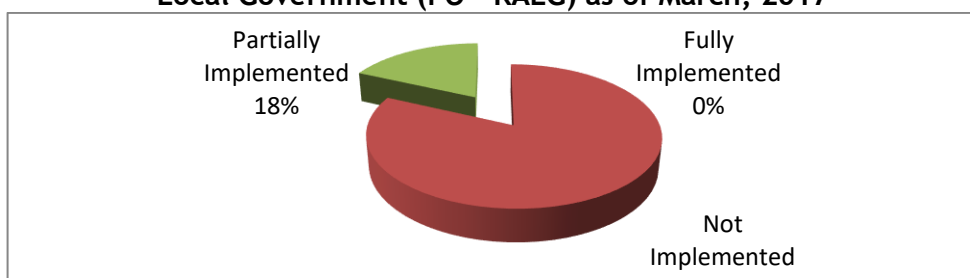
The National Audit Office carried out a follow-up on the implementation of the issued recommendations to the President's Office - Regional Administration and Local Government (PO-RALG). Likewise, the follow up by NAO aimed at examining if there was any improvement on development projects implemented by Local Government Authorities; and if there was a need of issuing new recommendations.

#### 3.2.1 Overall Findings of Follow-up on Implementation of issued Audit Recommendations

The Audit team noted that in general, there were 11 recommendations that were given to the President's Office - Regional Administration and Local Government to implement. However, none of the 11 recommendations were fully implemented. 2 recommendations out of the 11 (equivalent to 18 per cent) were partially implemented. Similarly, 9 out of 11 (equivalent to 82 per cent) were not implemented at all.

Figure 3.1 shows the implementation status.

**Figure 3.1: Overall implementation of the issued audit recommendations by President's Office - Regional Administration and Local Government (PO - RALG) as of March, 2017**



Source: Auditors' Analysis (2017)

Figure 3.1 shows that 9 recommendations (equivalent to 82 per cent) of the issued recommendations were not implemented despite of the fact

that the report was tabled to the Parliament in 2013. Only two recommendations (equivalent to 18 per cent) of the issued recommendations have been partially implemented. The reasons given for non-implementation of recommendation were as detailed below.

The audit team did further analysis of the issued recommendations per each category or cluster as shown in Table 3.1

**Table 3.1: Number of Recommendations not implemented per Category**

Category of Recommendation	Total Number of Issued Recommendation per category	Number of Recommendations not Implemented	Percentage
Planning	5	4	80
Budgeting	2	2	100
Monitoring and Evaluation	4	4	100

Source: Auditors' analysis (2017)

**Table 3.1** shows that recommendations on all categories were not implemented by the President's Office - Regional Administration and Local Government (PO-RALG) and Regional Secretariats. This implies that PO-RALG failed to efficiently support Local Government Authorities in the implementation of development projects.

### Recommendations that were not Implemented

As indicated in section 3.2.1 the Audit found that 9 out of 11 (equivalent to 82 per cent) of the issued recommendations were not implemented.

***Recommendation 1: The Prime Minister's Office Regional Administration and Local Government (PMO-RALG) should ensure that, release of funds should be done according to the approved budget and timely as per the developed cash flows of the LGAs***

It was found that, despite of the recommendation being given four years ago, the President's Office - Regional Administration and Local Government (PO-RALG) did not fulfil its vital role for providing support and advice to local government authorities on the release of fund and proper planning of the development projects. This is because development projects were still affected by delays in the release of funds, as they were not implemented timely, within budgeted costs and to the required quality.

It was revealed during interviews with PO-RALG's officials that the release of fund was out of their control as it was done by the Ministry of Finance. However, the audit findings revealed that the PO-RALG office did to make follow up on the release of fund.

During interviews with the PO-RALG officials, it was revealed that, in the financial years 2014/15 and 2015/16, there were challenges on fund transfers for Development Projects from PO-RALG to LGAs. It was also revealed that the revised LGDG system had been approved and therefore the PO-RALG office expected much improvement in the fiscal transfer to LGAs. During the course of follow up the audit team found that the President's Office - Regional Administration and Local Government (PO-RALG) had sent a letter to the Ministry of Finance and Planning with Ref.No.CCE.69/215/01/59 dated 03/02/2017 insisting timely release of funds and according to budget.

During verification exercise of the implementation of issued recommendations, it was found that release of funds was not done according to the approved budget and timely as per the developed cash flows of the LGAs. This indicates that PO-RALG failed to support LGAs in making sure that the planned projects were financed adequately and timely.

***Recommendation 2: The Prime Minister's Office Regional Administration and Local Government (PMO-RALG) should ensure that estimated completion time and cost for the construction projects should be as realistic as possible and use the same information for budgeting purpose, procuring contractors' services and supervising the projects***

This recommendation was not implemented by the President's Office - Regional Administration and Local Government (PO-RALG) due to the fact that, the Local Government Authorities (LGAs) were still facing delays in completion of the development projects. It was noted that there was still huge difference between engineer's time estimates and the actual time as well as costs for completing the projects.

This had been caused by failure of PO-RALG to make follow up and monitoring of the development projects which were implemented LGAs. Similarly, PO-RALG failed to make clear set-up for the LGAs to implement this particular recommendation.

During interviews with PO-RALG officials, it was revealed that PO-RALG had started revising LGDG to enhance accountability and transparency in the Councils' annual assessment. The assessment has been designed to measure including other function the procurement function. The Council performance was linked to the amount of the grand to be issued.

A visit done to selected LGAs in Kilolo District Council and Singida Municipal Council verified that there was also a delay of implementing projects. All the reviewed projects from Kilolo District Council and Singida

Municipal Council were not implemented within the estimated time. This was caused by the failure of the PO-RALG to pay the required attention and prioritize the implementation of the issued performance audit recommendations. At the time of this audit four years had elapsed since the issuance of this recommendation.

Also PO-RALG failed to provide support to LGAs at planning stage so that the estimated completion time and cost for the construction projects to be realistic as possible and use the same information for budgeting purpose, procuring contractors' services and supervising the projects.

***Recommendation 3: The Prime Minister's Office Regional Administration and Local Government (PMO-RALG) should ensure that Design of the construction projects are thoroughly done and ensure that the designs are both cost-effective and meet the needs of the intended beneficiaries***

This recommendation was not implemented by the President's Office - Regional Administration and Local Government (PO-RALG) this is due to the fact that, Local Government Authorities (LGAs) were still facing the problem of inadequate design. Verification that was done at Kilolo Municipal council indicated that, there was weakness on the area of the design of the construction projects in all three sectors audited. The weakness was associated with the standard drawings and bills of quantities (BoQ) prepared by the parent ministries. The developed drawings were found to be incomplete or incorrect and therefore did not suffice the needs of different LGAs and users.

PO-RALG did to make efforts to cooperate with parent Ministries so as to understand challenges facing LGAs in project design at different locations and avoid having "one-fit-all" solution.

During the follow up PO-RALG officials replied that the redesigned Local Government Development Grant system would improve both project planning and designing. These functions were linked to LGAs performance aiming at meeting standards of the intended outputs and by being cost effective. Each year there will be post assessment review whereby key issues in the assessment results will be discussed and appropriate action determined. Project management will be a permanent item of discussion.

PO-RALG were still planning to implement this recommendation despite its issuance in 2013, this indicates low pace on implementation of performance Audit recommendations.

***Recommendation 4: Developed Annual Procurement Plans are realistic and implementable; as well as ensure that procurements of the services of contractors/ consultants are conducted as per the Annual Procurement Plans or approved revisions done thereafter***

The follow up exercise noted that LGAs were still developing unrealistic Annual Procurement Plans.

During the follow-up PO-RALG elaborated that:

- a) LGAs Assessment Manual was already in place. The first assessment would be conducted in July and August 2017;
- b) The planning and budget guidelines for 2017/18 had been issued with emphasis on improving procurement management and Value for Money;
- c) Regional Secretariats were capacitated with training through Public Financial Management Reform Program (PFMRP) on procurement and contract management;
- d) President's Office - Regional Administration and Local Government (PO-RALG) in collaboration with Public Procurement Regulatory Authority (PPRA) had developed Procurement Management Training Manual; and
- e) The proposed Local Government development assessment Manual emphasised the issue of completion of on-going projects and being in use for the need of intended beneficiaries before commencing for the new projects.

During interviews with officials from PO-RALG, it was further revealed that the main reason for having unrealistic plans was that, there was a huge delay in the release of fund by the Ministry of Finance and Planning. Therefore, PO-RALG could not provide the required support to LGAs in order to make follow up of the audit recommendations.

***Recommendation 5: LGAs are adequately supervising the procurement process at the ward level and carry out post evaluation analysis of contractor's performance in order to avoid engaging contractors with low capacity in the construction projects***

It was found that Local Government Authorities (LGAs) failed to supervise procurement process at Ward Level. The interviews with the President's Office - Regional Administration and Local Government (PO-RALG) Officials indicated that LGAs were procuring Local contractors (*fundi*) in order to reduce cost of procurement processes. This is because the amount of



money involved was not enough to procure the qualified contractors. The Local Fund was supposed to be supervised by LGA's Engineers. However, it was found that, the LGAs were using Local contractors (*fundi*) without the supervision of LGA Engineer.

Comments from PO-RALG indicated that the redesigned Local Government Development Grant system had taken into consideration the issue of prioritizing development projects so as to focus on few projects that can be implemented effectively. Additionally, the proposed Local Government Development Grant Assessment Manual emphasizes the issue of completion of the on-going projects before commencement of new projects.

Similarly, PO-RALG indicated that five staff from each region (PFM Champion) were trained through PFMRP IV in 2014/2015 and 2015/2016 in monitoring and evaluation in the six Public Financial Management thematic areas, including procurement management. Training was tailored to enhance the Regional Secretariats (RSs) capacity in their oversight function to LGAs.

Verification exercise at Kilolo District and Singida Municipal Councils revealed that there were still projects at ward level which were not well planned, supervised and reported. Post analysis of contractors was not done at ward level due to the fact that they were using Local "*Fundi*" who did not have formal business certification and registrations.

***Recommendation 6: The Prime Minister's Office Regional Administration and Local Government (PMO-RALG) should ensure Provide clear instructions/ guidelines which will guide the LGAs when they are planning for the future construction projects. The guides should detail criteria to be considered when deciding on the number of projects to be implemented in the particular financial year so as to avoid having too many small projects which cannot be completed on time and distributing scarce resources among many projects***

This recommendation was not implemented, PO-RALG failed to support LGAs in this matter. The interviews with PO-RALG officials indicated that PO-RALG had prepared instructions to LGAs to guide them on planning a number of construction projects to be implemented.

During verification exercise at Kilolo District and Singida Municipal Councils, it was found that LGAs were still having too many small projects which were not implemented on time. Nevertheless, regardless of having unfinished projects, they were still planning for new projects each year.

This indicates that PO-RALG failed to address this recommendation, the guidelines were issued in December 2016, and there were no follow up to LGAs.

Comments from PO-RALG indicated that for the financial year 2016/17 the Government through PO-RALG has issued revised for Local Government Guidelines on Development Grant (LGDG) 2016. The revised guidelines insisted that LGAs had to give priority and finance project with community initiatives. Such project should be cost effective. These criteria will reduce the number of new small projects.

The above comment indicated that PO-RALG was still planning on how to implement this recommendation regardless of the fact that recommendations were issued in 2013; this indicated that PO-RALG disregarded performance audit recommendations.

***Recommendation 7: The Prime Minister's Office Regional Administration and Local Government (PMO-RALG) should develop mechanisms which will ensure that LGAs are able to control time, cost and quality of their construction projects***

During interviews with PO-RALG officials, it was revealed that PO-RALG developed a guideline through revised Local Government Development Grant system. In the revised Local Government Development Grants (LGDG) guideline (2016), the Monitoring and Evaluation Guidelines (MEG) have been established at all LGA levels for monitoring an evaluation of all development projects implemented under LDGD system. Along with Monitoring and Evaluation Guideline (MEG), M&E framework for Local Government Development Grants projects has also been developed and issued to Regional Secretariats (RSs) and Local Government Authorities (LGAs). Under 2015 PO-RALG structure, Inspectorate Unit (DIFT) has been established.

The Unit was responsible for conducting inspections and financial tracking to Local Government Authorities. M&E manual had been developed through revised LGDG system. Likewise, PPRA and PO-RALG developed procurement guidelines for LGAs. The draft procurement guidelines were expected to commence in July 2017.

Regardless of the guidelines, it was found that LGAs failed to control time, cost and quality of their construction projects. Review of projects implementation reports indicated that the projects were not implemented on time and this led to cost overrun.

Regarding quality of projects, LGAs were facing challenge of quality of projects. At Kilolo District Council, the design of water projects were poorly done in 2014, leading to failure of citizens in the district to benefit from the intended purpose of supplying water to the citizens in January 2017.

PO-RALG did not have mechanism which could help the LGAs control time, cost and quality of development projects. This indicates that the inspectorate Unit failed to make inspection on the ongoing projects and financial tracking as they failed to even indicate the reports of Projects inspected and tracking of finance reports.

***Recommendation 8: The Prime Minister's Office Regional Administration and Local Government (PMO-RALG) should Develop guidelines on Monitoring and Supervision of the construction of projects to help PMORALG, Regional Secretariats and LGAs to conduct periodical monitoring, supervision and reporting the progress made in the implementation of the construction projects in LGAs***

This recommendation was partially implemented by PO-RALG. It was revealed that in the revised LGDG Guideline (2016), monitoring and evaluation framework for LGDG projects had also been developed and issued to RS and LGAs. Either PO-RALG in collaboration with PPRA prepared procurement guidelines for councils and Lower Level Local Government. The guidelines were in the final stages of production.

The Audit team noted that the recommendation was partially implemented due to the fact that this recommendation was issued in 2013, the guidelines were finalized in December 2016. The guidelines were not extensively used to address the identified challenges regarding development projects. In this regard,, the PO-RALG failed to have important tool on time in supporting itself, regional secretariat and LGAs in conducting periodical monitoring, supervision and reporting the progress made in the implementation of the construction projects.

***Recommendation 9: The Prime Minister's Office Regional Administration and Local Government (PMO-RALG) should ensure Monitoring and Supervision of the construction projects in LGAs are properly done and reports are produced and the findings and recommendations are appropriately implemented***

The Audit team found this recommendation was not implemented by PO-RALG. The PO-RALG did not develop mechanism to ensure monitoring and supervision of the construction projects in LGAs were properly done and reports were produced and the findings as well as recommendations were appropriately implemented.

The replies from PO-RALG indicated that, the revised Local Government Development Grants (LGDG) Guideline (2016) with M&E framework for LGDG Projects were also developed and issued to Regional Secretariat and Local Government Authorities. According to revised LGDG Guideline M&E Performance was an important element. Despite having the guide and the

unit in place, there were no reports in place indicating that they are conducting monitoring and supervisions.

Interview with Officials from PO-RALG indicated that PO-RALG was doing Monitoring through the Monitoring, Evaluation and Performance Reporting Section, Further Enquiry on the plans and reports was done, but they were not availed to auditors. This indicates that PO-RALG was not conducting Monitoring and evaluation of the development projects.

During Interviews with LGAs officials at Kilolo and Singida Municipal Councils, it was revealed that projects were monitored and supervised at local Level and monthly Visits and monthly supervision reports were produced after the supervisory visit.

However, the audit team noted that there was no evidence on whether monitoring and evaluations were performed by PMO-RALG in order to assess the performance of LGAs in the contract management. Also the team noted that there were no plans for conducting evaluations focused on strengthening and improving the management of construction projects in LGAs, despite the fact that the government was investing a lot of money in the projects.

***Recommendation 10: The Prime Minister's Office Regional Administration and Local Government (PMO-RALG) should set aside budget for the monitoring and supervision of each construction project***

Audit findings revealed that The President's Office Regional Administration and Local Government (PO-RALG) did not set aside budget for the monitoring and supervision of each construction project. Interviews with officials from PO-RALG indicated that they had been conducting monitoring of project each year, it was further elaborated that they have a unit which is conducting inspections periodically.

Audit findings revealed furthermore of the mentioned reports were provided to auditors for verification so as to support their response.

### **Recommendations that were partially implemented**

Audit findings revealed that 2 out of the 11 (equivalent to 82 per cent) of the issued recommendations were partially implemented. It was revealed further that in the two recommendations that were partially implemented, there were some issues that were yet to be accomplished. Detailed analysis for each of the issued recommendation that was partially implemented is shown below.

***Recommendation 1: Planned number of construction projects should be the ones which can be fully financed by the Government and avoid having too many projects which cannot be fully funded***

This was recommended to ensure that planned number of construction projects can be fully funded by Government and avoid having too many projects which could not be fully funded.

The Audit team found that the President's Office - regional Administration and local Government (PO-RALG) revised a Local Government Development Grant (LGDG) guideline which emphasizes LGAs to ensure that every project funded under LGDG, complemented to the guideline and was functioning before designing of new project.

PO-RALG also issued a circular to instruct LGAs and RS to plan for completion of the ongoing projects so that they can start delivering services rather than engaging in other numerous projects.

Nevertheless, the team noted that regardless of issuing a guideline and circular, the LGAs were still starting new projects before the completion of the already existing projects. Therefore, the team had the view that PO-RALG was still needed to work hard in implementing this recommendation to the fullest.

Reasons for this as stated in their responses were that, most of the development projects implemented in LGAs were planned with regard to the national ceiling that was usually set after receiving commitments from Developing Partners to contribute. It occurred that some of the commitments were not fulfilled, and thus affect drastically the implementation of the planned activities. However, the government was at the time of this report reviewing protocol of partnership with development partners to improve procedures in ascertaining possible and practical commitments.

***Recommendation 2: The Prime Minister's Office Regional Administration and Local Government (PMO-RALG) should Develop guidelines on Monitoring and Supervision of the construction of projects to help PMORALG, Regional Secretariats and LGAs to conduct periodical monitoring, supervision and reporting the progress made in the implementation of the construction projects in LGAs***

This recommendation was partially implemented by PO-RALG. It was revealed during interviews with PO-RALG officials that in the revised Local Government Development LGDG Guideline (2016), monitoring and evaluation framework for Local Government Development Grant (LGDG) projects were developed and issued to Regional Secretariats and Local Government Authorities. PO-RALG in collaboration with Public Procurement Regulatory Authority (PPRA) prepared procurement

Guidelines for Councils and Lower Levels of Local Government Authorities. These guidelines were in the final stages.

### **3.3 Specific Conclusion**

Based on the analysis of the implementation status of the previously issued recommendations, it is concluded that the President's Office-Regional Administration and Local Government have made unsatisfactory progress towards the implementation of the given recommendations. However, NAOT will continue making follow-up of the recommendations which have not been implemented, and those which have been partially implemented, to see the progress that is being made.

### **3.4 Specific Recommendations**

The President's Office - Regional Administration and Local Government has to ensure that recommendations that were not implemented and those which were partially implemented are taken seriously and are fully implemented. Therefore, they should ensure that the following recommendations are implemented to the fullest:

1. Release of funds should be done according to the approved budget and timely as per the developed cash flows of the LGAs;
2. Estimated completion time and cost for the construction projects should be as realistic as possible and use the same information for budgeting purpose, procuring contractors' services and supervising the projects;
3. Design of the construction projects are thoroughly done and ensure that the designs are both cost-effective and meet the needs of the intended beneficiaries;
4. Developed Annual Procurement Plans are realistic and implementable; as well as ensure that procurements of the services of contractors/ consultants are conducted as per the Annual Procurement Plans or approved revisions done thereafter;
5. LGAs are adequately supervising the procurement process at the ward level and carry out post evaluation analysis of contractors performance in order to avoid engaging contractors with low capacity in the construction projects;
6. Provide clear instructions/ guidelines which will guide the LGAs when they are planning for the future construction projects. The guidelines should detail criteria to be considered when deciding on the number of projects to be implemented in the particular

financial year so as to avoid having too many small projects which cannot be completed on time and distributing scarce resources among many projects;

7. The President's Office Regional Administration and Local Government (PO-RALG) should develop mechanisms which will ensure that LGAs are able to control time, cost and quality of their construction projects;
8. Develop guidelines on Monitoring and Supervision of the construction of projects to help PORALG, Regional Secretariats and LGAs to conduct periodical monitoring, supervision and reporting the progress made in the implementation of the construction projects in LGAs;
9. Ensure Monitoring and Supervision of the construction projects in LGAs are properly done and reports are produced and the findings and recommendations are appropriately implemented; and
10. Set aside budget for the monitoring and supervision of each construction project.

## **CHAPTER FOUR**

### **FOLLOW-UP ON THE IMPLEMENTATION OF THE PERFORMANCE AUDIT OF THE MANAGEMENT OF FISHERIES ACTIVITIES IN THE LAKE VICTORIA**

#### **4.1 Background to the audit**

The Performance Audit report on the management of fisheries activities in the Lake Victoria by the Ministry of Livestock and Fisheries Development (MLFD) was tabled to the Parliament, in January 2013. The main audited entities were the Ministry of Livestock and Fisheries Development through the Division of Fisheries and the President's Office - Regional Administration and Local Government (PO-RALG).

The purpose of the audit was to examine whether the Ministry of Livestock and Fisheries Development (MLFD) has economically, efficiently and effectively monitored, controlled and carried out surveillance to combat declining stock of the Nile perch in Lake Victoria.

The audit examined the performance of the Ministry of Livestock and Fisheries Development (MLFD) about the management of fisheries activities in the Lake Victoria. The focus was on Nile perch. Monitoring, Control and Surveillance Monitoring, Control and Surveillance officials of Mwanza, Mara and Kagera regions were visited. Data were collected from five<sup>2</sup> Local Government Authorities (LGAs) engaged in managing fisheries activities in and around Lake Victoria. Similarly, interviews and site visits were conducted in five selected Local Government Authorities namely; Ukerewe, Nyamagana, Ilemela, Bukoba, and Mara. The audit covered an examination period of fiscal years 2008 to 2011.

#### **4.2 The main audit findings**

##### **(a) Control of fishing activities in the Lake Victoria**

The audit team noted that, fish stock was below the recommended amount. In 2011, the total available stock of Nile perch in the lake Tanzanian's part was estimated at 165,439 tons while the annual quantity of removal of Nile perch was estimated to be 101,298 tones. Fishermen operate without being registered as it was observed that 50 percent of fishermen and vessels working in Lake Victoria were not registered

The audit found that inadequate measures were taken to regulate the amount of Nile Perch caught since there was no limit set for fish/Nile

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<sup>2</sup> Ukerewe, Sengerema, Musoma, Bukoba, Muleba



perch to be caught per year due to the small-scale nature of fishing (artisanal) which contribute to ministry failure to set the limit.

Also, there was no recorded strong monitoring and close inspection by District Fisheries Officers and Monitoring, Control and Surveillance units to control the fishing pressure of Nile perch. Likewise, there was no effective system in Local Government Authorities and monitoring, control and surveillance units to ensure that fishers use legally acceptable gears apart from what was reported during registration. The number of fishers who use smaller-meshed nets increased rapidly in 2011.

#### **(b) Monitoring of fishing activities**

It was noted that there was inadequate close monitoring and inspection of fishing activities. Beach Management Units had little capacity to detect illegal, unregulated and unreported fisheries due to lack of development and operations plans, lack of support from LGAs, inadequate evaluation carried out by the ministry and presence of informal landing sites. Equally fisheries data were not adequately managed because revenue and data collection activities were outsourced to private companies whose interest were in revenue collection alone. Similarly, there was poor cooperation between village executive officers and BMU leaders and, lack of basic training in data collection.

During the audit, it was noted that the Ministry had set the slot size of Nile Perch to be caught to be between 50cm and 85cm. However, the Ministry did not set the maximum limit of amount of Nile Perch to be caught annually due to the nature of fishing activities taking place in Lake Victoria.

#### **(c) Action against Illegal, Unreported and Unregulated Fishing Law enforcement and punishment**

The audit found that, there was an increase of use of illegal gears in Lake Victoria. In financial year 2010/2011 and 2011/2012 the increase of different types of gears was from 6,415 to 146, 657 respectively in all three regions of lake zone. This increment contributed to the increase in the use of Beach seines from 394 to 145,302, because of high demand of local factory and communities and an increase of market forces for small size Nile perch in the neighboring countries of Congo, Rwanda, South Sudan and Burundi.

Nevertheless, not all illegal fish dealers caught were subjected to court; there were few cases filed in court about illegal fish dealers. Most cases were not taken to court because Monitoring, Control and Surveillance officials lack some basic knowledge of filling cases and processions. Also for those cases filled to courts took long-time and were costly. This was

attributed by prolonged time for investigations and examination by prosecutors.

#### **(d) Coordination of information sharing on Illegal, Unreported and Unregulated**

The audit found that the Ministry of Livestock and Fisheries Development had set a target to establish a reliable database for provision of timely and accurate information operational by June 2010. However, the ministry had yet to establish a data sharing system. Thus, there was poor collection and sharing of information on the amount of fish catch, fish stock, and intelligence information to deter illegal fishing. Also, the flow of information and reporting system between Beach Management Units and district councils and central Monitoring, Control and Surveillance centre was neither well-structured nor performing well.

#### **(e) Awareness campaigns to deter illegal, unregulated and unreported fisheries**

Awareness campaigns in Lake Victoria were not adequately conducted. Although awareness activities were planned in each monitoring, control and surveillance centres visited, those plans were not fully implemented. Plans for conducting awareness did not show the frequency and areas where awareness campaigns should cover and key issues on controlling illegal fishing in their awareness.

### **Conclusions**

Control measures were not adequately implemented to fight illegal fishing. The Ministry of Livestock and Fisheries Development had not taken remedial actions to rescue the decline in the Nile perch stock in Lake Victoria. Likewise, the Division of Fisheries did not established enforceable plans of switching from open access to limited entry fishing to control the stock.

Similarly, licensing procedures in the districts are not effectively followed, as many fishers and vessels are not registered with the Beach Management Units. Monitoring role is not adequately implemented to reduce declining of Nile Perch stock.

Moreover, LGAs lacked clear funding model for the Beach Management Units activities. Fish catch data were not regularly collected because of lack of fish catch information collected by BMUs. Similarly, the MLFD did not take adequate measures to regulate the Nile perch stock by ensuring that the amount of Nile perch caught per annum are clearly controlled. There were minimal action taken against Illegal, Unreported and Unregulated Fishing.

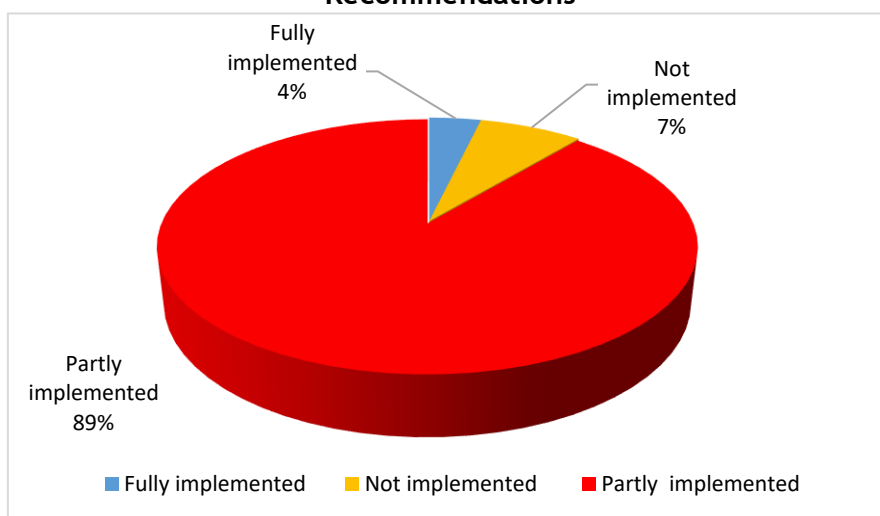
Nevertheless, there was weak fisheries law enforcement in all LGAs visited and Monitoring, Control and Surveillance units. Most of illegal fishers were not arrested. Those few who were arrested, were release with a short period of time. Monitoring, Control and Surveillance units and Districts put little effort and low priority in fighting illegal fishing. In the likely event that a vessel was caught engaging in illegal, unregulated and unreported fisheries activities, the penalties imposed on the crew and vessel owners were often too small to act as a deterrent effect to other defaulters. Therefore, most of the defaulters were not scared of committing the offence again and again.

#### 4.3 The main results of the follow up on the implementation of the issued Recommendations

##### Overall Finding of Follow up on Audit Recommendations

The overall follow-up results on the implementation of issued audit recommendations indicated that 1 out of 24 recommendations (equivalent to 4 percent) was fully implemented, while 21 out of 24 recommendations (equivalent to 89 percent) were partially implemented and 2 recommendations (equivalent to 7 percent) was not implemented. This is as depicted on **Figure 4.1** below.

**Figure 4.1: Overall implementation of issued Performance Audit Recommendations**



Source: Auditors' Analysis (2017)

**Figure 4.1** shows that only 4 percent of the given recommendations was fully implemented, while 7 percent of the given recommendations was not implemented at all and 89 percent was partially implemented.

**Table 4.1: Implementation status of performance audit recommendations by the Audited Entities**

Audited entity	Level of implementation			
	Fully implemented	Partially Implemented	Not implemented	Total
Ministry of Agriculture, Fisheries and Livestock	1	12	1	14
PO-RALG	0	8	2	10
<b>Total</b>	<b>1</b>	<b>20</b>	<b>3</b>	<b>24</b>

Source: Responses from Ministry of Agriculture and Auditors' analysis, 2017

Table 4.1 shows that out of 24 recommendations, 14 were directed to the Ministry of Agriculture, Fisheries and Livestock whereas 10 recommendations were directed to President's Office - Regional Administration and Local Government (PO-RALG).

Further analysis of the issued recommendations per each cluster or category was made based on the above follow-up results and analysis. The analysis made was based on the status of the level of implementation of the audit recommendations as presented in Table 4.2 below.

**Table 4.2: Category of Recommendations issued to PO-RALG status of implementation**

Category of Recommendations	Total Number of Issued Recommendations per category	Number of Recommendations not fully implemented
Monitoring, evaluation and Supervision	4	3
Performance Measurement	2	2
Decision making	1	1
Development	1	1
Budgeting	2	2
Coordination	3	3
Planning	1	1

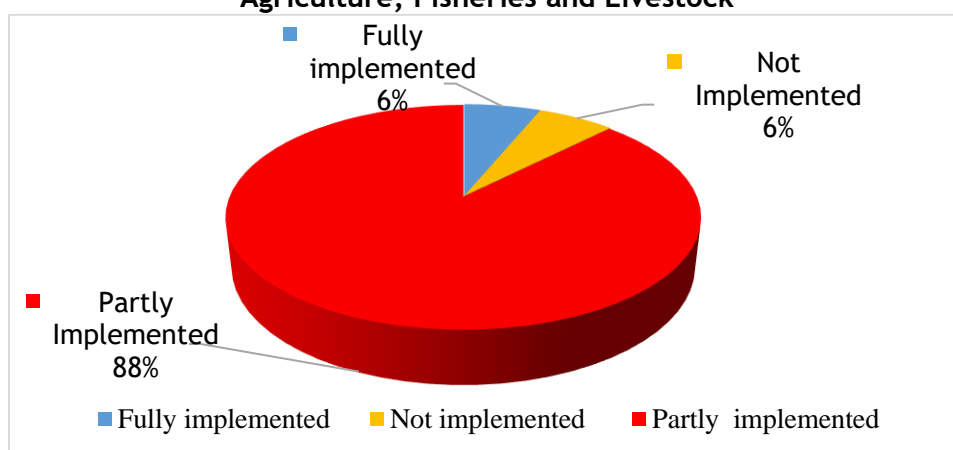
Source: Auditors' analysis (2017)

Table 4.2 shows that most of the issued recommendations (4 of them) related to Monitoring, evaluation and Supervision category. This category had been a challenge in the fisheries sector and needed special attention. Similarly, coordination also appeared to be a common problem (3 recommendations) in the issues of fisheries.

#### 4.3.1 The main results of the follow up on the implementation of the issued Recommendations to the Ministry of Agriculture, Fisheries and Livestock

Based on evidences submitted and verified by the audit team, the audit team found that, the Ministry of Agriculture, Fisheries and Livestock had satisfactorily implemented 1 out of 14 (equivalent to 6 percent) of the issued recommendations, 12 out of 14 (equivalent to 88 percent) were partially implemented and 1 out of 14 (equivalent to 6 percent) was not implemented at all as shown in Figure 4.2.

**Figure 4.2: Level of implementation of issued recommendation by the Agriculture, Fisheries and Livestock**



Source: Auditors' analysis, 2017

##### (i) Recommendation that was not implemented

The Audit findings revealed that one out of the 14 recommendations issued to the Ministry of Agriculture, Livestock, and Fisheries was not implemented at all by the Ministry. This is as detailed below:

##### ***Recommendation 1.1: A closed season to protect breeding and nursery grounds is implemented***

To ensure regeneration of fish stock; the Fisheries Regulations requires the fishing activities breeding and nursery grounds of the lake need to be closed January to June each year. The Ministry identified 145 breeding and nursery grounds in the entire Lake Victoria. These areas were cited in the Fisheries Regulations of 2009.

In addition to the 145 identified sites, the fisheries regulation requires that each Local Government Authority identifies the breeding and nursery grounds in their respective portion of lake water. Fish breeding sites are

supposed to be closed to allow the fish prepare nests, lay eggs and care for them until they hatch. It is where the juveniles' fish feed and grow.

The response of the Ministry responsible for fisheries on this recommendation showed that there was a closed fishing season in some part of the lake to protect breeding and nursery ground. However, the Ministry was not able to show the areas which were closed.

A further verification done by the audit team in Mwanza and Kagera through interview and document review showed that there were no sites out of the 145-sited closed to protect breeding and nursery grounds. Instead of closing the breeding sites, the Ministry tried to control the fishing and trading of immature fish.

This was done by ensuring that only approved gears were used for fishing e.g. use of 7" mesh size and above for Nile perch, hook size 4 -9 and restrictions of slot size cm for tilapia and 50 - 85 cm for Nile perch.

For sustainability fisheries industry in Lake Victoria, the fisheries regulation on the closure of fishing activities in the breeding should not be compromised. Since the Ministry did not close all 145-important breeding and nursery grounds. This recommendation was not implemented

#### **(ii) Recommendation that was satisfactorily implemented**

##### ***Recommendation 1.2: The Fish farming (aquaculture) is promoted to meet heavy demand for fish***

This recommendation was given to the Ministry given the fact that, effects of overfishing were reversible; hence the Ministry had to introduce alternative ways of fish-farming outside the Lake waters (aquaculture) to help meet the growing demand.

In response to this recommendation, the Government had through Aquaculture Development Division to promote fish farming around Lake Victoria to increase fish production and at the same time reduces fishing pressure in the capture fishery including Lake Victoria.

One aquaculture development center had been established in Nyamirembe - Geita and 50 fish cages had been established at Bulamba Bunda during the 2014/15 and 2015/2016 financial years. In Kagera, there were 15 satellite lakes in which the fishing was also promoted to reduce fishing pressure on Lake Victoria. With this effort, the audit concluded that the recommendation was satisfactorily implemented.

### **(iii) Recommendations that were partially implemented**

The audit team found that twelve out of 14 issued recommendations to the Ministry of Agriculture, Livestock and Fisheries were partially implemented by the Ministry. This is as detailed below:

#### ***Recommendation 1.3: Access to the fishery is controlled through registration and licensing of fishing crafts, fishing vessels and fisheries in Lake Victoria***

This recommendation was given to the Ministry as remedial action to rescue the decline in the Nile perch stock in Lake Victoria. The intention was for the Ministry through the Division of Fisheries to establish enforceable plans of switching fisheries of the lake from open access to limited entry fishing. Therefore, the Ministry and the LGAs were required to ensure that, licensing procedures in the districts were effectively followed, and that all fishers and vessels were duly registered.

During interviews with officials from the Ministry and LGAs based in Mwanza and Bukoba, it was revealed that fishery was still an open access and the registration of the vessels and fisheries was done anytime from January to December. The Ministry responsible for fisheries did not establish enforceable plans of switching from open access to limited access fishing to control the stock.

Similarly, the audit noted that the Local Government authorities in Mwanza and Bukoba had no copies of the Lake Victoria management plan. The audit team noted that the Lake Victoria Management plan was only found at the Ministry of Agriculture, Fisheries and Livestock. As a result, LGAs has continued to offer more fishing licenses given the fact that the fish stock was declining.

The focus of LGAs was only revenue collection through fisheries. In this regard, LGAs offered unlimited number of licenses for fisheries and vessels to get more revenue. However, the audit team noted that the Ministry in collaboration with communities living along the Lake Victoria had improved controlling access to fishing, through surveillance and patrol. The following table provides details of some of the major achievements made by the Ministry during patrol activities for the period from 2014/15 to 2014/16.

**Table 4.3: Achievement made by the Ministry of Agriculture, Fisheries and Livestock during patrol activities**

Action taken	Number of different items involved
Patrols in Lake Victoria conducted to catch defaulters	3759 man-days patrols were conducted
Seized illegal fishing gears	a) 931 beach seine nets b) 3232 undersize gill nets c) 73 undersize dagaa nets d) 13257 monofilament nets e) 227 canoes f) 10 boat engines g) 13832 kg of immature Nile perch h) 2,871 Kg of immature Tilapia were confiscated
Apprehension of suspects involved in illegal fishing	302 suspects were apprehended
Prosecution of cases	7 cases were instituted from different offences

Source: Ministry of Agriculture, Fisheries and Livestock (2017)

As Indicated in **Table 4.3** above, Ministry took some actions to control illegal fishing in Lake Victoria. Achievements made are also indicated in the same table.

In this regard, it can be deduced that effective patrol can result into improvement of fisheries resources in the Lake Victoria. Therefore, the immature fishes will be lowered to grow to refill the replenished fish stock.

Although the Ministry made an effort to fight the access to fishery issues, it needed to establish an enforceable plan control the mobility of fishers within the lake, through limiting number of fishers and fishing vessels.

***Recommendation 1.4: The total amount of the Nile perch caught, and distribution of fishing efforts in the lake properly ascertained***

To ascertain total amount of the Nile perch caught, and distribution of fishing efforts, the Ministry needed to conduct frame surveys and ensure the recommendation of the frame survey were implemented. The frame survey report should contain information on, number of fish landing sites on the lake, number of fishermen and types of fishing crafts. Equally, it was recommended that the frame survey should contain information on modes of propulsion of the fishing craft to provide an insight on how far the vessels can fish, types and sizes of fishing gears especially the number of illegal fishing gears in the fishery. The frame survey was recommended to be conducted after every two years.



The Ministry's response to this recommendation showed that the frame survey was conducted for the year 2014, and 2016 as planned. However, the recommendations were not fully implemented because the report was not shared to LGAs for implementations.

The Ministry was supposed to write notice to all LGAs on the minimum number of fishers and vessels to be allowed in the lake on their respective areas as per the frame survey results. But the notice was not written and the report was not shared by the LGA fishery officers.

Fishery officers in Mwanza and Bukoba confirmed through interviews that, they did not received the result of the last conducted frame survey, therefore, the officers had no realistic data on the number of fishers and vessels operating in the lake. Poor coordination of information in the Ministry of Agriculture, Fisheries and Livestock was revealed to be the reason for the breakdown of data and information flow. Consequently, frame survey was not used to improve the fisher at a local level. In this regard, the audit concluded that the Ministry had partially implemented the recommendation.

***Recommendation 1.5: Allocation of resources is adequately done and should be based on the performance indicators in the area of fishing control***

The recommendation was addressed to the Ministry of Agriculture, Fisheries and Livestock to allocate resources (financial, equipment and number of personnel) for conducting regular patrols. Equally, the audit recommended that the Ministry should make priority in the allocation of resources to risks areas of illegal fishing incidences and demand. The audit team found that Ministry during financial year 2014/15 and 2015/16 established four substations in areas which were more prone to illegal fishing and one patrol boat was allocated to each new zone. The four new zones were in Chato, Sota, Musagamba and in Geita.

The audit team found that although the new patrol zones were established, the government did not timely and sufficiently provide funding for patrolling activities. In addition, in other centers of Mwanza and Kagera, the audit team noted that there were five boats in Mwanza (two were grounded), and 4 boats in Kagera (one was grounded). Most of these boats lacked maintenance because of budget deficit. In Kagera region for example, the approved budget was 400million TZS in 2015/16 financial year, but the actual amount released was 14.5million. In this regard, the audit team resolved that the recommendations were partly implemented.

***Recommendation 1.6: There is an improved collaboration between PMO- RALG, and MAFL***

The recommendation was given to the Ministry of Agriculture, Fisheries and Livestock to ensure that it improves its collaboration with PMO- RALG in the management of fisheries.

The audit team found that the Ministry collaborated with LGAs mainly in collecting fish data, catch data, and during the fish catch Assessment Survey to assess fishing activities in Lake Victoria. However, the Ministry did not provide evidence of the correspondences with PMO-LARG. The audit noted that the system for sharing fisheries data did not function well. PO- RALG had no information on fisheries condition in LGAs.

The interviewed fisheries officers from LGAs of Bukoba, Ilemela, and Nyamagana confirmed that they submit data and information on fisheries to the MAFL directly and the MAFL tend to consult directly to LGAs. This is because at PO-LARG office, there was no responsible person (desk officer) responsible for coordinating fisheries activities. . Consequently, most implementation of audit directives dwindle.

The effort is still required to improve the coordination. Similarly, with all these gaps this recommendation was not fully implemented.

***Recommendation 1.7: The collaboration with partner states is strengthened in addressing the problem of decline of Nile Perch***

The recommendation required the Ministry to strengthen collaboration with partner states, on various aspects of fisheries, but mainly on conducting joint operations. However, at the time of this verification, there was no joint operation conducted. This is because; the partner states did not contribute to the cost for the joint operation.

These joint operations were supposed to be funded by the partner states ie Tanzania, Kenya, and Uganda. However, the audit team noted that the last Joint operation was done in 2014 and was funded the development partner.

Therefore, this recommendation was not implemented. There was still a need for a commitment from the partner state to ensure that collaboration with partner states was strengthened in addressing the problem of decline of Nile perch is enhanced.

***Recommendation 1.8: Sector performance is properly monitored and evaluated***

The recommendation was given for the Ministry of Agriculture, Fisheries and Livestock to improve its monitoring system and existing controls to reduce the problem of monitoring and evaluation ineffectiveness. However, during the follow-up of the implementation of this recommendation, it was noted that, the Ministry did not adequately set up measures for monitoring and evaluation of fisheries activities.

There was no evidence shown to the audit, that a formal monitoring and evaluation of fisheries activities was conducted by the Ministry. However, in response to this, the Ministry indicated that it conducted the review of fisheries sector performance in 2016.

In view of the aforesaid, this audit considers that the recommendation was not fully implemented. Given the importance of fisheries sector on Lake Victoria, the Ministry needs further reconsideration in establishing a formal monitoring and evaluation of fisheries activities.

***Recommendation 1.9: The performance of monitoring, control and surveillance activities is properly monitored and evaluated***

The fisheries resource protection unit was responsible for conducting the monitoring, control and surveillance activities. The recommendation was addressing to this unit to improve its monitoring and evaluation of their activities. During the follow-up of implication for this recommendation, it was noted that the unit did not conduct any documented monitoring and evaluation for their activities.

Apart from sending the weekly, monthly reports to the ministry, the unit did not conduct any monitoring activity. However, in response to this recommendation, in 2015/2016 final year, the Ministry allocated TZS 544,461,000/= for implementation of the monitoring, control and surveillance activities in Lake Victoria. In this regard, it was deduced that the recommendation was not fully implemented.

***Recommendation 1.10: Control instruments are regularly monitored and evaluated***

The recommendation was requiring the Ministry OF Agriculture, Fisheries and Livestock to monitor and evaluate the performance of control instruments such policy, regulation and any other strategic document to find out if they were still relevant to support sustainability of fisheries sector. In response to this, the Ministry reviewed the Fisheries Policy of 1997 and the fisheries Act of 2003 were under review.

From the review of the policy, the cabinet approved the new fisheries policy in 2015 and it was in use at the time of this report. However,, the fisheries Act No. 22 of 2003 was still under review by different stakeholders. At the time of this follow-up, three stakeholders meeting were conducted to Review the Fisheries Act No. 22 of 2003.

The Ministry had already consolidated the stakeholder's opinion and reviewed fisheries Act No. 22 of 2003 was submitted to Attorney for further recommendations. This recommendation was considered to be partly implemented as the Ministry was still at different stages of review of the act and later on, it introduced a new fisheries regulation from the new act.

***Recommendation 1.11: Institute a clearly defined funding model for BMU's activities***

This recommendation was given to ensure that BMU had a defined model to fund its activities. In response to this recommendation, the Ministry incorporated aspect of BMU funding in the Fisheries Act of 2003 was under review to incorporate a mechanism for BMUs facilitation.

In addition to that, the Ministry established a Fish Levy Trust Fund 2015/2106. However, at the time of this follow-up, this levy was not operational. It was noted that, the established fish levy has not a clear model of funding BMU's activities. Officials at the Ministry confirmed that the Ministry was still consulting various stakeholders to find out the best funding model for BMU. With that, Ministry response it was deduced that the recommendation was partly implemented.

***Recommendation 1.12: The Regional Plan of Action for eradicating IUU fishing through improved monitoring, control and surveillance is implemented***

In response to this recommendation, the ministry confirmed that there were no lake-wide fisheries management operations conducted in 2014/15 and 2015/16 financial years. The lake-wide fisheries management operations were done in June 2014 and covered three zones of Mara, Mwanza, and Kagera.

The operation aimed at sustaining the fishery resources and fight against illegal fishing and trade practice both on land, hot sports, water and exit points. The lake wide fisheries management operations were not conducted due to lack of funds from government. The 2014 operation was done by the support of the European Union. Therefore, this recommendation was not fully implemented as expected.

***Recommendation 1.13: A database for sharing information with all LVFO, Regional monitoring, control and surveillance units, LGA's and other stakeholders is established and regularly reviewed***

This recommendation was given to Ministry to have a reliable database for the provision of timely and accurate fisheries data and information. It was the expectation of the audit that through fisheries database the Ministry will improve the means of data collection and sharing.

In response to this recommendation, the Ministry established a prototype of the database which was not yet in operation at the time of this audit. This proposed database was a web-based fish Catch Assessment Survey (CAS) database to monitor the trend of fish catch and fishing effort. However, upon verification of this model database, it was found that the database would be more of a way of providing the Ministry with information from LGAs rather than facilitating monitoring and controlling illegal fishing in Lake Victoria.

The proposed database could not be accessed with all LVFO, Regional monitoring, control and surveillance units and LGAs. Therefore, this recommendation was partially implemented.

***Recommendation 1.14: Awareness campaigns to all stakeholders of Lake Victoria are properly conducted necessary legal actions are taken against all defaulters***

The Ministry of Agriculture, Fisheries and Livestock was given the recommendation to improve its awareness programs on the consequences of illegal fishing and overfishing. During the time of verification of the implementation of this recommendation, the Ministry did not provide any evidence on the awareness conducted.

Furthermore, during interviews with fisheries officers in Mwanza and Bukoba it was revealed that awareness programmes were done informally when the patrol team went for patrol activities in the lake. No specific funds were allocated for awareness activities during the time covered by this follow-up.

Therefore, it was deduced that the recommendation is partly implemented.

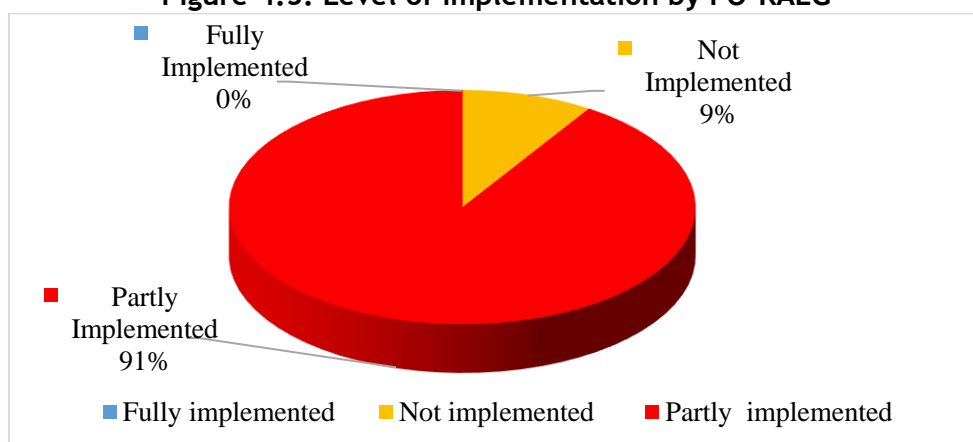
**4.3.2 The main results of the follow up on the implementation of the issued Recommendations by PO-RALG**

**Level of implementation of the issued recommendations to PO-RALG**

The audit team found that, PO-RALG did not implement completely 1 out of 10 (equivalent to 9 percent) of the issued recommendations. 9 out of 10

(equivalent to 91 percent) were in partially y implemented as shown in Figure 4.3.

**Figure 4.3: Level of implementation by PO-RALG**



Source: Auditors' analysis, 2017

**(i) Recommendation that was not implemented**

***Recommendation 1:1 Sector performance is properly monitored and evaluated***

PO-RALG as a coordinating ministry was supposed to understand the performance of fishery sector through monitoring and evaluation of various activities done at LGAs. However, based on the interview with the PO-RALG officials at the sector coordination division, this monitoring and evaluation were not done.

It was revealed during interviews that the existing reporting system did not allow the fisheries data and information to be submitted to PO-RALG headquarters from LGAs. The information and data of fisheries were directly submitted to the ministry of fisheries.

The audit expected that, since LGAs administratively report to PO-RALG, they were also supposed to share the same data and information which were submitted to MAFL, something which was not done. As a result, PO-RALG has no big picture of what was happening in the country about fisheries such as the status of illegal fishing or overfishing. With that, this recommendation was completely not implemented.

(ii) Recommendation that was partially implemented

***Recommendation 1.2: The performance of control and surveillance activities is properly monitored and evaluated***

In response to this recommendation, the Ministry of Agriculture, Fisheries and Livestock continued to conduct patrol activities to deter illegal fishing in the lake. However, the verification done at the Bukoba, Nyamagana and Ilemela district councils showed that the LGAs did not prioritize fisheries conservation activities.

This was due to on the one hand lack of budget support on the patrol activities. On the other hand, the visited LGAs (Ilemela, Nyamagana, and Bukoba) had not established any mechanism for data collection and reporting to facilitate easy monitoring and evaluation of the system.

Nevertheless, there was an effort done by the LGAs to conduct patrol mainly with the purpose of revenue collection in the landing sites. Through that, the patrol teams were able to reach certain achievement as shown in Table 4.3 below.

**Table 4.3: Achievement made by the Ministry of Agriculture, Fisheries and Livestock during patrol activities**

Action taken	FY 2015/2016	FY 2016/2017
Seized illegal fishing gears	a) Beach seine seized -16 b) Monofilament- 305 c) Gillnet under 6 inches -46 d) Dagaa net under 8mm -18 e) Fish vessels (un registers and un-licensed) -21 f) Under ash tilapia -175kg g) Under mash Nile perch - 2055kg	a) Monofilament gillnet - 234 b) Beach seine -19 c) Gillnet under 6 inches -83 d) Dagaa net under 8mm -13 e) Fish vessels (un registers and un-licensed) -5 f) Ropes -800m g) Nile perch under 50cm - 938kg h) Tilapia fish caught 10kg
Apprehension of suspects involved in illegal fishing	Three cases were filed to the court of law	Two cases were filed to the court of law

Source: Ministry of Agriculture, Fisheries and Livestock (2017)

Table 4.3 above is a manifestation of the presence of illegality in the Lake Victoria. The use monofilament and other illegal gears continued to increase the risk of declining of fish stock in Lake Victoria.

The audit, ascertained that this recommendation was not fully implemented as LGAs and PORALG have not done much to ensure the Monitoring, control, and surveillance are properly controlled and monitored.

***Recommendation 1.3: Access to the fishery is controlled through registration and licensing of fishing crafts, fishing vessels and fisheries in Lake Victoria***

This recommendation was given to the Ministry of Agriculture, Fisheries and Livestock to take remedial actions to rescue the decline in the Nile perch stock in Lake Victoria. The intention was for the Ministry and LGAs to establish enforceable plans of control in access to fishing on the lake. Therefore, the Ministry and the LGAs were required to ensure that, licensing procedures in the LGAs were effectively followed, and that all fishers and vessels are duly registered.

Based on the interviews conducted with the Ministry and LGAs' officials in Mwanza and Bukoba, it was revealed that registration of the vessels was done anytime of the year from January to December. The Ministry responsible for fisheries did not established enforceable plans of switching from open access to limited access fishing to control the stock.

Through an interview with fisheries officers in Mwanza and Bukoba, the audit team noted that the Local Government authorities did not have copies of the Lake

***Recommendation 1.4: The total amount of the Nile perch caught, and distribution of fishing efforts in the lake properly ascertained***

Responding to this recommendation, the Ministry of Agriculture, Fisheries and Livestock indicated that, the role of LGAs was to participate in the frame survey done by the Ministry. However, it was noted these LGAs did not receive any result of the survey for implementation.

This is because the Ministry responsible for fishers did not share any final result on the survey, a specific recommendation or notice for LGAs to implement the finding in their respective areas.

The audit team noted that poor coordination of information in the Ministry of Agriculture, Fisheries and Livestock was revealed to be the reason for the breakdown of data and information flow. Consequently, frame surveys were not used to improve the fisher at a local level. In this regard, the audit concluded that the Ministry had partially implemented the recommendation.



***Recommendation 1.5: Allocation of resources is adequately done and should be based on the performance indicators on the area of fishing control***

Allocation of resources to fight illegal fishing in LGAs was a challenge. The district fisheries officers in the visited LGAs (Nyamagana, Illemela, and Bukoba), responded that the patrol budget was not honored as it was always been under release. However, Mwanza city council was found to have one boat which was donated by the European Union project on fisheries.

In addition, the Bukoba regional office had planned to conduct 200,000 person days of patrol and sensitization of fish farming and eradication of illegal fishing by June 2017. These were roughly small input in the fight of illegal fishing in Lake Victoria. Therefore, audit team concluded that the recommendation was not duly completed

***Recommendation 1.6: There is an improved collaboration between PO-LARG and MAFL***

In response to this recommendation, the official at PO-LARG admitted that the fisheries sector were not well coordinated. This is because the fisheries Sector were not fully adhered to D by D framework. However, PO-LARG was expecting to increase more collaboration in different fisheries activities with the ministry responsible for fisheries. Strong collaboration was expected under the second phase of the Agriculture Sector Development Program (ASDP II). This is because the fisheries sector was also included in this program.

Another reason for poor coordination of the fisheries sector was that PO-LARG had no desk officer responsible for coordinating the fisheries sector. As a result, most of audit recommendations and another fisheries directive from Ministry were directed directly to LGAs for implementation.

For example, there was no information at PO-LARG head office on the implementations of the CAG recommendation on fisheries audit. Most of the implementation status of audit recommendations was found at respective RS Mwanza, Kagera, and Mara and their respective LGAs. In addition to that, during the follow-up, it was noted that the regional secretariat was less involved in fisheries activities.

***Recommendation 1.7: Control instruments are regularly monitored and evaluated***

In response to this recommendation, PO-LARG, through the visited LGAs responded that in 2014/15, PO-LARG was only involved as the key stakeholder in the preparation of the fisheries policy and the on-going

review of the fisheries act. LGAs submitted their suggestions to the Director of Fisheries, Ministry of Agriculture, Livestock and Fisheries.

However, during the interview with the fisheries officers in Mwanza and Kagera regions, it was revealed that the Ministry did not give the officers feedback on their opinions. These LGAs wanted among other things that their roles in the fishery sector to be made clear in the proposed policy and they wanted more support on the field of aquaculture.

However, this recommendation was also addressing LGAs to review their own by-laws related to fisheries in relation to supporting sustainable fisheries. Anyhow, there was no LGA that attempted this part of recommendation as the result this recommendation was rated partly completed.

***Recommendation 1.8: Institute ad clearly defined funding model for BMU's activities***

To respond this recommendation, in both 2015/16 and 2016/17 financial years, PO-RALG instructed LGAs through budget guideline to allocate 5 percent of Fisheries collection to fund fisheries activities including BMU activities. However, no LGA implemented the 5 percent remission to fisheries development.

According to interview with fisheries officers in Bukoba and Mwanza, the full councils in Bukoba and Mwanza did not approve the 5 percent of Fisheries collection to fund fisheries activities including BMU activities. Therefore this recommendation was partly implemented at the ministry level but was not implemented at LGA.

***Recommendation 1.9: The Regional Plan of Action for eradicating IUU fishing through improved monitoring, control and surveillance is implemented***

In response to this recommendation, In June, 2014 PO-RALG through LGAs in collaboration with the ministry responsible for fisheries was involved in joint patrol that covered three zones of Mara, Mwanza and Kagera. The operation aimed at sustaining the fishery resources and fight against illegal fishing and trade practice both on land, hot sports, water and exit points. Nevertheless, the audit team found no further update for 2015/16 concerning the joint patrol. Therefore this recommendation was not fully implemented as expected.

***Recommendation 1.10: Awareness campaigns to all stakeholders of Lake Victoria are properly conducted necessary legal actions are taken against all defaulters***

PO-RALG through visited LGAs in Mwanza and Kagera regions responded that there were no formal awareness programs planned and implemented to stakeholders of Lake Victoria. Education programs and Awareness campaigns were only done when the fisheries officer visited the fish landing site for patrol or for registration of vessels and fishers. However, in recent years there was a strong political will to enforcement the fisheries act.

The will was from the President, Ministers and regional and district leadership. The President ordered that illegal fishing on Lake Victoria should be stopped. From his order, there was good collaboration and support from other political leaders including the member of parliament, the regional and district commissioners, the councilors and other political leaders ward and village level on fighting illegal fishing in the lake. They all collaborate with fisheries officers to ensure illegality is curbed in the Lake Victoria. In addition, there was a good collaboration from the court in executing fisheries cases. However, there was lack of intention or plan for awareness programs by LGAs. This made the audit to conclude that the recommendation was not fully implemented as expected.

#### **4.4 Specific conclusions**

The audit concluded that;

- a) All 145-important breeding and nursery grounds was not closed to allow re-generation of fish stock;
- b) The Ministry of Agriculture, Fisheries and Livestock did not established an enforceable plan control the mobility of fishers with the lake such as limiting the number of fishers and fishing vessels;
- c) The ministry responsible for fisheries did not share the result of the frame survey to LGAs;
- d) No formal monitoring and evaluation conducted to evaluate the fishery sector; and
- e) Fisheries were still an open access; there were no strong measures that were established to limit the access.

#### 4.5 Specific recommendations

- a) Given the good condition of the political will in fighting illegal fishing on lake Victoria, the PO-RLAG And MAFL should put emphasis on Surveillance to deter illegal fishing;
- b) The lake Victoria management plan should to be shared to all LGAs around the lake;
- c) All LGAs around the lake should allocate 5 per cent of Fisheries collection to fund fisheries activities including BMU activities as directed by PO-RLAG;
- d) The Government should ensure that the fisheries sector fully adhered to D by D framework;
- e) The ministry should ensure that all 145-important breeding sited are closed from fisheries activities from January to June each year; and
- f) The Government should ensure that fisheries sector is a self-supported sector in terms of financing its activities.

## **CHAPTER FIVE**

### **FOLLOW UP ON THE IMPLEMENTATION OF PERFORMANCE AUDIT REPORT ON THE MANAGEMENT OF OCCUPATIONAL HEALTH AND SAFETY IN TANZANIA**

#### **5.1 Background to the Audit Report**

Performance Audit Report on Management of Occupational Health and Safety in Tanzania was tabled to the Parliament in March 2013. The main audited entities were Occupational Safety and Health Authority (OSHA) and Prime Minister's Office, Labour, Youth Employment and Persons with Disability (PMO-LYED).

#### **5.2 Audit Objective and Scope**

The objective of the audit was to examine whether the OHS-workplaces registration, inspections and resources available were managed efficiently and effectively.

The audit scope covered planning, implementation, monitoring and evaluation of OSH inspections and resources allocation. Similarly, it covered period of three years starting from June, 2009 - June, 2012. Data was collected in four (4) regions out of the 24 regions in Tanzania Mainland. The four visited regions were chosen from the seven OSH zones(i.e. one from each zone).

The selected areas were based on the categorization of economic activities carried out in each region. Both, areas with many workplaces and those areas with few workplaces were selected. The selection also considered areas that were performing better in terms of workplaces' inspection, registration and those areas with poor performance. Areas that were performing better or poor were determined by assessing the previous inspection reports issued by OSHA to various workplaces. An average of 6 - 10 workplaces were visited in each of the four regions visited during the audit.

#### **5.3 Main Audit Findings**

The audit findings were as follows:-

- a) Only few (24%) workplaces are registered. OSHA lacked specific plans for identifying unregistered workplaces and registering identified workplaces;

- b) Inspections were not efficiently planned and conducted. Similarly, there was no adequate system for assuring that quality inspections were conducted;
- c) OHS committees and representatives did not implement their duties as required;
- d) Training on OHS was not properly planned and conducted; and
- e) MoLE had not performed the monitoring and evaluation function focusing on OSHA's performance and inspections.

#### 5.4 Overall Conclusion of the audit

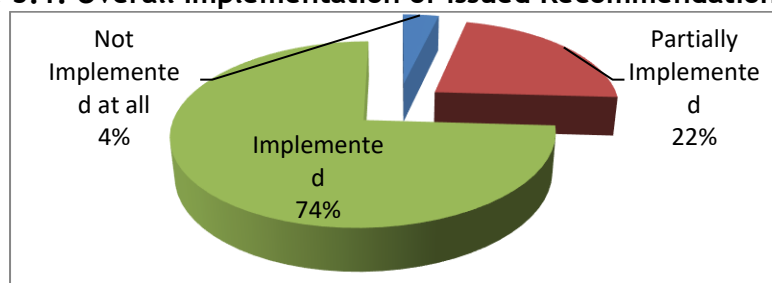
The audit concluded that, despite a number of accomplishments registered by Occupational Safety and Health Authority (OSHA) and Prime Minister's Office, Labour, Youth, Employment and Persons with Disability (PMO-LYED), the management of OSH activities in Tanzania had several weaknesses which were supposed to be addressed through implementation of recommendations issued by NAOT.

#### Overall results of the follow up on the implementation of the issued recommendations

This part presents implementation status of issued recommendations in three categories namely, recommendation that were fully implemented, partially implemented and those that were not implemented at all.

The follow up audit team found that, 20 out of 27 (equivalent to 74 percent) of issued recommendations to all audited entities were fully implemented, 6 out of 27 (equivalent to 22 percent) were partially implemented and 1 out of 27 (equivalent to 4 percent) was not implemented at all. In general, the audited entities had taken some actions to implement the issued recommendations as shown in **Figure 5.1**

**Figure 5.1: Overall Implementation of issued Recommendations, 2017**



Source: Auditors' comments, 2017

The audit team did further analysis of the issued recommendations per each category or cluster as shown in **Table 5.1**.

**Table 5.1: Number of Recommendations not implemented per Category issued to OSHA and PMO-LYED**

Category of Recommendations	Total Number of Issued Recommendations per category	Number of Recommendations not implemented at all
Monitoring, evaluation and Supervision	5	0
Performance Measurement	0	0
Decision making	1	0
Development	12	1
Planning and Budgeting	2	0
Coordination	3	0
Planning	4	0
<b>Total</b>	<b>27</b>	<b>1</b>

Source: Auditors' analysis, 2017

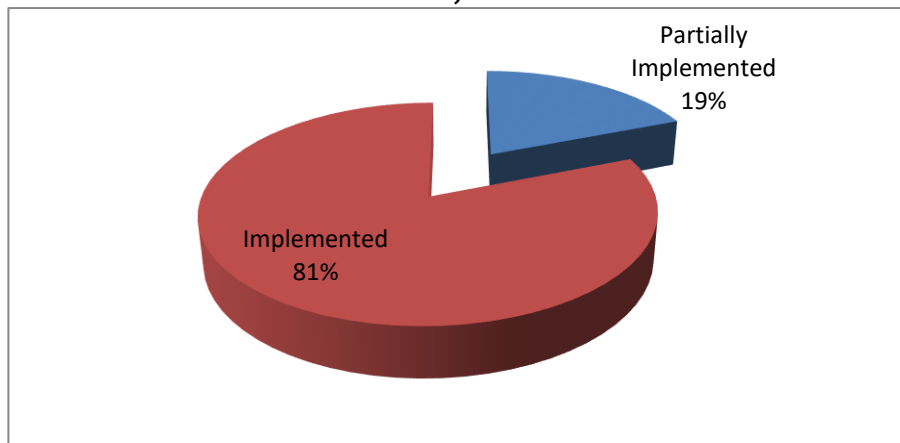
**Table 5.1** shows that only one (1) out of 27 recommendations issued to both PYE-LYED and OSHA was not implemented at all. Recommendation which was not implemented at all is under category of development which was issued to PMO-LYED.

## 5.5 Results of follow up on the implementation of the issued recommendations to OSHA

### Level of implementation of the issued recommendations

Based on evidence submitted and verified, audit team found that, OSHA fully implemented 17 out of 21 (equivalent to 81 percent) of the issued recommendations and 4 out of 21 (equivalent to 19 percent) of the issued recommendations were partially implemented as shown in **Figure 5.2**.

**Figure 5.2: Overall Implementation of issued Recommendations at OSHA, 2017**



Source: Auditors' analysis (2017)

The detailed analyses of OSHA recommendations provided in the following three categories as follows;

#### **Recommendation that was not implemented at all**

The audit team noted that there was no any recommendation which was not implemented at all by OSHA.

#### **Recommendation that was partially implemented**

The audit team noted that there were four (4) recommendations which were partially implemented. These recommendations were related to:-

##### **1. Develop a workable strategy for identifying and registering all unregistered workplaces**

The audit team noted that there was an increasing trend for registering new work places from 1590 to 2845, from 2012/13 to 2015/16. The team also noted various efforts made by OSHA in this area. This included the establishment of collaboration between OSHA and other Government Institutions such as Contractor Registration Board (CRB), National Environmental Management Council (NEMC) and Tanzania Bureau of Standards (TBS) and Government Chemist Laboratory Agency (GCLA).

However, the audit team was on the view that in order for OSHA as an institution to be assured with the effectiveness of registration exercise, it needed to develop a long term strategy which put together all initiatives for registration including how to improve manual electronic registration information management system. The system can be integrated with other sections such inspection and revenue collection, interventions for



promoting registration, strategic inspections, effective collaboration with stakeholders in sharing information.

This is because registration was continuous exercises which expected to cover all new emerging workplaces and existence of unregistered workplaces in the country.

**2. The guidelines on conducting risk based OHS inspections are developed and put into use by all OHS inspectors**

The audit team recognized the efforts made by OSHA in developing General inspection manual and the training for risk assessment which had been conducted to five staff. The audit team noted that OSHA had also developed the Risk Assessment Guideline which was issued in 2014.

However, the audit team found that the Risk Assessment Guideline was not linked to the General Inspection Guideline. This affected the preparation of risk based inspections because the inspectors were not well guided.

**3. Prioritize and complete inspections of the highest risk workplaces to ensure effective and efficient use of resources**

The audit team found that OSHA developed Hazard profile for construction industry as a starting point. The purpose of this profile was to assist contractors to identifying occupational health and safety hazards associated with construction. OSHA was planning to have various profiles in various sectors.

The audit team noted that the profile had been designed in such way that the inspector was guided to conduct risk assessment of the area in construction. However, there was no plan on how OSHA would establish a comprehensive database using this template which covered all zones where by the inspectors could rely in prioritizing their inspections.

The team hoped that, if the OSHA management would use information contained in these profiles it would assist OSHA to develop the hazardous database which would be used by inspectors in planning their inspections.

**4. Develop clear model for allocating resources based on risk**

Develop clear model for allocating resources by ensuring key resources (human, money, inspection tools and vehicles) are allocated adequately and all areas with high risk to occupational accidents and diseases are given a high priority.

The audit team noted that at the time of this audit efforts of OSHA in allocating resource to zone offices depended on high-risk areas. However

there were no documented models for such allocation which provided assurance on the allocation.

### **Recommendation that were implemented**

The audit team noted that there were 17 recommendations which were fully implemented. This recommendation related to:-

#### **1. Imposing sanctions to all workplaces which have not been registered by OSHA.**

The audit team noted that new by-laws were introduced in 2016 by OSHA which gave OSHA more power to compound offences. Likewise, the team noted that 22 workplaces were prosecuted for non- registration in the year 2014/2015 and 9 work places were prosecuted for failure to pay Government bills within the statutory period.

#### **2. Planning of OHS inspections was improved**

The audit team noted that planning of OHS inspections was improved by ensuring that each zone developed its own plans and their implementations were supervised and monitored by the OSHA HQ. The team noted further that Inspection plans from different zones were submitted to HQ for review and approval.

#### **3. Developing guidelines on reporting results of OHS inspections.**

The audit team noted that mechanism of reporting results of OHS inspections were developed and inspectors were instructed to use them. OSHA management designed the reporting template called Work Place Inspection Report which covered mainly five key issues presented in column wise.

The key issues included; section of the Act contravened, Description of the Section contravened, recommended intervention measures, Legal Action taken by inspector and Remarks column which in most cases covered the issues of follow up inspection. This reporting mechanism enhanced the consistence in reporting the results of inspections which facilitated follow ups on the implementation of previously issued OHS recommendations and various analyses including the coverage of inspections.

#### **4. Carrying out periodic follow-ups inspections**

The audit team noted that at the time of this audit OSHA issued improvement notice and prohibition notice which through these documents the periodic follow up inspections were done under the monitoring of Zonal managers.

Both, improvement notice and prohibition notice documents were provided by OSHA inspector to the owner of work place due to non-compliance with various any sections of Occupational Health and Safety Act No. 5 of 2003 and its regulations.

These documents that were provided by inspector of work specified time for implementing directives made by the inspectors. Equally, the inspectors used these documents to make a follow up their inspections.

## **5. Developing the OHS standards in the country**

The audit team noted that in collaboration with TBS, OSHA participated fully in drafting Standards on Cement dust, cotton dust, Thermal stress, noise levels, light intensity and Ionizing radiation.

## **6. Database of the existing OHS committees and representatives established in workplaces**

OSHA should ensure that it develops the database of the existing OHS committees and representatives established in workplaces, those trained and untrained. The audit team noted Database of OHS committees and representative. Also, Inspection Checklist was expanded and it included information such as number and types of OHS training conducted, establishment of SH committee.

## **7. Evaluation of OSH committees**

The Audit team noted that during annual inspection, evaluation was done because the inspection checklist had requirements for assessing the effectiveness of OSH committees. The audit team noted that the inspection check-list required inspectors to comment on whether the inspection committee existed, assess its composition if it complied with the OSH requirement and assess whether was effective or not.

## **8. Zonal offices to develop training plan**

The audit team noted that Zonal offices included Training programs in their annual plans.

The audit team noted further that in the financial year 2013/14, Zonal offices organized and conducted training in Southern highland on safety and health committees as well as first aid where 88 and 86 participants respectively were trained.

In Lake Zone training on safety and health committees, 74 participants were involved. , Similarly, 71 participants were trained in first aid, 50

participants were trained in risk assessment and 51 participants were trained in working at height. In Southern zone, safety and health committees, 15 participants were involved. Likewise, 42 participants were trained on first aid. In Northern zone, 84 participants were trained in first aid.

During the follow up visit made in February 2017, the audit team noted two training sessions that were conducted one in Dar es Salaam at OSHA Headquarters and the other one was conducted in Arusha.

#### **9. Conducting needs assessments of individual workplace based on the OHS inspections**

The audit team noted that training needs that were identified during OHS inspection were regarded as compulsory in courses such as first aid.

The audit team noted various training conducted by OSHA to audit committees. The common training provided by OSHA to these committees included training on safety and health committees, first aid and risk assessment. In many cases, the owner of workplace did send their staff to attend these training due to the enforcement by OSHA done through inspections conducted all over the country.

#### **10. Developing a strategy of ensuring that OHS training are cost effective**

The audit team noted that Training courses at zones were conducted through TOT approach under the supervision of chief executive and director of training, OSHA. Staff at OSHA Zones offices were equipped to provide various training to members of safety and health committees.

#### **11. Coordinate with government institutions in providing training on OHS**

The audit team noted that the OSHA had a five years collaboration with Muhimbili University of Health and Allied (MUHAS) Sciences that was established in the financial year 2014/15. The essence of collaboration between OSHA and MUHAS is on developing OHS training materials and delivering the training to target groups. At the time of this audit 23 students from MUHAS attended a skill-based training at OSHA. Furthermore, the audit noted two OSHA's experts involved in preparation of curriculum with MUHAS.

#### **12. Access to information regarding OHS issue for all stakeholders**

The audit team noted that OSHA had developed communication strategy in August 2015. Among the objective of this strategy was to enable OSHA activities be accessed by various stakeholders. The strategy involved the use of multiple channels such mass media, publications, newsletter and website.

### **13. Policy and procedure for record collection and maintenance of OSH data**

The audit team noted that general safe work guidelines were already developed and 1,000 copies of the guidelines were disseminated to different workplaces. Also there were prescribed form for occupational accidents and diseases notification that were developed and posted on OSHA Website. Equally, occupational accidents and diseases register book was developed and 1000 copies of the book were already disseminated to registered workplaces.

### **14. System for producing and using of data.**

The audit team noted that there was a system in place in which all reported data were summarized quarterly by using agreed SADC format and there were special forms for accident reporting that were posted in the OSHA website. The collection of data was made through incidents and occupational disease notification form. The form covered details of work place, affected person, cause of event, nature of injury, description of the incident and treatment of the affected person.

### **15. System for collecting all potential revenues**

The audit team noted that all payments to OSHA were made through bank and electronic transfer. This simplified payment process and strengthened control system for cash collection management. The owners of work place were required to make payment in the Bank. Inspectors were not allowed to collect cash as it was previous noted during the audit. This was one among the factor which contributed to increase in revenue collection by OSHA as shown in Table 5.2.

**Table 5.2: Inspections fees collected by OSHA for the three consecutive financial years**

Details	2015/2016	2014/2015	2013/2014
Inspection Fees (Amount in Million Shillings)	9,098	5,619	4,422
Increase of revenue (in percentage - %age)	70	27	-

Source: OSHA's Financial Statements (2017)

**Table 5.2** shows the increased trend of revenue collection from inspection from financial year 2013/2014 and 2015/2016 by 27 and 70 per cent respectively compared to financial year 2013/2014.

The audit team also found that OSHA had developed a concept paper for developing the inspection and revenue management information system. The concept paper addressed more challenges which OSHA encountered in the existing system including simplifying of payments by widening methods of cash collection as a result of the inspections done.

#### **16. Devices a mechanism for verifying capital investment of the registered workplaces**

The audit team noted that the approved General Administrative and Fees Rule on Occupational Health and Safety services of 2015 were being used at the time of the audits a basis e for the fees charged. The basis of computation was provided in First schedule of the rule.

#### **17. Monitor and evaluate periodically the performance of Zonal offices**

The Occupational Safety and Health (OSHA) should monitor and evaluate periodically the performance of Zonal offices on the OHS activities carried out in their respective zones.

The audit team noted that Monitoring tools had been developed and operationalized, including follow up visits made to zones by OSHA management at HQ. The team noted that the M&E plan which covered five years from 2015 to 2020 was in place.

The audit team also noted that the various targets on OSHA activities set by management including number of registration of new work place and type of inspection to be conducted by each zone and implementation reports prepared by zonal managers and submitted in quarterly, semiannual and annually to OSHA management at HQ for compilation and review.

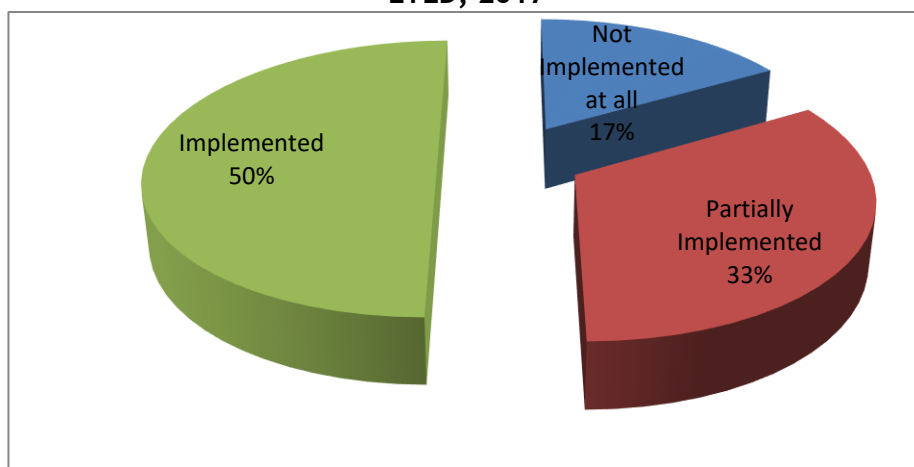
The OSHA management prepared performance report which covered activities of OSHA based on the reports obtained from Zones. Furthermore, there were regular meetings conducted between Management and Zonal Managers to discuss progress made and challenges met in implementation of their activities.

## 5.6 Results of follow up on the implementation of the issued Recommendations to PMO-LYED

### Level of implementation of the issued recommendations

Based on evidence submitted and verified, audit team found that, PMO-LYED satisfactorily implemented 3 out of 6 (equivalent to 50 percent) of the issued recommendations, 2 out of 6 (equivalent to 33 percent) and 1 out of 6 (equivalent to 17 percent) of the issued recommendations were partially implemented in as shown in **Figure 5.4**.

**Figure 5.4: Overall Implementation of issued Recommendations at PMO-LYED, 2017**



Source: Auditors analysis, 2017

Detailed analysis of the audit recommendations provided to PMO LYED are presented in the following three categories as follows;

### Recommendation that was not implemented at all

The audit team noted that there was one (1) recommendation which was not implemented at all. This recommendation related to:

#### 1. Developing occupational health and safety programmes at national level

Develops a systematic and detailed occupational health and safety programmes at national level, beginning with a policy commitment to Specific, time-bound objectives. According to Ministry, a National wide OSH Programme will be considered while developing Decent Work Country Programme III.

## **Recommendation that were partially implemented**

The audit team noted that there were two (2) recommendations which were partially implemented. These recommendations were related to:-

### **1. Developing M&E plans**

Develops M&E plans and executes the plans adequately and adequately and ensures that reports are produced periodically.

The audit team noted that there was a Memorandum of Understanding (MoU) between PMO-LYED and OSHA for the financial year 2017/18 that would be in operation by July, 2017. The MoU would enable enhancing sectorial monitoring which was planned to be carried out by Ministry from financial year 2017/2018.

### **2. Monitoring and evaluating performance of OHS activities**

Monitors and evaluates periodically, the performance of OHS activities in Tanzania performed by OSHA and other stakeholders.

The audit team noted that there was a new PMO-LYED's MTSP (2016/17-2020/21) including Sectoral Monitoring Plan in which; OSHA would be monitored as well. 2 reviews will be conducted. During the follow up, the audit team noted that the Ministry did not effectively conduct periodical M&E on Occupational health and safety activities.

## **Recommendation that were implemented**

The audit team noted that there were three recommendations which were fully implemented. This recommendation related to:-

### **1. Analysis on the resources required**

Carry-out a thorough analysis on the resources required for the management of occupational health and safety in Tanzania and ensures that the required resources are mobilized

The audit team noted that the OSHA Financial Audited Reports revealed own source surplus balances in the financial years 2014/2015 and 2015/2016. Also, the team noted that OSHA had previously reviewed MTSP. The new MTSP incorporated strategies for effective resource mobilization and management.



## **2. Strategy for commit resources**

Develop a strategy for, and commit resources to, the establishment of occupational health and safety programmes at all workplaces in Tanzania. The audit team noted a new OSHA MTSP (2015/16-2019/2020) that included new strategies for expansion and improvement of services delivery had been developed and were operational at the time of the audit.

## **3. Develops a set of key performance indicators**

It develops a set of key performance indicators and measures to assess the performance of OHS activities in the country as performed by OSHA and other stakeholders.

The audit team noted that PMO-LYED's M&E Plan included a set of key operational indicators to track performance of OSHA operations. The indicators were included in the MoU between OSHA and PMO-LYED and the baseline data were proposed.

## **5.7 Specific Conclusion**

Based on the analysis of the implementation status of the previously issued recommendations, it is concluded that the OSHA and PMO-LYED have made satisfactory progress towards the implementation of the given recommendations.

However, both OSHA and PMO-LYED needs to make more efforts toward implementing the outstanding recommendations. NAOT will continue making follow-up of the recommendations which have not been implemented, and those which have been partially implemented, to see the progress that is being made.

## **5.8 Specific Recommendations**

### **5.8.1. Recommendations to OSHA**

OSHA has to ensure that recommendations that were not implemented and those which were partially implemented are taken seriously and are fully implemented. Therefore, in order to ensure that the following recommendations are implemented to the fullest, OSHA should:

1. Conduct comprehensive needs assessment for establishing risk based inspection system which will be the basis for draw action plan for implementing the same;
2. Develop a long term strategy which puts together all innervations for registration including how to improve manual and electronic

registration information management system. This can be integrated with other issues such inspection and revenue collection, interventions for promoting registration, strategic inspections, effective collaboration with stakeholders in sharing information;

3. Consider expediting the process of developing inspection and revenue management system in order to simply revenue collection exercise and improve the inspections records; and
4. Develop the resources allocation model and link it properly to risk based inspection.

#### **5.8.2 Recommendations to PMO- LYED**

PMO-LYED has three outstanding recommendations which need to be implemented. The Ministry should put more efforts to ensure the outstanding recommendations are implemented by ensuring that there is:

1. A responsible office or unit which makes follow up of the implementation of CAG recommendations on performance audit issued;
2. Organization of files for documentation to simplify audit reviews and back up for institutional memory; and
3. Effective ministerial oversight role to OSHA by expediting the implementation of all plans set out to address the challenges noted in OSHA.

## **CHAPTER SIX**

### **FOLLOW-UP ON THE IMPLEMENTATION OF THE PERFORMANCE AUDIT RECOMMENDATIONS ON THE MANAGEMENT OF PROCUREMENT OF ICT EQUIPMENT IN PUBLIC SECTOR**

#### **6.1 Background to the Performance Audit**

This Performance Audit Report on the on the Management of Procurement of ICT Equipment in Public Sector, was tabled before the Parliament, in March 2013. The main audited entity was Ministry of Finance and Planning mainly through its Public Procurement Policy Division (PPD), which has the overall responsibility of overseeing public procurement.

Other organizations audited were GPSA, because of their role in public procurement, Ministry of Communication, Science and Technology as the parent ministry for ICT issues, and four other ministries, which were selected as a sample of procuring entities. The four ministries were; Ministry of Health and Social Welfare, Ministry of Home Affairs, Ministry of Industry and Trade, and Ministry of Water.

#### **6.2 Audit Objective and Scope**

The objective of the audit was to assess the extent to which the procurement of goods, specifically on ICT equipment, was monitored and evaluated by the responsible authorities and whether appropriate actions were taken to improve the system. The audit focused on needs assessment, setting of specifications, cost and quality control for ICT equipment, and monitoring and evaluation by responsible authorities

The Audit team used the information covering three financial years, 2009/2010, 2010/2011, and 2011/2012.

#### **6.3 Main Audit Findings**

During the audit the following weaknesses were noted:-

- a) Pension Fund's system of keeping records was appallingly inefficient and ineffective this was due to poor record keeping by Pension Funds.
- b) Establishment of needs by the PEs was not adequately done. As a result, PEs purchased more equipment than their actual needs and ended-up under-utilizing some equipment procured;

- c) the Ministry of Communication, Science and Technology did not develop coordinated schedule of requirements and specifications for ICT equipment;
- d) PEs did not adhere to price ceiling set by GPSA;
- e) PEs were not conducting inspection of ICT equipment during delivery;
- f) PEs' did not adequately conduct monitoring of their own performance and the performance of their suppliers;
- g) PPD failed to prepare the National Procurement Policy and develop Procurement Standards for Public Bodies within the planned three years though the money allocated for the activity had been spent; and
- h) PPD had never conducted monitoring and evaluation of the procurement system

## Overall Conclusion

Procurement entities were not adequately establishing needs and setting specifications for the purchased ICT equipment; there were significant variations in prices of ICT equipment which did not always reflect superiority of specifications. Similarly, the Ministry of Communication, Science and Technology did not prepare specifications and schedule of requirements for use by the procurement entities; the quality of ICT equipment purchased by the PEs was not adequately controlled; monitoring of suppliers' performance was not adequately conducted by procuring entities; despite being one of their obligations, PPD has not included monitoring and evaluation of procurement performance among their priorities for the last three years

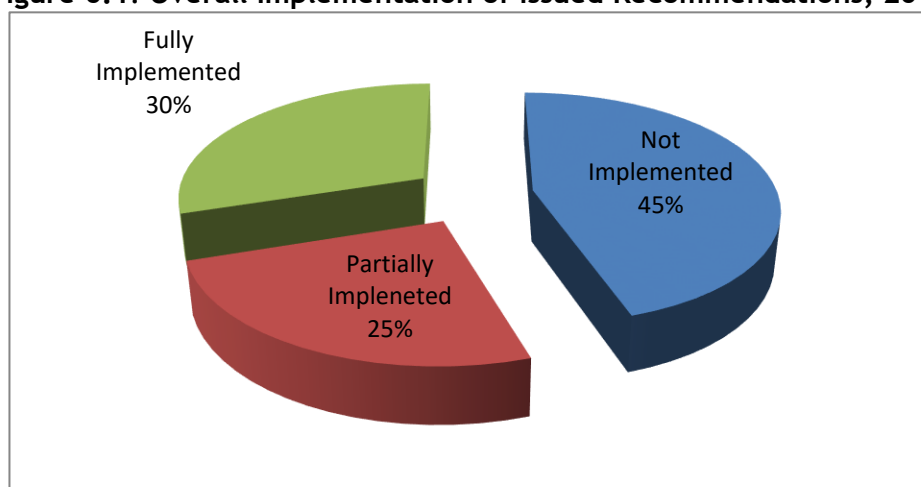
### 6.4 Overall results of the follow up on the implementation of the issued Recommendations

This part presents implementation status of issued recommendations in three categories namely; *recommendations that were fully implemented recommendations that were partially implemented and those that were not implemented at all.*

Based on evidences submitted, 6 out of 20 (equivalent to 30 percent) of the issued recommendations to all audited entities, were fully implemented as required, 5 out of 20 (equivalent to 25 percent) of the issued recommendations were in progress and 9 out of 20 (equivalent to 45 percent) of the recommendations were not implemented at all. In

generally, audited entities have taken some actions to f the issued recommendations as shown in **Figure 6.1**.

**Figure 6.1: Overall Implementation of issued Recommendations, 2015**



Source: Auditors' analysis (2017)

## 6.5 Main results of the follow up on the implementation of the issued Recommendations to PPD

The audit team noted that the Public Procurement Policy Division has satisfactory implemented 3 out of 17 issued recommendations. The ministry of communication, science and technology has satisfactory implemented all the 3 recommendations issued to them as shown in **Table 6.1**.

**Table 6.1: Overall implementation of the issued Recommendations**

Audited Entities	Total Recommendation Issued	Implementation status		
		Fully Implemented	Partially	Not implemented
Ministry of Finance and Planning	17	3	6	8
Ministry of communication, science and technology	3	3	0	0
Total	20	6	6	8

Source: Analysis of implementation status from audited entities, 2017

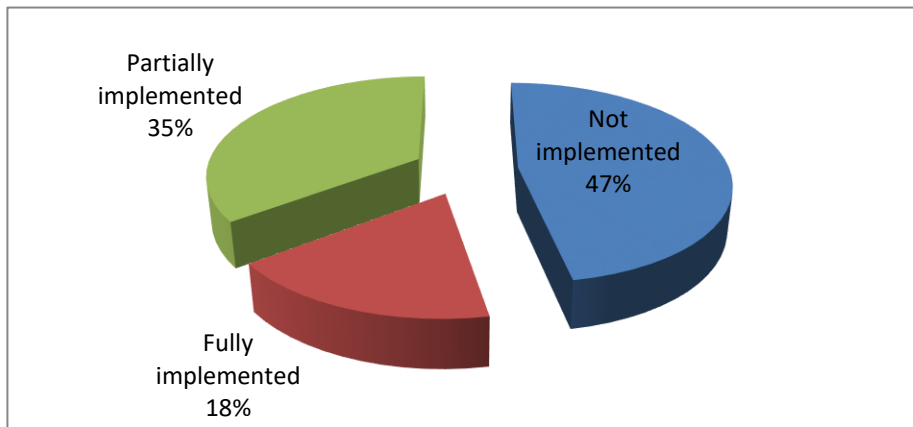
Further analysis of the issued recommendations that were not implemented per each cluster or category was made as shown in **Table 6.2**.

**Table 6.2: Number of Recommendations not implemented per category**

Category of the recommendations	Total Number of recommendations issued	Number of recommendations not implemented
Planning	5	1
Decision Making	5	3
Development	2	0
Budgeting	2	0
Monitoring and Evaluation	6	4

In **Table 6.2** it is shown that, Most of recommendations regarding Monitoring and evaluations and decision making were not implemented, while other categories of the were either fully or partially implemented.

**Figure 6.2: Overall Implementation of issued Recommendations at MOF, 2017**



Source: Auditors' analysis, 2017

#### **Further analysis of Implementation of recommendations issued to Ministry of Finance and Planning.**

Ministry of Finance and Planning managed to fully implement 3 recommendations out of 20, 6 recommendations were partially implemented and 8 recommendations were not implemented at all. In the following sub sections, a detailed presentation of implementation of recommendations that were issued to the Ministry of Finance is presented.

#### **Recommendations that were not implemented at all by Ministry of Finance**

The audit team noted that, 8 out of 20 recommendations were not implemented at all. These recommendations related to:

***Recommendation (1): The ministry of Finance and Planning should ensure that PEs properly assesses procurement needs by involving the user department by considering compatibly with the existing equipment, and avoids procurement of equipment beyond the real needs***

This recommendation was issued to PPD due to its role on the management of procurement system in the country. Similarly, it was issued to PPD in order for them to issue guidance on challenges of failure to make proper needs assessment by PE which causes loss of tax payers' money.

Equally, Section 6(1) of the Public Procurement Act No. 7 of 2011 indicates that, responsibilities of PPD are; (1) monitor the implementation of Public Procurement Policies; (2) advise the Central Government, local governments and statutory bodies on issues related to procurement policies (3) analyses public procurement issues and challenges, advise, provide guidance and follow-up on their implementation.

The audit team found that PPD failed to ensure that PEs properly assessed procurement needs by involving the user department by considering compatibly with the existing equipment, and avoids procurement of equipment beyond the real needs. In this regard, this recommendation was not implemented at all.

***Recommendation (2): The Ministry of Finance should ensure that, the PEs utilize the available printers and photocopies fully before planning to purchases additional equipment.***

The audit team noted that this recommendation was issued to PPD in order for them to issue guidance on challenges of failure to utilize the available printers and photocopies fully before planning to purchases additional equipment.

The team noted that the Ministry of Finance through PPD failed to implement this recommendation due to the fact that the PEs conducted procurement of ICT equipment without conducting need assessment so the existing equipment.

Review of annual Procurement Plans for two sampled Ministries revealed that PEs were still planning to procure more ICT equipment regardless of the available ones which were underutilized.

***Recommendation (4): The Ministry of Finance should ensure that Heavy duty printers and photocopiers that are networked and shared to more than one user are fully utilized to their capacity.***

This recommendation was issued to PPD in order for them to issue guidance on challenges of failure to make sure that heavy duty printers and photocopiers are networked and shared so they can be used by more users to fully utilize their capacity. The audit team found that PPD failed to implement this recommendation.

It was found that, there was no initiative done to implement this recommendation. During interviews with the PPD Assistant Commissioner, it was revealed that, PPD did not work on this recommendation due to the fact that it wasn't PPD role. As per replies which were submitted to NAOT, PPD indicated that the required implementation status was subject to procurement audits exercises which were conducted by PPRA as per Sect. 8(c), (9)(1)(i) of PPA Cap 410. Likewise, Sect 11(2) of Audit Act No.20 of 2008 allows CAG to utilize PPRA's audit results.

Similarly, section 6(1) of the Public Procurement Act No. 7 of 2011 indicates the responsibilities of PPD which among others are: 1) monitor the implementation of Public Procurement Policies; (2) advise the Central Government, local governments and statutory bodies on issues related to procurement policies and analyses public procurement issues and challenges, advise, provide guidance and follow-up on their implementation.

***Recommendation (6): The Ministry of Finance should ensure that adequate controls are established by PEs to ensure that the specifications developed take on board real needs of the users to avoid purchasing expensive equipment unnecessarily***

This recommendation was issued to PPD in order for them to issue guidance on challenges of failure to make sure that adequate controls were established by PEs to ensure that the specifications developed by the Government take on board real needs of the users to avoid purchasing expensive equipment unnecessarily.

Similarly, section 6(1) of the Public Procurement Act No. 7 of 2011 indicates the responsibilities of PPD which among others are: 1) monitor the implementation of Public Procurement Policies; (2) advise the Central Government, local governments and statutory bodies on issues related to procurement policies and analyses public procurement issues and challenges, advise, provide guidance and follow-up on their implementation.



The audit found that, there was no initiative done by PPD to implement this recommendation. During interviews with the PPD Assistant Commissioner, it was revealed that PDD did not work on this due to the fact that it wasn't PPD role.

***Recommendation (7): Ensure that adequate controls are established, and at the same time goods inspection committee appointed by the PEs comprises members with necessary skills and expertise which match the type of the goods that are being procured***

This recommendation was issued to PPD in order for them to issue guidance on challenges of failure make sure that Adequate controls were established by PEs to ensure that adequate controls were established, and at the same time goods inspection committee appointed by the PEs comprises members with necessary skills and expertise which match the type of the goods that were being procured

Similarly, section 6(1) of the Public Procurement Act No. 7 of 2011 indicates the responsibilities of PPD which among others are: 1) monitor the implementation of Public Procurement Policies; (2) advise the Central Government, local governments and statutory bodies on issues related to procurement policies and analyses public procurement issues and challenges, advise, provide guidance and follow-up on their implementation

The audit team found that, there was no initiative done to implement this recommendation. During interviews with the PPD Assistant Commissioner, it was revealed that PDD did not work on this due to the fact that it was not PPD role.

### **Recommendations that were partially implemented and in progress**

Based on evidence submitted to NAOT, the Audit team found that one out of the 6 recommendations were partially implemented. This recommendation was related to:

***Recommendation (1): The PEs fully involved experts in ICT either from within the PEs or from the parent Ministry (i.e. Ministry of Communication, Science and Technology) in setting technical specification***

The Ministry of Finance via PPD partly implemented this recommendation. Replies to NAOT indicated that, PPD communicated to PPRA through the Letter with reference No. FA.166/355/01/11 dated 21 January, 2015 to remind PPRA obtain technical specifications to be used by PEs in procurement of ICT equipment from Ministry of Communication, Science and Technology. During interview with PPD Officials, it was revealed that

this was not PPD's role as per Regulation No.138 of the Government Notice No. 446 of 2013. The regulation gives directives to the Ministry of Communication Science and Technology to prepare technical specifications to be availed to PPRA for the use by PEs.

Likewise, section 6(1) of the Public Procurement Act No. 7 of 2011 indicates the responsibilities of PPD which among others are: 1) monitor the implementation of Public Procurement Policies; (2) advise the Central Government, local governments and statutory bodies on issues related to procurement policies and analyses public procurement issues and challenges, advise, provide guidance and follow-up on their implementation

The audit team found that regardless of the stipulations of the acts and regulations, PEs did not involve experts in procurement matters.

***Recommendation (2): The PEs make use of the list of suppliers and recommended price ceiling provided by GPSA, as much as possible in their procurement undertaking***

This recommendation was partly implemented. The Audit team noted that the procurement laws and regulation, 131 and 132 of 2013 and GN. 446 of 2013 directed on the use of framework contracts (which include lists of suppliers with the respective prices.

The audit team found that PPD communicated with GPSA to improve the situation in order to have competitive price. Similarly, PPD issued a new Section 50 of PPA No.7 of 2011 as amended in 2016, which abolished the use of closed framework agreements to allow price negotiations

***Recommendation (3): The Ministry of Finance should prepare a National Procurement Policy***

The audit found that the Ministry of Finance partly implemented this recommendation. The Policy was on the final stages of approval. The draft policy document had been submitted to the approving authority since 19 October 2016. Copies of the draft Policy and letter of submission were verified.

***Recommendation (4): The Ministry of Finance should Develop Monitoring and evaluation framework for the performance of procurement system***

The audit team found that the Ministry of Finance and Planning partly implemented this recommendation. The preparation of Monitoring and evaluation framework for the performance of procurement system was

underway. The team noted that at the time of this audit the Ministry had a draft report which had been distributed to stakeholders for comments.

***Recommendation (5) The Ministry of Finance should conduct research and other studies in order to strengthen procurement and monitor implementation***

The audit team found that the Ministry of Finance partly implemented this recommendation. The study on Public Procurement System efficiency was underway. At the time of this audit, verification of an inception report was done. The inception was ready for the next step. Copies of contract, inception report and letters of extension were verified.

***Recommendation (6) The Ministry of Finance should conduct Monitoring and evaluation of Public Procurement Institutions***

The audit team found that the Ministry of Finance partly implemented this recommendation. The preparation of monitoring and Evaluation framework for the performance of procurement system was underway. At the time of this report, the Ministry had a draft report which had been distributed to stakeholders for comments. A copy of draft Monitoring and evaluation framework report was verified.

**Recommendation that was fully implemented**

Based on evidence submitted, the Audit team noted that there were four recommendations which were fully implemented. These recommendations were related to:-

***Recommendation (1): The Ministry of Finance should ensure that, PEs periodically prepare and submit report to PPRA on The performance of suppliers in Implementing the awarded contracts. This information should be accessible to other PEs so as to help them in identifying the suppliers who did not perform well in their previous assignments and avoid engagements with Non-performing suppliers***

The audit team found that this recommendation was fully implemented. PPRA introduced a system of monthly reporting by PE. The reports indicated performance of the ongoing contracts. Equally, PPRA issued a list blacklisted suppliers in which all the PEs can access via website.

***Recommendation (2): The Ministry of Finance should establish procurement standards to be used by public bodies when conducting procurement***

The team found that this recommendation was fully implemented. Section 65B of the Public procurement (amended) Act No.5 Of 2016 gives directives

on developing the standards. The amended section gives direction that the standards should be obtained from relevant government organs specified in the Procurement act.

***Recommendation 3): The Ministry of Communication, Science and Technology should update the ICT policy***

The audit team found that the Ministry of ***Communication, Science and Technology*** fully implemented this recommendation. A new policy was in place and updated

***Recommendation 4): The Ministry of Communication, Science and Technology should Develop ICT standards for use by the PEs and Provide schedule of requirements and technical specifications for various ICT equipment that will be used by all procuring entities to achieve uniformity.***

The audit team found that this recommendation was fully implemented by the Ministry. The schedule of requirements for ICT equipment was prepared and updated each year. Moreover, Technical specification to be use by PEs when procuring ICT equipment was in place at the time of this audit.

### **6.5.1 Specific Conclusion**

Based on the analysis of the implementation status of the previously issued recommendations, it is concluded that the Ministry of Finance and Planning have made unsatisfactory progress towards the implementation of the given recommendations. However, NAOT will continue making follow-up of the recommendations which have not been implemented, and those which have been partially implemented, to see the progress that is being made.

### **6.5.2 Specific Recommendation**

The Ministry of Finance and Planning has to ensure that recommendations that were not implemented and those which were partially implemented are taken seriously and are fully implemented. Therefore, Ministry of Finance should ensure that the following recommendations are implemented to the fullest:

1. The Procuring Entities properly assesses procurement needs by involving the user department by considering compatibly with the existing equipment, and avoid procurement of equipment beyond the real needs;

2. The Procuring Entities utilize the available printers and photocopies fully before planning to purchase additional equipment;
3. The Procuring Entities fully involve experts in ICT either from within the Procuring Entities or from the parent Ministry (i.e. Ministry of Communication, Science and Technology) in setting technical specification and;
4. Heavy duty printers and photocopiers that are networked and shared to be used by more than one user should be fully utilized. However, this may in long run end up being very costly to Procuring Entities;
5. The Procuring Entities should make use of the list of suppliers and recommended price ceiling provided by GPSA, as much as possible in their procurement undertaking;
6. The Procuring Entities should establish adequate controls to ensure that the specifications developed take on board real needs of the users to avoid purchasing expensive equipment unnecessarily;
7. The Procuring Entities should establish adequate controls to ensure that goods inspection committee appointed by the Procuring Entities comprise members with necessary skills and expertise which match the type of the goods that are being procured and;
8. The Procuring Entities should prepare plans for monitoring the suppliers performance from the contracting stage of the procurement process and during the implementation phase and identify resources needed for monitoring of the suppliers in place; and
9. The Procuring Entities should adhere to the contract terms when supervising the delivery of good.

## **CHAPTER SEVEN**

### **GOVERNANCE ARRANGEMENTS FOR THE IMPLEMENTATION OF PERFORMANCE AUDIT RECOMMENDATIONS**

#### **7.1 Introduction**

This chapter provides analysis of the governance arrangements within the audited entities on the implementation of the performance audit recommendations. It provides details on how the key aspects of governance in the implementation have contributed to the inadequate implementation of the previously issued recommendations.

#### **7.2 Level of Implementation of the audit recommendation in audited entities**

As regards to follow-up, a total of 107 recommendations were provided for all six audit reports. Out of the 107 recommendations, 40 were fully implemented, 36 were partially implemented and 31 were not implemented at all.

The overall status on the implementation of the issued recommendations indicated that 37 percent of all recommendations issued were satisfactorily addressed; 34 percent partially implemented; and 29 percent not implemented at all.

Therefore, most of the recommendations were not satisfactorily implemented since they are either not implemented at all or partially implemented.

#### **7.3 Reasons for inadequate implementation of issued recommendations**

As noted above, the level of implementation of the issued recommendations was not satisfactory since the implementation level stood at less than 50 per cent of all issued recommendations.

The audit team noted that one of the main reasons for non-implementation of all issued recommendations was insufficient governance arrangements on the implementation of the issued recommendations within the audited entities. This is evidenced by the following:

- a) There was lack of clearly established responsibilities and reporting arrangements for monitoring the implementation of issued recommendations within the audited entities;
- b) The audited entities' processes for managing the implementation of previously issued audit recommendations were not properly defined and not known to some staff within the audited entities; and
- c) There was inappropriateness of the system for monitoring the implementation of issued recommendations within the audited entities.

### **7.3.1 Lack of clearly established responsibilities and reporting arrangements for monitoring the implementation of issued recommendations**

#### **No Unit or Section charged to oversee the implementation of recommendations**

During the follow-up made by a team of auditors it was observed that even-though the recommendations were issued four years ago, there was no Unit, Section or Department which was charged to work on the recommendations or coordinate implementation of the issued recommendations within the audited entities. This was evidenced by the fact that auditors were required to identify various sections within the audited entities that could be responsible for the issued recommendations.

This means that even though the recommendations were received by the top management of the audited entities, the management did not assign anyone the task of ensuring that they were adequately implemented. Hence, individual sections or departments within the audited entities took own initiatives to work on those recommendations without knowing where to report and consolidate their implementation status.

As a result it was difficult for the audited entities to have clear picture and coordinated efforts on the extent to which a specific recommendation has been implemented. Equally, the audit team saw the risk of duplicating efforts within the audited entities in the course of implementing the issued recommendations.

Furthermore, during the meetings with the audited entities' officials to discuss implementation status of the given recommendations, it was observed by the audit team that, there was no clear coordination within the audited entities on the preparation of the implementation status of the given recommendations and on how the recommendations were implemented. This was due to the fact that, the given recommendations

were meant to be implemented by different Sections or Departments within the audited entities.

Hence, some recommendations were not easily answered as the auditors were referred to different officials within the audited entities who seemed not to be aware with the given recommendations. As a result it took quite some times for the audit team to get clarifications regarding the implementation status of the audit recommendation in question from the responsible officials within the Department/Section.

For example, recommendations that were linked to budgeting issues, it was difficult for the audit team to get detailed implementation status from the responsible department within the audited entities despite of the fact that a Department was the key player on the given recommendations. Hence, the audit team was referred to the Budgeting and Planning Department which seemed not to be aware with the issue.

### **Weak reporting mechanisms on the implementation status of recommendations**

Through interviews and discussions held with officials from the audited entities, it was noted that the audited entities were not having a good reporting mechanisms on the implementation status of the given recommendations. The audit team found that there was no any report that was submitted either to the top management, Management or even Audit Committee meetings to discuss matters regarding implementation of the issued performance audit recommendations.

Therefore, it was further noted that failure to have good reporting mechanisms hampered the ability of the audited entities' Management to monitor and track the level of implementation of the given recommendations. This was because, despite of the fact that the audit recommendations to be discussed by the management meeting upon the receipt of the recommendations, there were no further arrangement to make follow-up on how the given recommendations were implemented.

### **7.3.2 Audited entities' processes for managing the implementation of previously issued audit recommendations are not properly defined**

The audit team found that the audited entities' processes for managing the implementation of previously issued audit recommendations were not properly defined and not known to some staff within the audited entities.

It was further noted that, during the exit meeting of this particular audit between the National Audit Office and the Management of the audited entities, the audited entities received the audit recommendations and



came up with preliminary plan that showed how they would implement them. In that preliminary plan they came up with broad activities and timelines from which the recommendations were expected to be implemented.

However,, it was noted that, apart from the preliminary plan that was prepared during the exit meeting, there was no any other plan prepared by the audited entities to further guide them and provide accountability on the implementation of the given recommendations. In turn this led to insufficient implementation of the issued recommendations as they were yet to be implemented despite that four years had already lapsed.

Moreover, it was noted that preparations of the implementation status report was not seriously taken by the audited entities. The implementation reports were mostly prepared upon the receipt of the reminder from the Office of Controller and Auditor General.

It was further noted that this was mainly caused by the absence of the detailed plan on how the issued recommendations would be implemented. It was also caused by weak monitoring and follow-up of matters regarding implementation status of the issued recommendations.

No one was clearly accountable for this matter. For example, the Audit Committee was not in the picture regarding Performance Audit Reports issued to the audited entities and in that aspect no any sort of follow-up was made by them. This was also observed with the Internal Audit function within the audited entities which was equally not aware on these issues regarding the implementation of audit recommendations.

Another reason for not seriously preparing implementations status report was the lack of the recommendation registry in the audited entities that captured all Performance audit recommendations from the Controller and Auditor General. As a result, the issued recommendations were not included in various implementation plans prepared by the audited entities.

Moreover, the audit noted that sharing of the information regarding the implementation status prepared was not sufficiently done across Sections or Departments within the audited entities.

For example, it was hard to track on who prepared the replies and make follow up on the implementation status of recommendations that were prepared in the previous year's Management of development projects by PO-RALG. Therefore, this implies that there was no clear and sufficient process for sharing information regarding the implementation status of the given recommendations.

### **7.3.3 Inappropriateness of the system for monitoring the implementation of issued recommendations**

The audit team evaluated the adequacy and appropriateness of the systems for monitoring the implementation of the given recommendations. Through the said evaluation, the audit team noted that the system for monitoring the implementation of issued recommendations within the audited entities were not appropriate and contributed to a large extent to unsatisfactory implementation of the issued recommendations.

It was noted that, the system for monitoring was lacking monitoring plans. Performance indicators that could be used to assess the level of implementation of the given recommendations, clearly defined implementation strategies based on the timelines and also failure to report the level of performance of concerned sections or Departments within the audited entities as far as implementation of recommendations are concerned.

This was mainly caused by the failure of the audited entities to assign specific officials or section to deal with matters regarding the implementation of the given recommendations.

It was further noted that, with insufficient system to monitor the implementation of the given recommendations, the following weaknesses were identified: (1) insufficient of the recommendations registry to capture all issued recommendations; (2) failure to include the issued recommendations in the audited entities' plans and budget as well as activities; (3) Failure to regularly establish status of the recommendation; and (4) unsatisfactory implementation of the given recommendation whereby at the time of this audit more than half of the given recommendations were yet to be implemented despite the fact that six years had lapsed since their issuance.

## CHAPTER EIGHT

### CONCLUSION AND RECOMMENDATIONS

#### 8.1 Introduction

This chapter provides conclusion of the findings presented in the previous chapters. The conclusion is based on the overall objectives of the follow-up on the implementation of the previously issued recommendations as presented in chapter one of this report. Similarly, this chapter contains recommendations to the Prime Minister's Office on what should be done to improve the situation.

#### 8.2 Conclusion

##### 8.2.1 Overall conclusion

The general conclusion of this follow-up is that the actions taken by the Audited Entities<sup>3</sup> in response to previously issued performance audit recommendations have not adequately and effectively addressed the matters that led to recommendations being made.

The overall status on the implementation of the issued recommendations indicates that 37 percent of all recommendations issued were satisfactorily addressed; 35 percent partially implemented; and 28 percent not implemented at all.

This was mainly caused by insufficient governance structures within the audited entities which were highly contributed by lack of clearly established responsibilities and reporting arrangements, in appropriateness of Ministry's processes and system for monitoring the implementation of issued recommendations within the Ministries.

Consequently, the audited entities were operating without having a specific section or individual to coordinate the implementation of the issued recommendations, updated recommendation registry and detailed plan for the implementation of the issued recommendations. This in turn led to persistent poor service delivered in areas of, Development projects, Fisheries activities, Procurement, Occupational Health and Safety and areas and Traffic Inspections.

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<sup>3</sup> Ministry of Ministry of Works and Police Force (Police Traffic), Ministry of Finance and Planning, Ministry of Communication, Science and Technology, Ministry of Agriculture, Livestock, and Fisheries, Ministry of Communication, Science and Technology and President's Office Regional Administration and Local Governments (PO-RALG) and Regional Secretariat

### 8.2.2 Specific Conclusions

#### **The audited entities have not implemented large number of the audit recommendations issued by the NAOT**

Large number of the issued recommendations had not been implemented by the audited entities. Only 37 of 107 issued performance audit recommendations were implemented and the remaining recommendations were not implemented as per the expectations of the audit office.

In addition, no action had been taken by the audited entities in relation to those recommendations directed towards Decision Making, Monitoring and Evaluation, Performance Measurement, Data Management, Training and Budgeting.

This is despite the fact that these areas were critical for enhancing performance of the audited entities on various areas of their jurisdiction. This means that there was no corrective measures were taken to address issues on those areas.

Failure to act and improve those areas had to a large extent denied those audited entities a room to enhance quality of the services they were providing and ultimately denying people to receive the high quality of services which were supposed to be rendered by the audited entities.

#### **The audited entities are lacking effective and appropriate governance systems for monitoring NAOT's performance audit recommendations**

The audited entities were lacking effective and appropriate governance systems for monitoring NAOT's performance audit recommendation even-though all audited entities had internal audit function, audit committees, periodical management meetings.

However, those structures were not extensively used to address performance audit recommendations. They were mainly focusing on the recommendations from financial audit only. For example, the Audit Committees of all audited entities had never received and deliberated on the performance audit recommendations.

Another example was that the internal audit functions of those audit committee had never involved themselves in making any follow-up on issues raised in the performance audit reports. The same was also observed when the Management Committee Meetings had never been conducted to discuss and deliberate on the extent of the implementation of the issued performance audit recommendations.

Furthermore, the reporting of the level of implementation of the recommendations had been a challenge since there was no report that was prepared to track level of implementation of the issued recommendations.

### **8.3 Overall Recommendations**

The Prime Minister's Office should ensure that all Ministries, independent departments, agencies and Local Government Authorities have to establish clear governance structure by:

1. Establishing specific section/ unit or individual staff for coordinating all issued performance recommendations;
2. Ensuring that recommendation registry is in place and has to be updated for appropriate capturing of all issued performance recommendations;
3. Detailed plan is developed to ensure incorporation and implementation of the issued performance recommendations in responsible entities;
4. Establish system that will allow regular development of implementation status from the issued recommendations; and
5. Put in place a mechanism for sharing the developed implementation status before submitting to CAG.