



THE UNITED REPUBLIC OF TANZANIA

NATIONAL AUDIT OFFICE



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## PERFORMANCE AUDIT REPORT ON THE ENFORCEMENT OF FIRE SAFETY IN PUBLIC BUILDINGS

### FIRE AND RESCUE FORCE UNDER THE MINISTRY OF HOME AFFAIRS



A REPORT OF THE CONTROLLER AND AUDITOR GENERAL OF THE UNITED  
REPUBLIC OF TANZANIA

MARCH 2017

# THE UNITED REPUBLIC OF TANZANIA



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## PREFACE

The Public Audit Act No. 11 of 2008, Section 28 authorizes the Controller and Auditor General to carry out Performance Audit (Value for Money Audit) for the purposes of establishing the economy, efficiency and effectiveness of any public expenditure or use of public resources in the MDAs, LGAs and Public Authorities and other Bodies which involves enquiring, examining, investigating and reporting, as deemed necessary under the circumstances.

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 Performance Audit Report on the Enforcement of Fire Safety in Public Buildings.

The report contains conclusions and recommendations that directly concern the Management of Fire and Rescue Force. The Fire and Rescue Force was given opportunity to scrutinize the factual contents and comment on the draft report. I wish to acknowledge that the discussions with the Management of Fire and Rescue force have been very useful and constructive.

My office intends to carry out a follow-up at an appropriate time regarding actions taken by the Fire and Rescue Force in relation to the recommendations in this report.

In completion of the assignment, the office subjected the report to the critical reviews of Prof. Ignas Aloys Rubaratuka, Principal of College of Engineering and Technology at University of Dar es Salaam who came up with useful inputs in improving this report.

This report has been prepared by Eng. Denis Andrea Charle (Team Leader), Mr. Andalason K. Hamba and Mr. Hagai C. Maleko (Team Members) under the supervision and guidance of Eng. George C. Haule - Assistant Auditor General and Ms. Wendy W. Masoy - Deputy Auditor General.

I would like to thank my staff for their inputs in the preparation of this report. My thanks should also be extended to the audited entities for their fruitful interactions with my office.



**Prof. Mussa Juma Assad**  
**Controller and Auditor General,**  
**The United Republic of Tanzania,**  
**March, 2017**

## EXECUTIVE SUMMARY

Fire incidences have been occurring in public buildings over years resulting to loss of lives, properties and increase restoration costs for destructed buildings. These pose a huge hindrance to the government and societies while striving to achieve sustainable social and economic development.

Moreover, the increased trend of fire outbreaks in the public buildings jeopardizes security and societal safety. As a result the government of Tanzania through the Parliament established the Fire and Rescue Force under the Ministry of Home Affairs (MoHA) to prevent and minimize death rates, injury to the people, and damage to properties arising from fire, floods, earthquakes, road traffic accidents and other disasters.

The audit aims to assess whether the Ministry of Home Affairs through Fire and Rescue Force (FRF) has adequately enforced fire safety requirements in the public buildings. Specifically, the audit focuses on the installation of fire safety equipment, periodic inspection, monitoring of the fire brigades activities, the process of approving building drawings, follow up on the implementation of inspection recommendations and issuance of sanctions to defaulters of fire safety requirements.

The audited entity was the Fire and Rescue Force under the Ministry of Home Affairs. The audit covered three main areas namely: operations, systems and procedure employed by Fire and Rescue Force in the enforcement of fire safety requirements in the public buildings. The audit covered a period of five financial years from 2011/12 to 2015/16.

Three methods for data collection were used to make the evidence collected more concrete and reliable. These are: interviews, document reviews and physical observations. The following are the audit findings, conclusion and recommendations.

### **Main Audit Findings**

#### ***Inadequate inspections of fire safety equipment in public buildings***

The audit found that Fire and Rescue Force did not adequately conduct inspections on the public buildings to verify existence of fire safety equipment. As a result FRF was not in a position to detect non-compliance on fire safety requirements by building owners.

#### ***Inadequate monitoring of Fire brigades activities***

FRF was supposed to monitor activities conducted by Fire Brigades responsible for enforcing fire safety in public buildings. However, this was not conducted as expected. This is because the force does not have a plan to monitor the performance of Regional Fire and Rescue Force Brigades.



### ***Fire and Rescue Force not consulted in approving building drawings***

Local Government Authorities do not consult Fire and Rescue Force to check fire safety requirements in the building drawings before approving for construction. This is because less action is taken to prohibit construction of buildings without their approval on the compliance on fire safety requirements.

### ***Inadequate follow up on the implementation of inspection recommendations***

The Fire and Rescue Force does not adequately conduct follow-up on the implementation of inspection recommendations due to inadequate number of officials to conduct the follow up. As a result issued recommendations were not adequately implemented by building owners.

### ***Non-issuance of sanctions to defaulters of fire safety requirements***

It was noted that, the force does not issue sanction to defaulters of fire safety requirements in the public buildings. This is because the Force focuses on the collection of inspection fee rather than enforcing owners and/or users of public buildings to comply with safety requirements.

## **Main Audit Conclusions**

The Fire and Rescue Force under the Ministry of Home Affairs has not adequately enforced fire safety requirement in public buildings. Weaknesses were observed in the inspections conducted in public buildings, monitoring of the fire brigades activities, the process of approval of building drawings, the follow-up on the implementation of issued inspection recommendations and issuance of sanctions to defaulters of fire safety requirements.

## **Recommendations**

### **Inspection of Public buildings on Fire safety equipment**

To conduct adequate inspection on public buildings on fire safety, Fire and Rescue Force should:

- a) Prepare inspection plan which will be guidance on when to conduct inspections, where to conduct inspections and resource requirement for conducting inspections;
- b) Ensure periodical and timely inspection of public buildings to identify the level of compliance with fire safety requirements;
- c) Structure their inspection in a manner that address key risk factors of fire safety and areas/buildings prone to fire;

- d) Ensure equitable allocation of resources for inspection of public buildings regarding fire safety requirements based on key risk factors; and
- e) Provide a mechanism that will enhance the capacity of Fire and Rescue Force officials in inspection and report writing skills.

### ***Monitoring of fire brigades in enforcement of fire safety activities***

The Fire and Rescue Force should prepare a plan for monitoring fire brigades and performance review and appraisal system in the enforcement of fire safety activities to ensure real time and effective mechanism of enforcing fire safety requirements in the public buildings.

### ***Consideration of fire safety measures during approval of building drawings***

To ensure fire safety measures are taken into consideration in the approval of building drawing, the Ministry of Home Affairs should:

- a) Coordinate with President's Office - Regional Administration and Local Government Authorities (PO-RALG) to make sure that Fire and Rescue Force is consulted regarding the fire safety design considerations before local authorities approve building drawings.
- b) Collaborate with President's Office - Regional Administration and Local Government Authorities (PO-RALG) to prepare the form that will enable the Fire and Rescue Force review the building drawings to check the fire safety design considerations before approval.

### ***Follow up on the implementation of inspection recommendations***

To ensure that inspection recommendations are adequately implemented, the Fire and Rescue Force should:

- a) Ensure periodical and timely follow up of the issued recommendations; and
- b) Have a uniform mechanism for following up the implementation status of issued recommendations in all regions.

### ***Issuance of sanctions to defaulters of fire safety requirements***

To ensure effective issuance of sanctions to defaulters, Fire and Rescue Force should:

- a) Set up a mechanism to exercise its mandate of issuing sanctions to defaulters of fire safety requirements; and
- b) Ensure that it sets a mechanism to assess the effectiveness of issued sanctions to defaulters.

# CHAPTER ONE

## INTRODUCTION

### 1.1 Background Information

The problem of fire incidences occurring in public buildings has been increasing over years and results to loss of life, properties and increase restoration costs for destructed buildings. These pose a huge hindrance to the government and societies strive to achieve sustainable social and economic development.

Moreover, increased trend of fire outbreaks in the public buildings jeopardizes security and societal safety. This compelled the government of Tanzania through the Parliament to establish a Fire and Rescue Force which operates under the Ministry of Home Affairs (MoHA). The main objective of the Force was to prevent and minimize death rates, injury to the people, damage to properties arising from fire, floods, earthquakes, road traffic accidents and other disasters.

In this regard, the Fire and Rescue Force (FRF) has a sole responsibility of conducting inspections and investigations for obtaining information related to causes of fire and losses inflicted by fire. Likewise, FRF has an obligation to raise public awareness on fire safety requirements such as installation of fire safety equipment (fire extinguishers, smoke detectors, fire alarms, fire hose reel and fire sprinklers), presence of escape routes and exit doors opening outwards.

### 1.2 Justification of the audit

Fire outbreaks have been recurring and causing loss of life, injury and devastation of property particularly buildings and equipment. Buildings require fire protection to avoid damages in case of fire and for the safety of users. For some buildings destroyed, consequential or indirect losses, such as interruption to business, costs of temporary reorganization and restoration costs are often far higher than the direct fire damage<sup>1</sup>.

Nevertheless, at the time of this audit there were already incidences of fire occurrence in public buildings which resulted into loss of lives and properties. Such incidences include: the fire outbreak in the dormitories at Idodi Secondary in August 2009 and its reoccurrence in March 2015, fire outbreak at Medical Store Department (MSD) offices, Tanga in July 2014,

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<sup>1</sup> International Journal of Engineering and Applied Sciences, Vol. 04, No. 04, October 2013

fire outbreak at Machinga Complex in Dar Es Salaam in November 2014, fire outbreak at Kibondo District Council's offices in July 2015<sup>2</sup>.

Moreover, a research conducted by Kikwasi (2015)<sup>3</sup> on the Awareness of Fire Safety Measures for Users and Staff of Shopping Malls in Tanzania indicated that in shopping malls, the means of fire safety instructions were almost nonexistence. Also, a research by Kachenje et al. (2010)<sup>4</sup> about assessment of urban fire risk in the central business district of Dar es Salaam indicated that, as far as the availability of means and facilities were concerned; most of the buildings had a limited number of facilities and means against fire hazards and some of the means are either not easily accessible or are not functioning at all.

A research by Rubaratuka (2013) about investigation of provision of fire safety measures in buildings indicated that fire safety measures are not consistently and adequately provided. Thus, fire outbreaks and subsequent damages are not fully addressed. All these incidences and reports indicate that there is a problem in the enforcement of fire safety in the public buildings.

In this regard, and by the virtue of Article 143 of the Constitution of the United Republic of Tanzania, 1977, the Controller and Auditor General decided to conduct a Performance Audit at the Fire and Rescue Force. The essence of the audit was to ascertain whether the force has adequately enforced fire safety requirements through installation and maintenance of fire safety equipments in the public buildings in reflection to the principles of Economy, Efficiency and Effectiveness.

### **1.3 Design of the audit**

#### **1.3.1 Objectives of the audit**

The main objective of the audit was to assess whether the Ministry of Home Affairs (MoHA) through Fire and Rescue Force has adequately enforced fire safety requirements in the public buildings.

Based on the above audit objective, specifically the audit examined:

- a) inspections conducted by Fire and Rescue Force on public buildings on fire safety;

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<sup>2</sup>Majira newspaper of 10<sup>th</sup> March 2015(Idodi), Mtanzania newspaper of July 25, 2014 (MSD), Mwananchi newspaper of November 16, 2014 (Machinga Complex) and Tanzania Daima newspaper of 17<sup>th</sup> July 2015 (Kibondo District Council).

<sup>3</sup>A Study on the Awareness of Fire Safety Measures for Users and Staff of Shopping Malls: The Case of Mlimani City and Quality Centre in Dar es Salaam by Kikwasi G. J (2015)

<sup>4</sup>Assessing urban fire risk in the central business district of Dar es Salaam, Tanzania (2010)

- b) monitoring of fire brigades conducted by Fire and Rescue Force to ensure quality of their activities;
- c) the process of approving building drawings conducted by Local Government Authorities;
- d) follow ups conducted by Fire and Force on the implementation of inspection recommendations; and
- e) sanctions issued by Fire and Rescue Force to defaulters of fire safety requirements.

### **1.3.2 Scope of the audit**

The audit covered operations, systems and procedures employed by Fire and Rescue Force in the enforcement of fire safety requirements in the public buildings.

The audit addressed issues of enforcement of fire safety requirements in the public buildings with regards to installation, periodic inspection, monitoring of the fire brigades in their performance of enforcement activities, assessing the process of approving building drawings, conducting follow up on the implementation of inspection recommendations and issuance of sanctions to defaulters of fire safety requirements.

The audited entity was the Fire and Rescue Force under the Ministry of Home Affairs. This is because Fire and Rescue Force was responsible for enforcing fire safety requirement in the public buildings.

Data were collected from five regional fire offices<sup>5</sup> and other stakeholders including Prime Minister's Office - Disaster Management Agency (PMO- DMA) regarding the enforcement of fire safety requirements, fire inspection reports and the strategies in place to handle fire disasters and Local Government Authorities (LGAs) regarding approval of building drawings.

Moreover, the audit covered five (5) financial years from 2011/12 to 2015/16 so as; (a) to get reliable information and to establish the trend of performance of fire safety management in the country, (b) possibility of accessing information regarding fire safety issues within the duration of five years to provide enough information of the performance of the Fire and rescue Force over that period of time, and (c) the Fire and Rescue Act was enacted in 2007, the selected five years will help to assess the extent of its enforcement.

### **1.3.3 Assessment criteria**

To assess the performance of Fire and Rescue Force on the enforcement of installation and maintenance of fire safety equipment, assessment criteria

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<sup>5</sup> Dar es Salaam, Mbeya, Arusha, Mwanza and Dodoma Regional Fire Offices

drawn from various sources were used. They were extracted from sources such as legislations, regulations, policies, guidelines and best practices for fire safety requirements.

The assessment criteria were based on: planning for inspection of fire safety equipment, monitoring of fire brigades in their performance of fire safety enforcement activities, the approval process of building drawings, following-up of the implementation of inspection recommendations and sanctioning to defaulters of fire safety requirements. Details of assessment criteria are as explained below:

**a) Planning for inspection of fire safety equipment**

According to Section 5(2)(m) Fire and Rescue Act No. 14 of 2007, the Force is required to prepare fire prevention plans based on disaster prevention plans. Section 5(2)(g) of the Fire and Rescue Act No. 14 of 2007 requires the Force to conduct fire tests on protection facilities, equipment and materials. Similarly, Section 5(2)(h) of the Fire and Rescue Act No. 14 of 2007, stipulates that the Force is required to conduct tests and experiments regarding fire services and Section 15(3)(b) of the Fire and Rescue Act No. 14 of 2007 requires the force to conduct inspections for purposes of compliance with safety requirements within the area of jurisdictions.

**b) Monitoring of fire brigades on their activities**

According to section 5(3)(d) of Fire and Rescue Act No. 14 of 2007, the Force is required to supervise, instruct and monitor all fire and rescue service activities of all fire brigades.

**c) Approval process of building drawings**

According to the Fire and Rescue Force (Fire Precautions in the buildings) regulations of 2015, Regulation 248(1); a Local Government Authority must consult the Fire Authority before passing the plan where is proposed to erect a building, or to make any extension of or structural alteration to a building. Similarly, the proposals, plans must be in accordance with building regulations, deposited with a Local Government Authority.

Moreover, Regulation 249 requires that, any person who fails to comply or commits an offence and upon conviction shall be liable for a fine not exceeding three million shillings or to imprisonment for the time not exceeding one year or both.

**d) Following-up of the implementation of inspection recommendations**

The Fire and Rescue Force provides timeline to the owners and/or users of public building within which they must implement recommendations issued in the inspection reports<sup>6</sup>. The inspection reports also state that after the lapse of the provided timeline, Fire Rescue and Force officials will conduct follow-up to see whether the recommendations have been implemented.

**e) Sanctions to defaulters of fire safety**

According to section 22(3) Fire and Rescue Act No. 14 of 2007, the Force is required to issue sanctions to owners and users of any building who fail to comply with fire safety requirements.

**1.4 Method used for the audit**

The audit used Interviews, document reviews and physical observations as methods for data collection as described below:

The methods for data collection used during the audit are explained as detailed below:

**i) Documents Review**

The review of documents was used to obtain criteria for assessing the performance of the Fire and Rescue Force, to understand the systems within Fire and Rescue Force and to verify information obtained through interviews and observations in the field.

In this regard, documents reviewed include but not limited to approved budget, progress reports, strategic plans, fire safety inspection reports, annual progress reports, policies, laws, regulations, articles, case files and designation letters of regional fire officers. The review of documents was done at the Fire and Rescue Force headquarters and regional offices and it covered a period of five (5) financial years i.e. from 2011/12 to 2015/16.

**ii) Interviews**

The audit team conducted interviews with officials from the Fire and Rescue Force, Prime Minister's Office - Disaster Management Department, Local Government Authorities from five visited regions, University of Dar es Salaam, Ardhi University, Contractors

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<sup>6</sup> Fire and Rescue Force inspection reports

Registration Board, Engineers Registration Board, Architects and Quantity Surveyors Registration Board, Energy and Water Utilities Regulatory Authority.

The officials were interviewed to obtain specific information on enforcement of fire safety requirements in public buildings regarding inspections, monitoring, reporting, follow up on the implementation of issued recommendations and sanctions to defaulters on fire safety requirements.

### **iii) Physical Observations**

The team conducted site visit to selected buildings in the selected regions which are Dar es Salaam, Mbeya, Arusha, Mwanza and Dodoma. The aim of the visit was to conduct physical verification of the fire prevention and firefighting system in place and what is in fire inspection reports in those public buildings to have vivid evidence on the real situation.

More details of the methods used and list of officials interviewed are shown in **Appendix 3** of this report.

#### *The Audit area*

The audit covered five Regional Fire Offices which were used as a sample to represent the picture of Tanzania Mainland. These include Dar es Salaam, Mbeya, Arusha, Mwanza and Dodoma Regional Fire Offices.

#### *Sampling and sample size*

The audit used purpose sampling method to select the type of public buildings to be covered during the audit. A total of 21 public buildings were visited including schools, hospitals, colleges, one textile industry, hotels, one supermarket, government offices and higher learning institutions

### **iv) Data analysis**

The team developed audit evidence by presenting collected qualitative and quantitative data from different sources. The qualitative data were analyzed using content analysis while quantitative data were analyzed by using descriptive statistical analysis such as summary statistics, tables and figures.

Similarly, quantitative data analysis and testimonial analysis methods were used to analyze data collected. Information from different types of data sources were combined to gain an understanding of the causes to the actual conditions on the ground.



## 1.5 Data validation process

The Fire and Rescue Force was given the opportunity to go through the draft report and comment on the figures and information being presented. The Force confirmed on the accuracy of the figures used and information being presented in this report.

Furthermore, the information was crosschecked and discussed with experts in the field of fire safety to ensure validation of the information obtained.

The detailed responses from the Force are detailed in **Appendix 1**.

## 1.6 Standard used for the audit

The audit was done in accordance with International Standards for Supreme Audit Institutions (ISSAIs) issued by the International Organization of Supreme Audit Institutions (INTOSAI). ISSAI 300 provides principles of performance audit, ISSAI 3000 and 3100 provide guidelines on how to conduct performance audits.

These standards require that the audit is planned and performed in order to obtain sufficient and appropriate evidence to provide a reasonable basis for the findings and conclusions based on the audit objectives.

## 1.7 Structure of the Audit Report

This report is structured as follows:

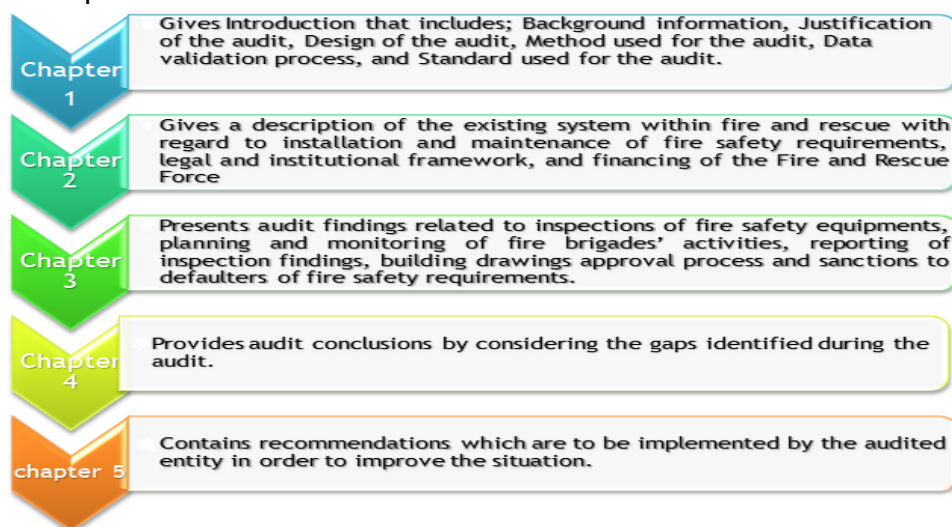


Figure 1.1: Structure of the audit report

## CHAPTER TWO

### SYSTEM FOR THE ENFORCEMENT OF FIRE SAFETY IN PUBLIC BUILDINGS

#### 2.1 Introduction

This chapter presents description of the Fire and Rescue Force under the Ministry of Home Affairs; it focuses on defining key players and stakeholders, role and responsibilities of each player regarding fire safety in the use of public buildings.

The chapter further outlines fire safety features which are supposed to be installed in public buildings to ensure safety of occupants in case of fire outbreak. Equally, the chapter presents system for sanctioning to those who do not comply with fire safety requirements.

#### 2.2 Definition of Public Buildings and their categories

Public building refers to a building used by the public for any purpose, such as assembly, education, entertainment, shopping or worship. Section 24(1) of the Fire and Rescue Act No. 14 of 2007, defines public buildings as large<sup>7</sup> school, factory, department store or any building or place where many people enter, work or live<sup>8</sup>. Categories of public buildings include:

- a) Health facilities like hospitals and health centres;
- b) Educational facilities like schools, colleges, hostels, dormitories;
- c) Commercial buildings like markets, malls, plaza;
- d) Social buildings like function halls;
- e) Office buildings; and
- f) Religious buildings like churches, mosque and temples.

In this context, the meaning of public building does not focus on the ownership but rather the use. That is a building might be privately owned but it is a public building if it is being used by the public.

#### 2.3 Procedures for ensuring fire safety in the public buildings

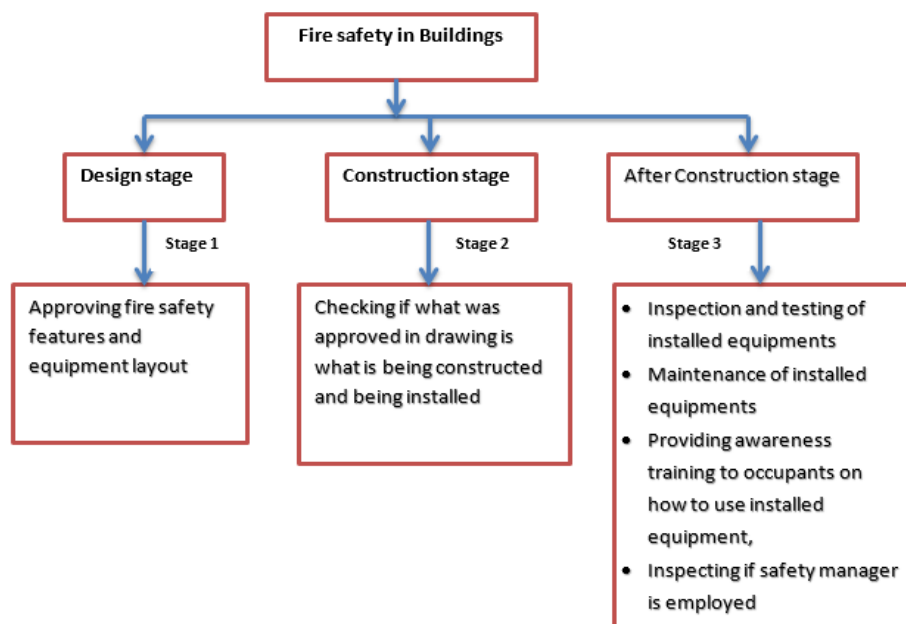
To ensure fire safety in the public buildings there are procedures to be followed including providing fire safety features, installation of fire safety equipment and maintenance of those equipment to make sure that they are working and intact. For this to be effective, it has to pass through three stages as elaborated in Figure 2.1 below.

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<sup>7</sup> Large school is a school that has more than 1000 students

<sup>8</sup> <http://www.oxforddictionaries.com/definition/english/public-building> (accessed on 06/05/2016 at 14:30 hrs.)

**Figure 2.1: Stages for enforcement of fire safety in the buildings**



Source: Auditors' compilation

**Figure 2** illustrates the stages to be followed to ensure enforcement of fire safety in buildings. These stages have procedures which are further explained as follows:

**i) Installation of fire safety features**

The owners of public buildings are supposed to install and provide fire safety features in their buildings for safety purposes. These features includes but not limited to fire alarms and detection system, automatic fire sprinklers, heat detectors, smoke detectors, fire-hose rills, fire sign, escaping routes, fire assembly points and swinging doors.

**ii) Designation of Fire protection manager**

Section 24(1) (b) of the Fire and Rescue Act No. 14 of 2007 requires that, every person who owns or manages a high rise building, large school, factory, department store or any building or place where many people enter, work or live, or deals with chemical or petrochemical activities, to designate a fire protection manager whose function shall be:

- a) To prepare fire and rescue action plan;

- b) organize regular fire drills in order to ensure that all persons employed in or using the premises or part thereof, are familiar with all means of escape in case of fire;
- c) Inspect and maintain fire protection equipment or firefighting equipment such as fire extinguishers and
- d) Report fire and escape according to the plan.

### **iii) Inspections on fire safety features**

The owners and users of public buildings must maintain the installed features and the Fire and Rescue Force is required by section 15(3)(b) of the Fire and Rescue Act No. 14 of 2007 to conduct inspections for purposes of compliance with safety requirements within the area of jurisdiction. Section 15(3)(c) of the Fire and Rescue Act No. 14 of 2007 indicates that the force shall issue fire safety certificates to those who complied with fire safety requirements, where relevant.

According to the Fire and Rescue Force (safety inspections and certificates) Regulations of 2008, Regulation 12, the certificate will remain valid for one year.

The Fire and Rescue Force should conduct both routine and ad-hoc inspection to assess the level of fire safety in public buildings and during inspection. The force is required to check whether fire safety equipment have been adequately installed, maintained and working properly and issue inspection report to owners of public buildings for improvement.

### **iv) Sanctions to defaulters**

The Fire and Rescue Act No. 14 of 2007 has laid down the requirements of fire safety and it placed the task to Fire and Rescue Force to punish those who will not comply with those requirements as observed below.

Fire and Rescue Force requires owner of any public building to provide a means of escape or automatic fire or to maintain and keep such means of escape or automatic fire sprinklers so provided in good condition, order and repair, failure to do so commits an offence and is liable on summary conviction to a fine not exceeding one million shillings<sup>9</sup>.

Similarly, Section 11(5)(c) of the Fire and Rescue Act No. 14 of 2007 gives the Fire and Rescue Force authority to impose fines and penalties to defaulters of fire safety requirements and even to ban the building from being used for human habitation, storage or any other user which will materially increase the likelihood of fire or other calamity or danger to life

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<sup>9</sup> Fire and Rescue Act No. 14 of 2007, Section 22(3)

or property that would result from the outbreak of fire or the occurrence of any other calamity.

**v) Monitoring the inspection of fire safety requirements**

The Force is required by the Fire and Rescue Act No. 14 of 2007, section 5(3)(d) to supervise, instruct and monitor all fire and rescue service activities of all fire brigades. Monitoring is conducted to make sure that inspection was done on maintenance of fire equipment and all preparedness measures of fighting fire are intact depending on the circumstances. This task is placed to the Fire and Rescue Force and the Disaster Management Agency as observed below.

Section 5(2)(b) of the Disaster Management Act No.7 of 2015) requires Disaster Management Agency to act as the central planning, coordinating and monitoring institution for prevention, mitigation, preparedness, response and post-disaster recovery. At the time of this audit the agency was not yet operational but the task was being performed by the Prime Minister's Office - Disaster Management Department.

**vi) Follow up of inspection recommendations**

The Fire and Rescue Force is required to measure performance and provide performance feedback to institutions and owners of public buildings, as appropriate, to enhance improvement initiatives<sup>10</sup>. The follow up should be conducted immediately after the lapse of implementation deadlines stipulated in the inspection reports.

Upon conducting the follow-up on the status of implementation of the issued recommendations, the Force, is required to assess the extent of implementation and provide advice in a form of report to the owners and users of public buildings for improvements where necessary.

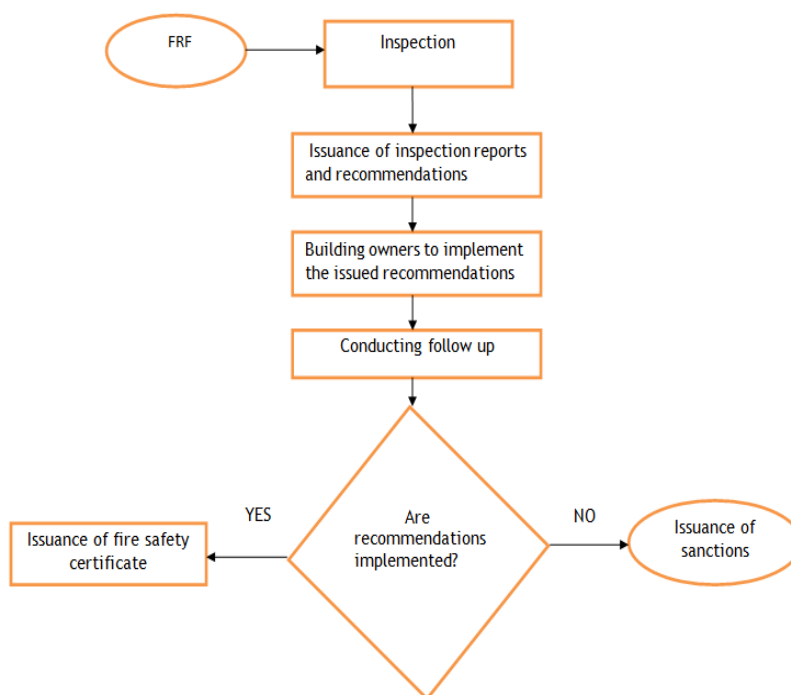
## **2.4 System description for the enforcement of fire safety**

The system for the enforcement of fire safety in public buildings is summarized in **Figure 2.2**.

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<sup>10</sup> ISO 9001: Quality management principles; Chapter 7; Relationship management

**Figure 2.2: System descriptions for enforcement of fire safety in buildings**



## 2.5 Geographical spread of Fire and Rescue Force stations in the country

The Fire and Rescue Force while striving to establish its offices all over the country, priority has been put in towns mainly in administrative centres of the regions and in some few districts administrative centres. This is because these areas have higher risk of fire outbreaks than the rest due to population, number of buildings and level of activities (including investments) as shown in **Table 2.1**.

**Table 2.1: Geographical spread of Fire Stations and number of staff in the regions**

Region	No. of fire stations	Distance from one station to another (in Km)		Area of the Region (in Sq. Km)	Number of staff
		Min	Max		
Arusha	5	10	140	37,576	109
Dar es salaam	4	6	157	1,591	391
Dodoma	3	2	164	2,576	72
Geita	1	N/A	N/A	20,054	37
Iringa	2	80	N/A	35,743	77
Kagera	3	2	100	25,265	54
Katavi	1	N/A	N/A	45,843	35
Kigoma	1	N/A	N/A	37,040	44
Kilimanjaro	4	60	140	13,250	82
Lindi	4	30	110	66,040	53
Manyara	1	N/A	N/A	44,522	54
Mara	1	N/A	N/A	21,760	44
Mbeya	3	50	115	62,420	72
Morogoro	1	N/A	N/A	70,624	86
Mtwara	4	84	160	16,710	59
Mwanza	3	15	180	9,467	128
Njombe	1	N/A	N/A	21,347	39
Pwani	3	70	150	32,547	97
Rukwa	1	N/A	N/A	22,792	38
Ruvuma	3	120	180	63,669	61
Shinyanga	3	80	120	18,901	71
Simiyu	1	N/A	N/A	25,212	35
Singida	1	N/A	N/A	49,340	40
Songwe	2	20	N/A	22,811	17
Tabora	3	10	120	76,150	74
Tanga	4	40	180	26,677	89

**Source: Data collected from the Fire and Rescue Force (2016)**

The **Table 2.1** shows the number of fire stations, minimum and maximum distance from one fire station to another (in kilometers), area of the region (square kilometers) and number of fire staff for each region. This is to show the capacity of the Fire and Rescue Force to respond to fire incidences, the area which Fire and Rescue Force staff are required to cover during the enforcement of fire safety and the number of staff available to cover the respective area.

## 2.6 Funding of the Fire and Rescue Force Activities

Fire and Rescue Force receives its financing from the Government of Tanzania through the Ministry of Home Affairs as indicated in **Table 2:2**.

**Table 2:2 Allocation of budget for Financing of Fire and Rescue Force**

Financial Year	Approved Budget for Fire and Rescue Force Activities (Million TZS)	Amount Disbursed (Million TZS)	Percentage of Disbursed Fund
2015/16	36,023	30,659	85.11
2014/15	30,838	23,184	75.18
2013/14	25,565	17,699	69.23
2012/13	12,842	12,810	99.75
2011/12	3,767	3,757	99.73

Source: Fire and Rescue Force Medium Term Expenditure Framework (2011/12 - 2015/16)

**Table 2.2** show the allocation of budget for financing of Fire and Rescue Force activities from financial year 2011/12 to 2015/16. The percentage of fund disbursed to Fire and Rescue Force has been fluctuating. However, the actual amount of fund received in the 2015/16 financial from 75.11 percent to 85.11 percent. Nevertheless, the 2013/14 financial year had the lowest percentage of disbursed fund for the five financial years.

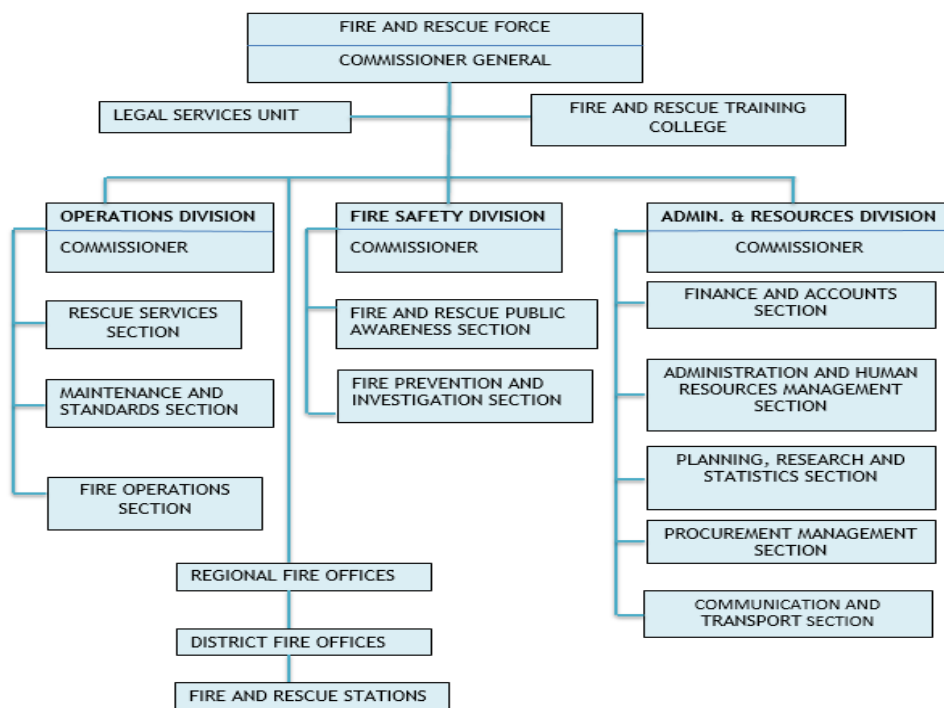
## 2.7 Organization structure of the Fire and Rescue Force

The Fire and Rescue Force staffing is based on three main activities which are: officials responsible for enhancing public awareness on fire safety, officials responsible for inspection of public buildings and others are standby for responding to emergency calls such as fire outbreaks, rescue and evacuation services.

There are supporting staff to the main activities in the legal services unit, fire and rescue training college and the administration as well as resources department as illustrated in **figure 2.3** below.



**Figure 2.3: The organization structure of the Fire and Rescue Force**



## 2.8 Roles of key-players in dealing with fire matters

There are four key players in dealing with fire matters in Tanzania. These are; the Ministry of Home Affairs, the Fire and Rescue Force, Prime Minister's Office- Disaster Management Agency as well as Local Government Authorities.

### i) The Ministry of Home Affairs

The Ministry of Home Affairs (MoHA) is the Parent Government Ministry which among other things has the responsibility of dealing with fire matters in the Country. The Ministry ensures that the country has peace and harmony; therefore it is responsible for dealing with any matter that disturbs peace and harmony including fire. The Tanzania Police Force, Prisons Service, Immigration Service, Fire and Rescue Force, refugees' service, and community service are departments of the Ministry, all aiming at maintaining peace and harmony in the Country.

The Ministry is deriving its mandate from the Fire and Rescue Act No. 14 of 2007 to deal with fire matters by controlling and managing the department of Fire and Rescue Force which is responsible for fire and rescue services.

## **ii) The Fire and Rescue Force**

The Fire and Rescue Force derives its mandate from Section 5 of the Fire and Rescue Act No. 14 of 2007. According to the Act, the general duties of the Fire and rescue Force are to prevent and minimize death rates, injury to the people and damage to properties arising from fire, floods, earthquakes, road traffic accidents and other disasters.

Similarly, the Fire and Rescue Force has a responsibility to conduct inspections on fire safety, creating awareness, review and approve building drawings regarding fire safety, issue sanctions to defaulters of fire safety requirements and firefighting.

## **iii) Prime Minister's Office - Disaster Management Agency**

The Prime Ministers' Office - Disaster Management Agency was established under Section 4 of the Disaster Management Act No. 7 of 2015 .The Agency has its branches of Disaster Management Committees in Regions, Districts, Wards and Villages.

Section 5 of the Disaster Management Act No. 7 of 2015 mandates the Agency to be the national focal point for the coordination of disaster risk reduction and management.

Nevertheless, the Disaster Management Agency is responsible for the formulation of policies and plans on all activities related to disaster management in country. Equally, the Agency acts as a central planning, coordinating and monitoring institution for the prevention, mitigation, preparedness, response and post-disaster recovery, taking into account all potential disaster risks.

Moreover, the Disaster Management Agency coordinates and monitors inter-ministerial, multi-sectoral entities and technical committees responsible for disaster management at all levels, and provide education, knowledge and use of information technology in disaster management for public awareness.

However, at the time of this audit the Disaster Management Agency was not yet operational. Hence, the Agency's responsibilities were being performed by Disaster Management Department which was established in 1990 under section 7 of the Disaster Relief Coordination Act No. 9 of 1990.

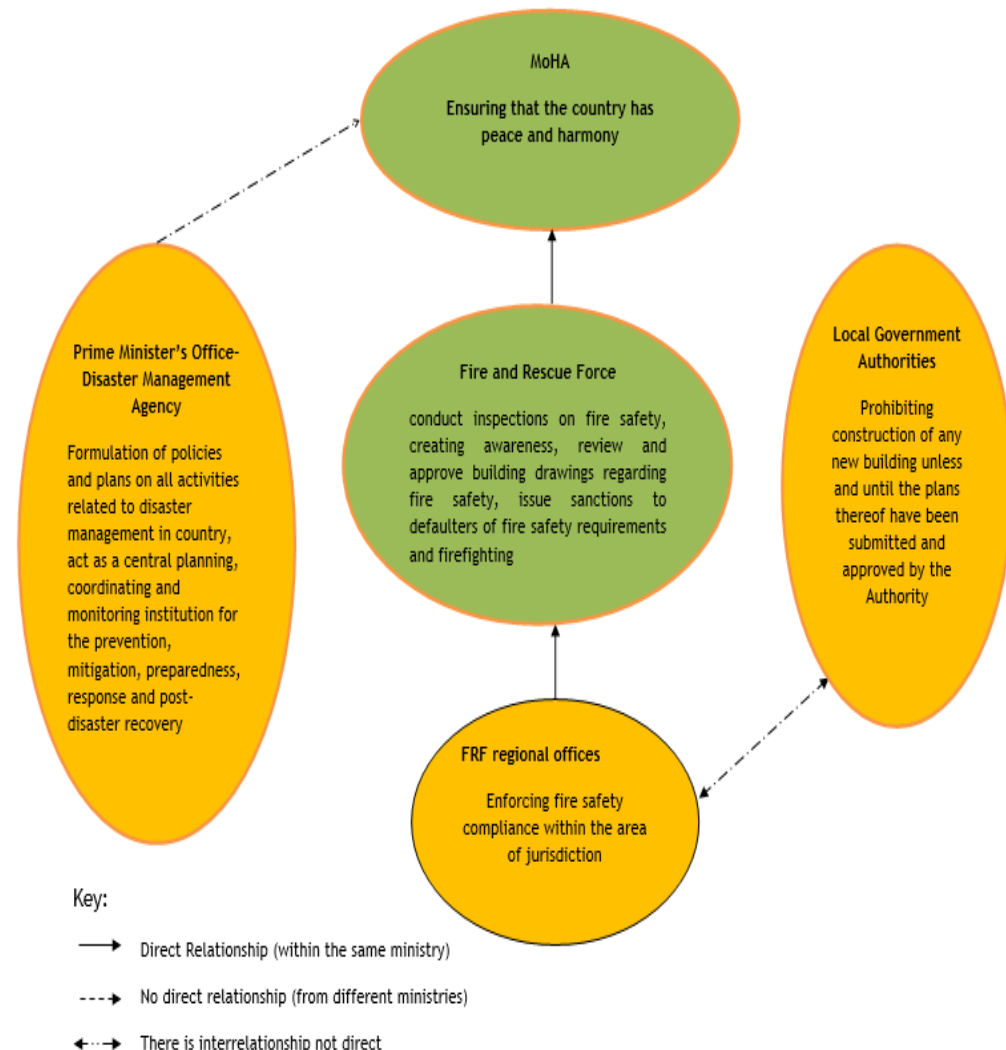
## **iv) Local Government Authorities**

Local Government Authorities as per the Local Government Urban Authorities Act No. 7 of 1982, Section 118(4), First Schedule 15, are responsible for prohibiting the construction of any new building unless and

until the plans thereof have been submitted to and approved by the authority. The Local Government Authorities are required to approve building permits for the public buildings after satisfying themselves that architectural drawings meet fire safety requirements.

## 2.9 Relationship among key players and stakeholders in fire safety

The key players as mentioned above have various roles and responsibilities which provide a relationship in the enforcement of fire safety in the use of public buildings as shown in **Figure 2.4**.



**Figure 2.4:** System of relationship among key stakeholders on enforcement of fire safety in public buildings

## **CHAPTER THREE**

### **AUDIT FINDINGS**

#### **3.1 Introduction**

This chapter presents audit findings which provide answers to the audit questions identified in chapter one of this report. The findings cover inspections on the public buildings on fire safety, monitoring of the fire brigades in their performance of enforcement activities, process of approving building drawings, follow up on the implementation of inspection recommendations and issuance of sanctions to defaulters of fire safety requirements.

#### **3.2 Inadequate inspections of fire safety in public buildings**

The audit team found that Fire and Rescue Force did not adequately conduct inspections on the public buildings on fire safety equipment. This is due to weaknesses observed on the planning for inspections, conducting of inspection, allocation of resources, focus of inspections, the quality of inspections conducted and reporting of inspection findings and recommendations.

This caused Fire and Rescue Force not to detect non-compliance on fire safety requirements by building owners. The following sub-sections explain in details on the audit findings regarding inspections of fire safety equipment in public buildings:

##### **3.2.1 Inadequate inspections of fire safety in public buildings and weaknesses not addressed**

The Fire and Rescue Force is required to conduct inspections for purposes of compliance with safety requirements within the area of jurisdiction<sup>11</sup>. Also, it is required to conduct fire tests on protection facilities, equipment and materials<sup>12</sup>. Similarly, the Fire and Rescue Force is required to conduct inspection and issue fire safety certificate on yearly basis to the owners and/or users of public buildings<sup>13</sup>

During site visits, it was found out that, the fire inspections in public buildings were inadequate due to the following:

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<sup>11</sup> Fire and Rescue Act, Section 15(2)(b)

<sup>12</sup> Fire and Rescue Act No. 14 of 2007, Section 5(2)(g)

<sup>13</sup> Fire and Rescue Force (Safety Inspections and Certificate) Regulations, 2008, Regulation 12

*i) Public buildings were not inspected for more than a year*

The audit team found that, there were buildings which were not inspected for more than a year and others were given certificate of compliance with fire safety requirements without complying with fire safety requirements. The visited buildings which were not inspected for more than a year included; Mzumbe University - Mbeya Campus, Mbeya City Council and Dodoma Municipal Council.

*ii) Weaknesses observed in previous inspections were not addressed in the inspected buildings*

Through the physical observation done by the team of auditors in the inspected public buildings, it was noted that most of the weaknesses observed in previous inspections were not addressed during inspections regarding fire safety as detailed in **Table 3.1** below.

**Table 3.1: Observed weaknesses in inspected buildings**

Weaknesses	No. of sampled buildings inspected by Fire and Rescue Force	Number of buildings observed to have weaknesses	Percentage of buildings with weaknesses
Defective/expired fire extinguishers	20	11	55
Availability of smoke detectors	20	11	55
Obstructed escape routes	14	1	7
Availability of Fire hose reel	11	7	64

Source: Analysis of the physical observation from visited regions, 2017

From **Table 3.1**, it is shown that, out of 20 inspected public buildings, 11 (55 Percent) buildings were found to have expired fire extinguishers and lacking smoke detectors. Out of 14 inspected buildings, 1 (7 percent) had obstructed escaping routes and 7 out of 11 buildings (64 percent) were lacking fire-hose reel. These conditions were mainly attributed by lack of due care by the fire and rescue force officials while conducting inspections.

Hence, owners of public buildings could not improve their status of compliance with fire safety as the weaknesses were not addressed during inspection. This situation posed a great risk of loss of properties and lives in case of fire outbreak. The impacts of fire outbreak in the visited regions for the years under review were as elaborated in **Table 3.2**.

**Table 3.2: Impacts of fire outbreaks in the visited regions for the years 2011/12 to 2015/16**

Region	No. of deaths	No. of people injured
Arusha	0	2
Mwanza	2	12
Mbeya	1	25
Dar es salaam	40	38
Dodoma	1	3

**Source: Data collected from Fire and Rescue Force, 2017**

**Table 3.2** shows the impacts of fire outbreaks in public buildings in the visited regions, whereby it was revealed that, impacts were critical in Dar es Salaam region whereby 40 persons died and 38 injured due to fire outbreaks. The high number of death in Dar es salaam is higher than those happened in other regions because: (i) Dar es salaam had a higher number of fire incidences (i.e. 404 fire incidences which is four times higher than other regions); and (ii) the severity of fire incidences happened in Dar es salaam was much higher and were fatal.

### **3.2.2 Lack of plans for inspection of public buildings on fire safety**

The Fire and Rescue Force is required to prepare fire prevention plans based on disaster prevention plans<sup>14</sup>. This includes having plans for inspection of public buildings on fire safety. Inspection plans are necessary for providing guidance for and timing of inspection. Also, inspection plans facilitate coordination of activities in a way that it reduces duplication of efforts and enhance best utilization of resources as activities will be directed toward achieving common goals.

The review of reports on daily activities of the inspection department within Fire and Rescue Force revealed that there were no plans developed by Fire and Rescue Force for inspection of public buildings.

Moreover, interviews with the officials in all the visited five Fire Regional Offices revealed that Fire and Rescue Force did not develop inspection plans instead, they decide for areas to go for inspections on a daily basis depending on the discretion of the marshals.

This is because the Fire and Rescue Force did not make thorough efforts to prepare inspection plans. Thus, the Fire and Rescue Force lacked targets, milestones and guidelines to accomplish its mission on conducting inspections on fire safety in public buildings.

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<sup>14</sup> Fire and Rescue Act No. 14 of 2007, Section 5(2)(m)

### 3.2.3 Inadequate allocation of resources (financial and personnel)

The Fire and Rescue Force is required to secure the provision of the personnel, services and equipment necessary to meet all normal requirements<sup>15</sup>.

During interviews with officials in the visited Fire and Rescue Force regions, it was revealed that, there was inadequate allocation of resources for inspections and monitoring of fire brigades. Equally, the review of the Medium-Term Expenditure Framework of the Fire and Rescue Force revealed that, there was inadequate allocation of resources as explained below.

#### *i) Inadequate allocation of financial resources for inspection of buildings and monitoring of fire brigades*

The audit team found that there was inadequate allocation of financial resources for inspection of building and monitoring of fire brigades. **Table 3.3** shows the allocation of fund for inspection and motoring of fire brigades for four financial years from 2012/13 to 2015/16. The information regarding financial year 2011/12 was not availed to the audit team for analysis. The reason given by the FRF for not providing the audit team with the financial records was that the force did not have those records since they started to keep records in the financial year 2016/17.

**Table 3:3 Funds allocated for inspection of building and monitoring of fire brigades**

Financial year	Budget allocation (Million TZS)	Amount disbursed (Million TZS)	Percentage of disbursed fund
2015/16	1,617	1,215	75
2014/15	2,660	1,139	43
2013/14	2,826	912	32
2012/13	861	821	95
2011/12	-	-	-

Source: Medium Term Expenditure Framework of Fire and Rescue Force  
(2011/12 - 2015/16)

From **Table 3.3**, it is shown that, Fire and Rescue Force did not receive all the budgeted funds from the Government. The situation was worse in the financial year 2013/14 where only 32 percent of the budgeted amount for inspection of buildings and monitoring of fire brigades was disbursed.

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<sup>15</sup> Fire and Rescue Act No. 14 of 2007, Section 7(2)(a)

## **ii) Inequitable allocation of staff**

The audit team found that, there was no equitable allocation of personnel to the Fire and Rescue Force department to conduct fire inspections to all public buildings in their area of jurisdiction within specified period of one year. This is as elaborated in **Table 3.4**.

**Table 3.4: Allocations of staff for inspection in comparison to number of fire incidences in five regions**

Regions	Number of fire incidences	Number of Fire officials for inspections	Ratio of fire incidence to No. of staff
Dar es Salaam	404	140	3
Dodoma	63	10	7
Mwanza	135	12	12
Arusha	126	12	11
Mbeya	69	10	7

**Source: Data collected from Fire and Rescue Force (For financial years (2013/14 to 2015/16))**

From **Table 3.4**, it is clearly indicated that there was limited allocation of personnel for conducting inspections despite high number of fire incidences in the regions. The regions with more fire incidences have a higher risk of fire outbreak hence, it is obvious that more fire safety inspections should be conducted to identify and address noncompliance to fire safety so as to minimize the risk.

Consequently, inadequate allocation of financial resources and inequitable allocation of personnel led to inadequate inspections of public buildings and monitoring of fire brigades.

### **3.2.4 Inspections does not focus on the risk areas**

The Force has a responsibility to conduct inspections for purposes of compliance with safety requirements within the area of jurisdiction<sup>16</sup>.

Also, the Force should ensure that, every building which has a storey, the floor of which is more than twelve meters above the level of the street or a building of two thousand square meters in gross floor area shall be provided in every such storey to be provided with adequate free and unobstructed means of escape, fire alarm and detection system<sup>17</sup>.

During interviews with Fire and Rescue Force (FRF) officials indicated that, it was revealed that the focus of inspections was based on population occupied in that building, risk of occurrence of fire, usage of premises and

<sup>16</sup> Fire and Rescue Act No. 14 of 2007, Section 15(3)(b) and 22(2)

<sup>17</sup> Fire and Rescue Act No. 14 of 2007, Section 22(1)(a),(b)



nature of materials stored in that premise. However, during physical verifications the team noted that, there were premises which were falling within these categories and were not inspected such as Mzumbe University-Mbeya campus.

It was revealed that, the reason for not being inspected was that; the focus was on the areas where Fire and Rescue Force was assured of collecting inspection fees. Consequently, areas which were considered to be reluctant in paying inspection fees were not given priority even if the buildings had higher risk regarding fire safety.

### 3.2.5 Questionable quality of inspection conducted

The Fire and Rescue Force is required to manage processes and their interrelations as a system to achieve the organization's quality objectives effectively and efficiently<sup>18</sup>. This implies that for the quality of inspection conducted to be assured, the force should ensure that, all key issues are to be well addressed during inspection.

It was revealed during interviews with Fire and Rescue Force officials from headquarters and five regional offices that, the quality of inspection conducted was assured and the key issues relating to fire safety were well addressed by the Fire and Rescue Force. The main factors considered for a good quality inspection include; the inspection must cover the whole premise, identify all weaknesses and provide recommendations accordingly.

However, the site visits of the inspected areas and the review of their respective inspection reports were found to have weaknesses as elaborated in Table 3.5.

**Table 3.5: Weaknesses in the inspected buildings which were not addressed in inspection reports**

Regional fire offices	Number of Inspection reports reviewed	Number of Inspection report with weaknesses	Weakness observed during site visit which were not addressed in the report
Arusha	5	3	<ul style="list-style-type: none"> <li>• Fire extinguishers not installed,</li> <li>• Hose reel incompletely installed (only one storey out of three storey)</li> <li>• Exit Doors were opening inwards instead of outwards</li> <li>• Smoke detectors not</li> </ul>

<sup>18</sup> ISO 9001: Quality management principles; Chapter 4; Process Approach ISO 9001: Quality management principles; Chapter 4; Process Approach

Regional fire offices	Number of Inspection reports reviewed	Number of Inspection report with weaknesses	Weakness observed during site visit which were not addressed in the report
			installed
Mwanza	4	2	<ul style="list-style-type: none"> <li>• Fire extinguishers not installed in areas around the generator</li> <li>• Bared electrical wires (circuits)</li> </ul>
Mbeya	5	1	<ul style="list-style-type: none"> <li>• Smoke detector not installed</li> <li>• Exit doors not opening outwards</li> </ul>
Dodoma	6	2	<ul style="list-style-type: none"> <li>• Smoke detector not installed</li> <li>• Hostel door opening inward</li> </ul>

Source: Auditors' analysis, 2017

From **Table 3.5** it was found that out of 21 visited buildings, 8 were found to have weaknesses which were not addressed in the inspection reports. Some of those weaknesses included un-serviced fire extinguishers, partially (incomplete) installed fire hose reel; smoke detectors not installed and obstructed escape routes.

These weaknesses were not identified because the Fire and Rescue Force did not have a detailed inspection checklist or guideline which covered all fire safety requirements for each type of building. Fire and Rescue Force used a structure form as an inspection checklist which was not detailed enough to address all safety requirements. Consequently, key issues which increase vulnerability of the buildings were not well addressed.

### 3.2.6 Delays in reporting inspection recommendations

Fire and Rescue Force as an organization is required to measure performance and provide performance feedback to interested parties, as appropriate, to enhance improvement initiatives<sup>19</sup>. This being the case it is required that, once it has conducted inspection to ensure timely reporting of the inspection results and recommendations to the institutions that were inspected for taking corrective measures to ensure improvement.

It was revealed during interviews with Fire and Rescue Force officials that, the force ensured timely reporting of inspection results and recommendations between three to seven days after inspection to owner of

<sup>19</sup> ISO 9001: Quality management principles; Chapter 7; Relationship management

public building. However, the review of the inspection reports indicated contrary situation as shown in Table 3.6.

**Table 3:6 Untimely reporting of inspection results**

Region	Place of inspection	Required time		Actual time		Delays
		Date of inspection	Date of reporting	Date of inspection	Date of reporting	
Mwanza	St. Augustine University	06-11-2013	13-11-2013	06-11-2013	08-11-2013	No
	Mwanza City Council	15-05-2014	22-05-2014	15-05-2014	15-05-2014	No
	Buzuruga Health Centre	26-02-2015	05-03-2015	26-02-2015	23-06-2015	Yes
	Bwiru Girls Secondary.	29-09-2016	06-10-2016	29-09-2016	03-10-2016	No
Arusha	East Africa Hotel	26-01-2015	02-02-2015	26-01-2015	06-02-2015	Yes
	Seliani Lutheran Hospital	23-03-2015	30-03-2015	23-03-2015	24-03-2015	No
	St. Constantine International school	14-04-2016	21-04-2016	14-04-2016	09-05-2016	Yes
	Meru District Council	26-05-2016	02-06-2016	26-05-2016	16-06-2016	Yes
Dodoma	Rural Development Institute	06-06-2016	13-06-2016	06-06-2016	28-06-2016	Yes
	Capital college	16-09-2016	23-06-2016	16-09-2016	16-09-2016	Yes
	Mirembe Referral hosp.	11-03-2015	18-03-2015	11-03-2015	08-04-2015	Yes

**Source: Fire Inspection reports (2013/14 - 2015/16)**

**Table 3.6** shows that, seven out of eleven sampled inspection reports were issued after the expiry of a period of seven days. Delays were commonly found during the reporting of inspection recommendations. The audit team could not ascertain other areas of planning and conducting as the Force did not have a plan for conducting inspections.

Moreover, the Force did not give enough priority on reporting and did not make enough efforts to ensure that inspection reports reached owners and/or users of the public buildings on time.

The audit team noted that the Fire and Rescue Force failure to report timely make owners of public buildings fail to work on the issued recommendations on time. Thus, the public buildings stayed for so long without being safe, the situation which jeopardized the life of people and properties in case of fire outbreaks

### 3.2.7 Improper communication of the results of inspections

Fire and Rescue Force is required to measure performance and provide performance feedback to interested parties, as appropriate, to enhance improvement initiatives<sup>20</sup>. It was revealed during interviews with Fire and Rescue Force officials that, the Force properly communicates the results of inspection to owners of the public buildings.

However, the review of inspection reports revealed that, the Force did not properly communicate the results of inspection to owners of the public buildings. The reports did not include weaknesses identified during inspections and the recommendations issued did not clearly indicate specifications<sup>21</sup> of the equipment to be installed, number of equipment to be installed and places to be fixed. For example, recommendation like “install firefighting equipment” without stating the details (specifications) of the equipment<sup>22</sup>.

This created hard time for the owners of public buildings when implementing the issued recommendations hence delaying the process of complying with fire safety requirements. Table 3.7 shows weaknesses observed in the visited regions which impaired the communication of results of inspection.

**Table 3:7 Weaknesses observed in the visited regions**

Region	Arusha	Mwanza	Mbeya	Dodoma
Weakness				
Stating specification for equipment to be installed.	✓	✓	×	✓
Stating a place to fix equipment	✓	✓	×	×
Stating number of equipment to be installed	✓	✓	×	✓
Key: ✓ Well communicated × Not well communicated				

**Source: Fire Inspection reports (2013/14 - 2015/16)**

<sup>20</sup> ISO 9001: Quality management principles; Chapter 7; Relationship management

<sup>21</sup> A detailed description of type, size and nature of equipment to be installed

<sup>22</sup> Inspection report for Dar es Salaam City College- Mbeya, dated 9<sup>th</sup> August, 2015

**Table 3.7** shows that, out of the four visited regional fire offices, two region fire offices have the stated weaknesses. This is because there was no thorough reviewing of inspection reports before they were sent to the owners of public buildings. This implies that, even if inspection is done and recommendations are issued yet the building owners cannot install the appropriate equipment for firefighting in case of fire incidence.

### **3.3 Inadequate monitoring of Fire brigades**

The audit team found that the Force did not adequately monitor the Regional Fire and Rescue Force brigades in their performance of enforcement of fire safety activities.

This is because the Force did not have monitoring plan and performance review and appraisal system which could be used to monitor the performance of responsibilities assigned to regional fire and rescue force brigades. Furthermore, the force had not taken adequate efforts to monitor the performance of enforcement activities.

### **3.4 Lack of monitoring plan for assessing Fire brigades activities**

The Fire and Rescue Force is required to supervise, instruct and monitor all fire and rescue service activities of all fire brigades<sup>23</sup>. This involves having monitoring plan in place for assessing the performance of fire brigades on enforcement activities for fire safety in the use of public buildings.

It was revealed during interviews with the Fire and Rescue Force officials that, the monitoring plan was not in place. Instead, regional fire offices were being monitored by reporting their daily operational activities to headquarters and occasions that officers from headquarters paid them visit.

This way of monitoring was not effective as it did not provide a room to evaluate each individual basing on expected deliverables which would have been stated in their plan.

This is because the Force did not make thorough efforts to prepare monitoring plans. Failure to have monitoring plan caused the Force to insufficiently manage the fire brigades on enforcement activities.

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<sup>23</sup> Fire and Rescue Act No. 14 of 2007, Section 5(3)(d) Fire and Rescue Act No. 14 of 2007, Section 5(3)(d)

### **3.4.1 Un-suitable criteria used to assess performance of fire brigades**

The performance of heads of fire brigades will be measured with regards to successfully implementation of the responsibilities<sup>24</sup>.

It was revealed during interviews with Fire and Rescue Force officials that, criteria which were used to assess the performance of fire brigades on the enforcement of fire safety were mainly number of inspected areas, number of approved building drawings, number of fire certificates issued and awareness trainings conducted. Thus, the performance was measured by comparing the achievement of the current period (month, quarter, semiannual or a year) with the achievement of the same period in the previous year.

Moreover, the force did not established standard number of inspections per day/month per staff or number of awareness trainings to be conducted per brigade per day/month which could be used as a basis of assessing their performance.

Likewise, review of regional fire offices progress reports revealed that, what was mainly reported by the officers was the number of inspections conducted and fee collected from the inspections and the stated challenges in the reports. The challenges were; owners of public buildings refusing to pay inspection fee, as well as a challenge on non-implementation of recommendations, which was dominant in the visited regions.

This is because; the focus of Fire and Rescue Force inspections was on the collection of inspection fee. This resulted into delays and non-implementation of the issued inspection recommendations. Similarly, the Force lacked suitable criterion to assess the performance of fire brigades as the previous year's performance could not be a good criterion to assess the performance at the time of this report

### **3.4.2 Untimely and inadequate monitoring of fire brigades in enforcement of fire safety**

The Fire and Rescue Force is required to supervise, instruct and monitor all fire and rescue service activities of all fire brigades<sup>25</sup>.

It was revealed during interviews with Fire and Rescue Force Head Office officials that, the monitoring of regional offices was not adequately conducted. Officials from visited regional fire offices indicated that monitoring of fire brigades was done occasionally by officers from

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<sup>24</sup>Fire and Rescue Act No. 14 of 2007, Section 15(3)(a-k)

<sup>25</sup> Fire and Rescue Act No. 14 of 2007, Section 5(3)(d)

headquarters when they had other activities to attend in the respective regions.

This is because there was no monitoring plan which could be used to provide guidance on the mechanism of monitoring and how frequent the fire brigades were to be monitored for each region. Consequently, a performance of Fire and Rescue Force regional brigades was not adequately evaluated.

### **3.5 Approval of building drawings without consulting Fire and Rescue Force**

The Audit team found that Local Government Authorities did not consult Fire and Rescue Force regarding fire safety requirements in the building drawings before issuing approval for construction.

Likewise, the Fire and Rescue Force did not take actions to prohibit construction of buildings which took place without approval of Local Government Authorities regarding fire safety requirements. This situation is as explained below:

#### **3.5.1 Fire safety designs were not reviewed by Fire and Rescue Force**

According to Fire and Rescue Force (Fire Precautions in Buildings) of 2015, Regulation 248 states that, 'where is proposed to erect a building, or to make any extension of or structural alteration to a building and, in connection with the proposals, plans are, in accordance with building regulations, deposited with a Local Authority, the Local Authority must consult the Fire Authority before passing those plans'.

It was revealed during interviews with Fire and Rescue Force officials in five visited regions that, Fire and Rescue Force did not receive building drawings for review and approval regarding fire safety requirements from Local Government Authorities. The audit team also interviewed engineers from the Local Government Authorities in the visited regions and confirmed that building drawings normally got approved without consulting Fire and Rescue Force.

This is because approval fee charged by Fire and Rescue Force was higher than the one charged by Local Government Authorities. For example, LGAs charge a maximum of TZS 360,000<sup>26</sup> for the approval of a building drawing which covered an area of between 371.6m<sup>2</sup> to 464.5m<sup>2</sup> in a central area. However, the Fire and Rescue Force charged a minimum of TZS 500,000 depending on the design of the building and fire safety requirements for a building drawing which fall in the same category.

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<sup>26</sup> As per Kinondoni Municipal Council scale of charges

Consequently, due to laxity of Local Government Authorities to ensure that FRF reviewed building drawings before building permit was granted, citizens use it as a loop hole of proceeding with construction without considering fire safety requirements.

### **3.5.2 No actions taken to owners of buildings constructed without approval from Fire and Rescue Force**

The Fire and Rescue Force (Fire Precautions in Buildings) regulations of 2015, regulation 248 requires a Local Government Authority to consult the Force before passing the building drawings, proposals and plans. Those proposal and plan must comprise of all fire safety requirement<sup>27</sup>. Moreover, Regulation 249 requires everyone to comply with the provision of this regulation, a failure of which will lead to a fine not exceeding three million shillings or imprisonment for the time not exceeding one year or both<sup>28</sup>.

It was revealed during interviews with Fire and Rescue Force officials that, the Force neither prohibited nor took any actions against all builders of the public buildings who constructed buildings without approval regarding fire safety design.

This is because the Fire and Rescue did not have a direct mandate to take action for constructions that were going on without considering fire safety requirement as it must go through court procedures to make prohibition. This court procedure took time to come into conclusion whilst the construction was going on. However, the review of cases filed in court indicated that there was no case that was filed by the Fire and Rescue Force to prohibit construction which were taking place without their approval and failed because of the said long procedures.

This implies that failures by the Fire and Rescue Force to prohibit or take actions against all builders who construct buildings without approval regarding fire safety design will lead to have buildings which are not safe in case of fire.

### **3.6 Inadequate follow up on the implementation of inspection recommendations**

The Fire and Rescue Force did not adequately conduct follow up on the implementation status of the issued inspection recommendations. This is caused by inadequate number of officials to conduct follow up. This results to ineffectiveness in implementation of recommendations by building owners which exposes properties and lives to danger in case of fire outbreaks.

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<sup>27</sup>Fire and Rescue Force (Fire precautions in Buildings) regulations of 2015, regulation 248(1) to (4)

<sup>28</sup> Fire and Rescue Force (Fire precautions in Buildings) regulations of 2015, regulation 249 Fire and Rescue Force (Fire precautions in Buildings) regulations of 2015, regulation 249



### 3.6.1 Inadequate periodical and timely follow-ups to determine implementation of issued recommendations

The Fire and Rescue Force provides timeline to the owners and/or users of public building within which they must implement recommendations issued in the inspection reports<sup>29</sup>. The inspection reports also state that after the lapse of the provided timeline, Fire and Rescue Force officials will conduct follow-up to see whether the recommendations have been implemented.

It was revealed during interviews with Fire and Rescue Force officials that, the Force did not adequately conduct periodical and timely follow-ups to assess implementation status of issued recommendations. **Table 3.8** indicates the status of follow ups conducted by the Fire and Rescue Force.

**Table 3.8: Status of follow ups conducted by the Fire and Rescue Force**

Region	Place of inspection	Date of inspection	Timeline for implementation	Remarks
Dodoma	University of Dodoma	20/02/2015	Within three months	Delayed follow up on 19/07/2015
	LAPF	21/11/2015	Not specified	No recommendation was issued
	Rural Development Institute	Not stated	Not specified	No recommendation was issued
Arusha	Selian Lutheran Hospital	23/03/2016	Within 14 days	No follow up
	St. Constantine International School	14/04/2016	Within 30 days	No follow up
	MERU District Executive Director	26/05/2016	Within 90 days	No follow up
	East Africa Hotel	26/01/2016	Within 14 days	No follow up
Mwanza	A to Z industries at Kisongo area	30/08/2016	Within 42 days	No follow up
	Dabuya Hotel	Not stated	No follow up details	No follow up
	Buzuruga Health Centre	26/02/2015	Within 168 days	No follow up
	Bwiru Girls Secondary Schools	26/09/2016	Within 30 days	No follow up
	Mwanza City Council	15/05/2014	Within 21 days	No follow up
MbeyaMbeya	Mtenda Sunset Hotel	Not stated	Not specified	No follow up
	Mbeya Moravian Teachers College	Not stated	Not specified	No follow up
	Loleza Girls High School	14/09/2016	Not specified	No follow up

<sup>29</sup> Fire and Rescue Force inspection reports

**Table 3.8** shows timeline for implementation of issued inspection recommendations by the Fire and Rescue Force in the visited Regional Fire Offices. It is shown that out of fifteen visited buildings; follow up was conducted to only one building, two months after the lapse of timeline provided in the inspection report. There was no follow up conducted for the rest of the buildings up to the time of the audit.

This is because the Fire and Rescue Force focuses on the areas which have not been inspected in the respective year so as to collect the inspection fee instead of conducting follow up on the previously issued recommendations which has no fee.

Another reason for inadequate follow-ups was lack of transport. This was confirmed by auditors during the audit that in all the visited regions there were no transport for inspections and follow-up. Some of officers for example in Arusha use their private cars as transport for inspection.

Inadequate conducting of follow up may lead to owners of public buildings to be reluctant in complying with fire safety requirements, a situation which poses a great risk of fire and inability to fight in case of outbreak.

### **3.6.2 Inadequate mechanisms for following-up the implementation status of previous recommendations**

The Fire and Rescue Force has two mechanisms of following up the implementation status of issued recommendations. This includes Fire and Rescue Force being notified by the owners of public buildings to go for re-inspection after they have implemented the recommendations and another mechanism is conducting follow-up after the lapse of implementation timeline provided in the inspection reports<sup>30</sup>.

These mechanisms are important to provide a timeline about when to go for follow up. Site visits conducted by auditors together with officials from the fire and rescue force in the previously inspected public buildings revealed that, the set mechanism for following up were inadequate as summarized in the **Table 3.9**.

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<sup>30</sup> Fire and Rescue Force inspection reports

**Table 3.9: Status of availability of follow up mechanism in the visited regions**

Region	Available mechanism for follow up	Status of implementation
Arusha	Follow up is done after the lapse of specified timeline	Not implemented
Dar es salaam	Follow up is done after the lapse of specified timeline	Not implemented
Dodoma	Owners to notify Fire and Rescue Force after implementation	Inadequate follow-up
Mbeya	No mechanism	Not implemented
Mwanza	Follow up is done after the lapse of specified timeline	Not implemented

Source: Data collected from visited regional fire offices, 2017

Table 3.9 indicates that out of five (5) visited regions, one (1) region has no clear mechanism for following-up the implementation status of issued recommendations. The other four regions have mechanisms for following-up but only one region is implementing the stated mechanism.

This mechanism was not effective because not all owners of buildings notified the Force after the implementation. The other three regions did not adhere to the stated mechanism of following up the status of implementation of issued inspection recommendations.

This is because the Fire and Rescue Force did not make enough efforts to ensure that inspection recommendations issued to the owners and/or users of public buildings were implemented. Consequently, the Force was unable to ascertain the extent to which recommendations issued regarding fire safety had been implemented.

### **3.7 Non-issuance of sanctions to defaulters of fire safety requirements**

Fire and Rescue Force (Fire precautions in Buildings) Regulations of 2015, Regulation 249 states that, any person who fails to comply with the provisions of these Regulations commits an offence and upon conviction shall be liable for a fine not exceeding three million shillings or to imprisonment for the time not exceeding one year or both.

Moreover, Section 11 of the Fire and Rescue Act No. 14 of 2007 give mandate to the Commissioner-General of Fire to issue abatement notice if he is satisfied of the existence in any premises of any fire hazard.

The review of case files from the visited regional fire offices revealed that, the Fire and Rescue Force did not issue sanctions to defaulters of fire safety. It was noted that, the Force only took to the court owners of public buildings who delayed or refused to pay inspection fee with the intention of getting assistance from the court to force the owners pay the fees and once fees were paid, the Force withdrew the cases even if the owners had not complied with safety requirements.

For example, there was a case in Mwanza region where the case was withdrawn after the owner paying inspection fees and he was issued a certificate without complying with safety requirements.

This is because the Force focused on fee collections rather than enforcing owners of buildings to comply with safety requirements.

Consequently, failure to issue sanctions created environment to owners of the public buildings to default as no one would be afraid of not complying with fire safety requirements because no measures could be taken against them. Moreover, this led to sanctions to defaulters of fire safety not to be issued on time, a situation which caused public buildings stay for a long time without fire safety compliance.

### 3.8 Diagrammatical summary of findings

Figure 3.1 below represents the summary of findings

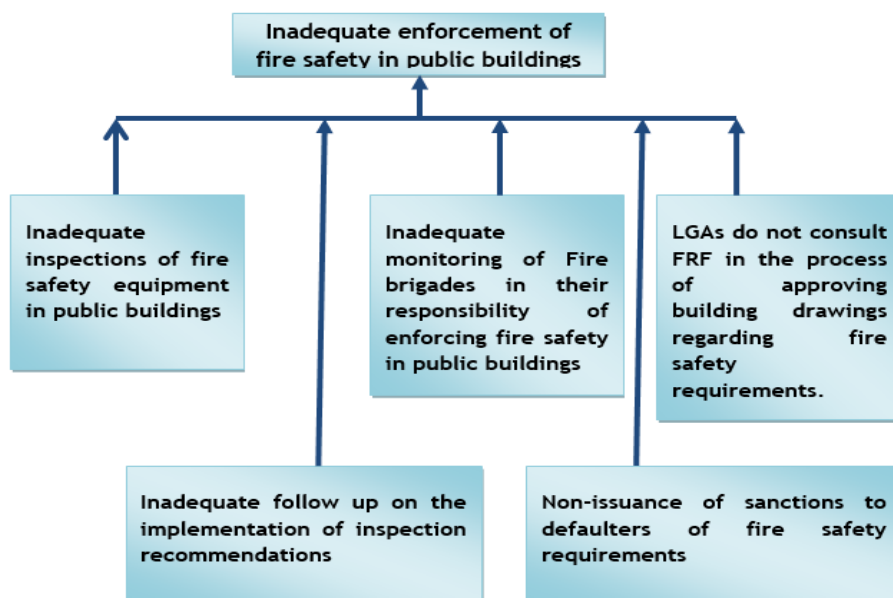


Figure 3.1: Diagrammatical Summary of findings

## **CHAPTER FOUR**

### **AUDIT CONCLUSIONS**

#### **4.1 Introduction**

This chapter provides the conclusion of the audit. It contains general conclusion and specific conclusions of the audit.

#### **4.2 General Conclusion**

Based on the facts presented in the findings chapter, auditors conclude that, Fire and Rescue Force (FRF) under the Ministry of Home Affairs has not adequately enforced fire safety in public buildings. This was due to inadequate funding from the government, lack of personnel, insufficient quality of fire inspections and monitoring as indicated in chapter three of this report.

#### **4.3 Specific conclusions**

##### **4.3.1 Inadequate inspection on public buildings on fire safety equipment**

The Fire and Rescue Force did not adequately conduct inspections on fire safety in the public buildings. Also, there were no adequate plans for inspection developed by Fire and Rescue Force.

Similarly, the focus of inspections and the quality of inspections conducted were not structured to address key issues of fire safety in the public buildings. For example, weaknesses such as obstructed exit routes, uninstalled fire sprinklers and un-serviced fire extinguishers were not highlighted in the inspection reports.

Moreover, inspection reports containing recommendations were not timely issued to the owners of public buildings for purpose of improvement. In addition, issued recommendations were not properly communicated to the owners of public buildings.

##### **4.3.2 Monitoring of fire brigades in enforcement of fire safety activities need to be improved**

Basing on the auditors' examination, the fire brigades were not adequately monitored in their performance of enforcement of fire safety activities. Also, there were no monitoring plans and performance appraisal mechanism to assess the performance of fire brigades.

Moreover, monitoring of fire brigades was not timely conducted to ensure real time and effective mechanism of enforcing fire safety requirements.

#### **4.3.3 Building drawings are approved without considering fire safety requirements**

The auditors' examination found that, the Fire and Rescue Force was not consulted by Local Government Authorities in the entire process of approving building drawings to ensure that all buildings which were being constructed meet fire safety standards.

Also, the Force did not take actions to those who start construction without consulting Fire and Rescue Force regarding fire safety.

#### **4.3.4 Follow-up mechanism on the implementation of inspection recommendations is weak**

The Fire and Rescue Force did not adequately conduct follow up on the implementation status of their issued recommendations in the buildings which were previously inspected to ascertain whether those recommendations had been fully implemented.

The follow-ups were not done by the Fire and Rescue Force in a periodical and timely manner to ensure that the issued recommendations are being implemented. The force also did not produce reports showing status of the implementation of recommendations issued.

#### **4.3.5 Sanctions to defaulters of fire safety requirements are not issued**

The auditors' examination revealed that, despite of the mandate vested by the Fire and Rescue Force Act No. 14 of 2007 and its regulations to Fire and Rescue Force regarding issuing sanctions to defaulters of fire safety requirements; the Fire and Rescue Force did not issue sanctions to owners of public buildings who did not comply with fire safety requirements.

## **CHAPTER FIVE**

### **AUDIT RECOMMENDATIONS**

#### **5.1 Introduction**

This chapter provides recommendations to the Fire and Rescue Force under the Ministry of Home Affairs on what should be done to improve enforcement of fire safety requirements in the use of public buildings.

The National Audit Office believes that, these recommendations need to be fully implemented for ensuring the enforcement of fire safety requirements in the use of public buildings in conformity to the principles of Economy, Efficiency and Effectiveness in the enforcement of fire safety in public buildings.

#### **5.2 Inspection of Public buildings on Fire safety equipment**

To conduct adequate inspection on public buildings on fire safety, Fire and Rescue Force should:

- a) Prepare inspection plan which will be guidance on when to conduct inspections, where to conduct inspections and resource requirement for conducting inspections;
- b) Ensure periodical and timely inspection of public buildings to identify the level of compliance with fire safety requirements;
- c) Structure their inspection in a manner that address key risk factors of fire safety and areas/buildings prone to fire;
- d) Ensure equitable allocation of resources for inspection of public buildings regarding fire safety requirements based on key risk factors; and
- e) Provide a mechanism that will enhance the capacity of Fire and Rescue Force officials in inspection and report writing skills.

#### **5.3 Monitoring of fire brigades in enforcement of fire safety activities**

The Fire and Rescue Force should prepare a plan for monitoring fire brigades and performance review and appraisal system in the enforcement of fire safety activities to ensure real time and effective mechanism of enforcing fire safety requirements in the public buildings.

#### **5.4 Consideration of fire safety measures during approval of building drawings**

To ensure fire safety measures are taken into consideration in the approval of building drawing, the Ministry of Home Affairs should:

- a) Coordinate with President's Office - Regional Administration and Local Government Authorities (PO-RALG) to make sure that Fire and Rescue Force is consulted regarding the fire safety design considerations before local authorities approve building drawings; and
- b) Collaborate with President's Office - Regional Administration and Local Government Authorities (PO-RALG) to prepare the form that will enable the Fire and Rescue Force review the building drawings to check the fire safety design considerations before approval.

#### **5.5 Follow up on the implementation of inspection recommendations**

To ensure that inspection recommendations are adequately implemented, the Fire and Rescue Force should:

- a) Ensure periodical and timely follow up of the issued recommendations; and
- b) Have a uniform mechanism for following up the implementation status of issued recommendations in all regions.

#### **5.6 Issuance of sanctions to defaulters of fire safety requirements**

To ensure effective issuance of sanctions to defaulters, Fire and Rescue Force should:

- a) Set up a mechanism to exercise its mandate of issuing sanctions to defaulters of fire safety requirements; and
- b) Ensure that it sets a mechanism to assess the effectiveness of issued sanctions to defaulters.



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# **APPENDICES**

## Appendix 1: Responses from Fire and Rescue Force

### General comments

The management of Fire and Rescue Force would like to take this opportunity to thank your good office for the observation and recommendations from the performance audit assignment. Generally most of these observations were caused by lack of sufficient resources both financial and human. It is hoped that through this observation, we will take initiative to advice to look away of increasing the Force budget and allow more employment. However, the management of Fire and Rescue Force will continue to utilize the few resources available to facilitate the day to day activities of the Force in order to serve the public at large.

### Specific comments

S/N	Recommendations	Fire and Rescue Force comment/response	Actions to be taken	Planned date/Timeline
1	The Fire and Rescue Force should prepare inspection plan which will be guidance on when to conduct inspections, where to conduct inspections and resource requirement for conducting inspections;	The management of Fire and Rescue Force abide with this observation and recommendation. Through this report remedial action will be taken immediately	The management will immediately instruct all RFO's to prepare and implement an inspection plan that will guide them in conducting inspection and this will be supervised effectively	With effect from financial year 2017/2018.
2	The Fire and Rescue Force should ensure periodical and timely inspection of public buildings to identify the level of compliance with fire safety requirements	Fire and Rescue Force periodically conduct inspection of public buildings. However resources both human and financial limit the number of buildings to be inspected. Concerning public building a number of recommendation issued by Fire and Rescue Force to equip those buildings with safety equipment but lack of financial	The management will continue to put more efforts to ensure that public buildings are inspected and continue to advice the government to allocate resources both financial and human to the Force. -The government should allocate the fund for installation and servicing of fire protection equipment in public buildings.	With effect from financial year July 2017/2018.

S/N	Recommendations	Fire and Rescue Force comment/response	Actions to be taken	Planned date/Timeline
		resources hinder implementation for example number of colleges and schools instructed to equip their building with safety equipment but they failed to do so due to lack of financial resources		
3	The Fire and Rescue Force should structure their inspection in a manner that address the key risk factors of fire safety and areas/buildings prone to fire;	The management of Fire and Rescue Force abide. Our inspection pays attention to more all areas including mines, industries and tank farms.	The management will continue to concentrate in all risk areas to ensure that fire prevention measures and fire protection equipment are in place.	Periodically
4	The Fire and Rescue Force should ensure equitable allocation of resources for inspection of public buildings regarding fire safety requirements based on key risk factors.	The management of Fire and Rescue Force abide with the recommendation. However, resources are allocated equally according to availability of both human and financial resources	The management of Fire and Rescue Force will continue to ask government to increase budget for the Force and continue to communicate with the President's office Public Service Management for employment permits	Annually
5	To provide a mechanism that will enhance the capacity of Fire and Rescue Force officials in inspection and report writing skills.	The management of Fire and Rescue Force considered this recommendation. There is a need to build capacity to our staff in inspection and report writing skills.	The management of Fire and Rescue Force will continue to look some sources of funds so as to equip those staff with knowledge and skills for inspection and report writing through conducting tailor made courses.	With effect from financial year July 2017/2018 depending on availability of resources

S/N	Recommendations	Fire and Rescue Force comment/response	Actions to be taken	Planned date/Timeline
6	The Fire and Rescue Force should prepare a plan for monitoring fire brigades and performance review and appraisal system in the enforcement of fire safety activities to ensure real time and effective mechanism of enforcing fire safety requirements in the public buildings	The management of Fire and Rescue Force agree with this recommendation. Plan for monitoring is an important tool in performing day to day activities of the Force.	Plan for monitoring is in place, However the monitoring process doesn't cover the whole Country due to scarcity of both financial and human resources and for that matter management will continue to ask an increase of budget allocation and more employments so as to increase the coverage of areas to be inspected.	Within Fourth quarter of financial year July 2016/2017
7	Ministry of Home Affairs should coordinate with President's Office - Regional Administration and Local Government Authorities (PO-RALG) to make sure that Fire and Rescue Force is consulted regarding the fire safety design considerations before local authorities approve building drawings	The management of Fire and Rescue Force agrees with this recommendation however, it is the duty of PO-RALG to direct all developers who intend to erect the buildings or other structures to submit their drawings to Fire and Rescue Force for approval before giving them building permit.	The management of Fire and Rescue Force will advise the Permanent Secretary of Ministry of Home Affairs to communicate with the Permanent Secretary PO-RALG for proper and effectively implementation of the law regarding building architectural drawings.	Within Fourth quarter of financial year July 2016/2017
8	Ministry of Home Affairs should collaborate with President's Office - Regional Administration and Local Government Authorities (PO-RALG) to prepare the form that will	The management of Fire and Rescue Force abides with this recommendation forms for approval of building are in place but there is a need to communicate with	The Management of Fire and Rescue Force will advise the Permanent Secretary of the Ministry of Home Affairs to communicate with Permanent Secretary of PO-	Within Fourth quarter of the financial year July 2016/2017

S/N	Recommendations	Fire and Rescue Force comment/response	Actions to be taken	Planned date/Timeline
	enable the Fire and Rescue Force review the building drawings to check the fire safety design considerations before approval	PO-RALG for proper and effectively authorization of those forms by ensuring that completed forms are signed by officials or by officer of Fire and Rescue Force before issuance of certificate of occupation	RALG for effective implementation of the law and the proper utilization of those forms for approval	
9	The Fire and Rescue Force should ensure periodical and timely follow up of the implementation status of issued inspection recommendations.	The management of Fire and Rescue Force abides with this recommendation. Periodical and timely follow up of implementation status of issued inspection recommendations are in place. However scarcity of both financial and human resources sometimes cause a delay to make follow-ups	Management will continues to advise for both financial and human resources by communicating with Ministry of Finance and President's Office Public Service Management.	Annually
10	The Fire and Rescue Force should set up a mechanism to exercises its mandate of issuing sanctions to defaulters of fire safety requirements;	The management of Fire and Rescue Force agrees with this recommendation. Mechanisms are in place all defaulters are taken to courts of Law as per regulations.	Such people/Organization are taken to the Courts of Law a few examples of those are with criminal case no 38/2017 Republic vs. Robert Chuwa and Criminal case no 471/2017 republic vs. Samwel Tesha at RM/S court Moshi	On going
11	The Fire and Rescue Force	The management of Fire and Rescue	Such people/Organization	On going

S/N	Recommendations	Fire and Rescue Force comment/response	Actions to be taken	Planned date/Timeline
	should ensure that it sets a mechanism to assess the effectiveness of issued sanctions to defaulters.	Force agrees with this recommendation. Proper mechanisms are in place and defaulters are taken to the courts of Law for enforcement example are those cases in Moshi as mentioned above	are taken to the Courts of Law.	



## Appendix 2: Audit Questions, Sub-Questions, Criteria and Source

Audit Questions and sub audit questions	Audit criteria	Source of Criteria
<b>Are inspections on the public buildings on fire safety equipment adequately conducted?</b>		
<b>SAQ 1.1</b> Are plans for inspection of public buildings on fire safety developed and address key risk factors?	The Force is required to prepare fire prevention plans based on disaster prevention plans.	Fire and Rescue Act No. 14 of 2007, Section 5(2)(m)
<b>SAQ 1.2</b> Does Fire and Rescue Force ensure that inspection of public buildings is adequately conducted and identified weaknesses addressed?	The Force is required to conduct fire tests on protection facilities, equipment and materials  The Fire and Rescue Act No. 14 of 2007 requires the Fire and Rescue Force to conduct inspections for purposes of compliance with safety requirements within the area of jurisdiction	Fire and Rescue Act No. 14 of 2007, Section 5(2)(g)  Fire and Rescue Act No. 14 of 2007, Section 15(2)(b)
<b>SAQ 1.3</b> Does the Fire and Rescue Force allocate adequate resources (financial, equipment and personnel) for inspection of public buildings?	The Force is required to secure the provision of the personnel, services and equipment necessary to meet all normal requirements	Fire and Rescue Act No. 14 of 2007, Section 5(2)(g)
<b>SAQ 1.4</b> Does Fire and Rescue Force ensure that the focus of inspection conducted addresses key issues?	The Force has a responsibility to conduct inspections for purposes of compliance with safety requirements within the area of jurisdiction;  Every building which has a storey the floor of which is more than twelve meters above the level of the street or a building of two thousand square meters in gross floor area shall be provided in every such storey to be provided with adequate free and unobstructed means of escape, fire alarm and detection system; and every building which has a storey the floor of which is more than twenty-four meters	Fire and Rescue Act No. 14 of 2007, Section 15(3)(b) and and 22(2)  Fire and Rescue Act No. 14 of 2007, Section 22(1)(a),(b)  Fire and Rescue Act No. 14 of 2007, Section 22(2)

Audit Questions and sub audit questions	Audit criteria	Source of Criteria
	above the level of the street shall be provided in every room, office and hall with automatic fire sprinklers	
<b>SAQ 1.5</b> Does Fire and Rescue Force ensure the quality of inspection conducted and key issues are well addressed?	The Fire and Rescue Force is required to manage processes and their interrelations as a system to achieve the organization's quality objectives effectively and efficiently.	International Organization for Standardization (ISO) 9001: Quality management principles; Chapter 4; Process Approach
<b>SAQ 1.6</b> Does Fire and Rescue Force adequately ensure timely reporting of inspection results and recommendations?	The Fire and Rescue Force is required to measure performance and provide performance feedback to interested parties, as appropriate, to enhance improvement initiatives.	International Organization for Standardization (ISO) 9001: Quality management principles; Chapter 7; Relationship management
<b>SAQ 1.7</b> Does Fire and Rescue Force properly communicate the results of inspections to owners of the public buildings for taking corrective measures?	The Fire and Rescue Force is required to measure performance and provide performance feedback to interested parties, as appropriate, to enhance improvement initiatives.	International Organization for Standardization (ISO) 9001: Quality management principles; Chapter 7; Relationship management
<b>Are the Regional Fire and Rescue Force brigades adequately monitored in their performance of enforcement of fire safety activities in the use of public buildings?</b>		
<b>SAQ 2.1</b> Are monitoring plans for assessing the performance of fire brigades on enforcement activities for fire safety requirements in place?	The Fire and Rescue Force is required to supervise, instruct and monitor all fire and rescue service activities of all fire brigades	Fire and Rescue Act No. 14 of 2007, Section 5(3)(d)
<b>SAQ 2.2</b> Has Fire and Rescue Force developed performance measurements/criteria and use them to assess the performance of fire brigades on the enforcement activities	The heads of fire brigades will be measured with regards to successfully implementation of the responsibilities	Fire and Rescue Act No. 14 of 2007, Section 15(3) (a-k)
<b>SAQ 2.3</b> Are performance measurements/criteria	The performance of heads of fire brigades will be measured with regards to	Fire and Rescue Act No. 14 of 2007, Section 15(3) (a-k)

Audit Questions and sub audit questions	Audit criteria	Source of Criteria
used suitable and are they aligned to the intended outcome of the Fire and Rescue Force?	successfully implementation of the responsibilities	
<b>SAQ 2.4</b> Does Fire and Rescue Force ensure that monitoring of fire brigades in their performance of enforcement activities is timely and adequately conducted?	The Force is required to supervise, instruct and monitor all fire and rescue service activities of all fire brigades	Fire and Rescue Act No. 14 of 2007, Section 5(3)(d)
<b>SAQ 2.5</b> Does the Fire and Rescue Force allocate adequate financial and personnel resources for monitoring fire brigades' performances on enforcement activities?	The Force is required to supervise, instruct and monitor all fire and rescue service activities of all fire brigades;  Top management is required to ensure that the resources essential to the implementation of strategy and the achievement of the organization's objectives are identified and made available. This should include resources for operation and improvement of the quality management system. Resources may be people, work environment, information, suppliers and partners, natural resources and financial resources.	Fire and Rescue Act No. 14 of 2007, Section 5(3)(d)  International Organization for Standardization (ISO) 9004: 2000, Quality management systems- Guidelines for performance improvements, section 6.1.1, p.14;
<b>Do the Local Government authorities consult the Fire and Rescue Force regarding fire safety requirements before approving building drawings for construction?</b>		
<b>SAQ 3.1</b> Does Fire and Rescue Force ensure that during the process of approval of public building drawings, the considerations for fire safety design are considered?	The Fire and Rescue Force requires local authorities to consult the Force before approving the building drawings, proposals and plans. Those proposal and plan must comprise with all fire safety requirements	Fire and Rescue Force (Fire precautions in Buildings) regulations of 2015, regulation 248(1) to (4),
<b>SAQ 3.2</b> Does Fire and Rescue Force prohibit or take actions	The Fire and Rescue Force requires local authorities to consult the Force before	Fire and Rescue Force (Fire precautions in Buildings) regulations of 2015,

Audit Questions and sub audit questions	Audit criteria	Source of Criteria
against all builders of the public buildings who are constructing buildings without its approval regarding fire safety design?	<p>passing the building drawings, proposals and plans. Those proposal and plan must comprise with all fire safety requirement</p> <p>Regulation 249 requires everyone to comply with the provision of the regulation failure will lead to a fine not exceeding three million shillings or imprisonment for the time not exceeding one year or both</p>	<p>regulation 248(1) to (4),</p> <p>Fire and Rescue Force (Fire precautions in Buildings) regulations of 2015, regulation 249</p>
<b>Does Fire and Rescue Force adequately conduct follow up on the implementation of inspection recommendations?</b>		
<b>SAQ 4.1</b> Does Fire and Rescue Force adequately conduct periodical and timely follow-ups to determine whether recommendations issued have been implemented?	The Fire and Rescue Force provides timeline to the owners and/or users of public building within which they must implement recommendations issued in the inspection reports. The inspection reports also state that after the lapse of the provided timeline, Fire and Rescue Force officials will conduct follow-up to see whether the recommendations have been implemented	Fire and Rescue Force Inspection Report
<b>SAQ 4.2</b> Are mechanisms for following-up the implementation of previous recommendations adequate and provide effective results?	The Fire and Rescue Force has two mechanisms of following up the implementation status of issued recommendations. This includes Fire and Rescue Force being notified by the owners of public buildings to go for re-inspection after they have implemented the recommendations and another mechanism if conducting follow up after the lapse of implementation timeline provided in the inspection reports	Fire and Rescue Force Inspection Report

Audit Questions and sub audit questions	Audit criteria	Source of Criteria
<b>SAQ 4.3</b> Are results of following-up on the implementation of recommendations issued on time to concerned parties and used to improve the firefighting system in public buildings?	The Fire and Rescue Force is required to measure performance and provide performance feedback to interested parties, as appropriate, to enhance improvement initiatives	International Organization for Standardization (ISO) 9001: Quality management principles; Chapter 7; Relationship management
<b>Does Fire and Rescue Force adequately issue sanctions to defaulters of fire safety requirements?</b>		
<b>SAQ 5.1</b> Does Fire and Rescue Force timely issue sanctions to defaulters of fire safety requirements in the public buildings?	The Fire and rescue Force is required to issue sanctions to owners and users of any building who fail to comply with fire safety requirements.	Fire and Rescue Act No. 14 of 2007, Section 22(3)
<b>SAQ 5.2</b> Does Fire and Rescue Force have adequate mechanisms to assess the effectiveness in issued sanctions?	The Fire and rescue Force is required to issue sanctions to owners and users of any building who fail to comply with fire safety requirements.	Fire and Rescue Act No. 14 of 2007, Section 22(3)

### Appendix 3: Selected methods and their purposes

Selected method	Purpose
Interviews	
Local Government Authorities	
Meru district Council District directors, Dodoma Municipal Council Director, Officials from Capital Development Authority, Officials From Mwanza City Council and Officials From Mbeya City Council.	To get information regarding the approval of building drawings.
Head Office of Fire and Rescue Force	
Commissioner General of Fire	To understand the core activities of Fire and Rescue Force and its operations about enforcement of fire safety requirements in public buildings.
Commissioner of Fire (AF)	
Commissioner of Fire (operations)	
CA	
Procurement and Supplies Officer	
SOF	
Senior Accountant - fire	To understand financial resources in the force and its budget.
Assistant Legal Officer - Fire	To understand legal and regulatory framework in the enforcement of fire safety requirements.
Officials from visited Regional Fire and Rescue Force offices (Arusha, Mwanza, Mbeya, Dodoma and Dar es Salaam)	
Regional Fire Officers	To understand the core activities of Fire and Rescue Force and its operations regarding enforcement of fire safety requirements in public buildings at regional level
Head of departments at Regional fire offices	
Officials from visited regional fire offices	
Review Documents	
Inspection reports	To clarify the issues rose on interviews and get picture of Fire and Rescue Force performance and its operations. To get criteria for evaluating performance of Fire and Rescue Force and Sanctioning to defaulters of fire safety that has been undertaken by Fire and Rescue Force.
Strategic Plan for 2015/16 - 2020/21	
Action Plan for Recurrent budget FY 2013/14	
Medium Term Expenditure Frameworks(MTEF) for the FY 2012/13 and 2013/14 - 2017/18	
Progress reports for FY 2015/16	
Fire and Rescue Force Act No. 14 of 2007	
Case files	
Fire and Rescue Force (Fire precautions in Buildings) regulations of 2012 and 2015,	
International Organization for Standardization, ISO 9004, guidelines for performance improvements	
The-Fire-and-Rescue-Force-Safety-Inspection-and-Certificates-Regulations-2008	
Subsidiary Legislation -The Fire & Rescue Force Act (Cap 427), Government Notice No.63, Published 28 February 2014	
Action Plan for Recurrent and Development	

Selected method	Purpose
budget FY 2012/13	To understand issues of fire safety from scholars
Disaster Management Act No.7 of 2015	
International Journal of Engineering and Applied Sciences-“Investigation of Provisions of Fire Safety Measures in Buildings in Dar Es Salaam” (2013)	
Journal of Civil Engineering and Architecture - “A Study on the Awareness of Fire Safety Measures for users and Staff of Shopping Malls: The Case of Mlimani City and Quality Centre in Dar es Salaam” 2015	
Physical Observations The audit team visited various types of public buildings including Schools, Hospitals, Hotels, Colleges, Universities, Government offices, Supermarket and Industry as listed below	
Dodoma - The following areas were visited Dodoma municipal Council, Msalato secondary school, Capital College, Rural Development college, National Food Reserve Agency - Central zone offices, TFDA central zone offices and Supermarket- Isanga Prison Super market.  Mwanza - The following areas were visited Mwanza City council, Bwili girls Secondary Schools, Buzuruga Health centre and Dabuya Hotel. Arusha - The following areas were visited Serian health Centre, Meru District Council , Saint. Constantine International School, East Africa Hotel and A to Z Industry. Mbeya - The following areas were visited Mbeya city council, Loleza secondary School, Mzumbe University, Moravian teachers College and Mtenda Sunset Hotel.	To gather primary data on the performance of Fire and Rescue Force in their enforcement of fire safety requirements.  To gather information on issues related to inspection, consideration of fire safety in the approval of building drawings, reporting of inspection results and follow-up of inspection recommendations.