



**THE UNITED REPUBLIC OF TANZANIA
NATIONAL AUDIT OFFICE**



**GENERAL REPORT, ON THE PERFORMANCE AND
SPECIALISED AUDITS FOR THE PERIOD ENDING
31ST MARCH, 2018**

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

March 2018

THE UNITED REPUBLIC OF TANZANIA



National Audit Office

Vision

To be a centre of excellence in public sector auditing

Mission

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

Core Values

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

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To be an impartial entity, this offers services to our clients in an unbiased manner. We aim to have our own resources in order to maintain our independence and fair status

Excellence

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

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

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



THE UNITED REPUBLIC OF TANZANIA



NATIONAL AUDIT OFFICE

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Ref. No.FA 27/249/34/2017/2018

27th March, 2018

Your Excellency Dr. John P. Magufuli,
The President of the United Republic of Tanzania,
State House,
1Barack Obama Road,
11400 Dar es Salaam.

**Re: Submission of a General Report of the Controller and
Auditor General on the Ten Performance Audit Reports**

Pursuant to Article 143(4) of the Constitution of the United Republic of Tanzania of 1977 (as revised in 2005), and Sec.10 (1) of the Public Audit Act No. 11 of 2008, I hereby submit to you, my eighth general report on Performance and Specialised Audit.

This report includes ten performance audit reports, covering the issues of safety in areas of transportation, food and human settlement to be tabled before our August Parliament in April, 2018.

I submit.

Prof. Mussa Juma Assad
CONTROLLER AND AUDITOR GENERAL

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LIST OF ABBREVIATIONS

BRELA	Business Registration and Licensing Agency
CAG	Controller and Auditor General
DART	Dar es Salaam Rapid Bus Transit
EAS	Environmental Audit Statement
EIA	Environmental Impact Assessment
EIS	Environmental Impact Statement
EMA	Environmental Management Act
EMO	Environmental Management Officer
FRF	Fire Rescue Force
GCLA	Government Chemistry Laboratory Agency
GIZ	German International Cooperation
HACCP	Hazard Analysis and Critical Control Point
ICDs	Inland Container Depots
IEC	International Electro technical Commission
ILO	International Labour Organizations
ISO	International Standards Organisation
LGAs	Local Government Authorities
M&E	Monitoring and Evaluation
MALF	Agriculture, and the Ministry for Livestock and Fisheries Development
MDAs	Ministries, Departments and Agencies
MLHSD	Ministry for Land Housing and Human Settlement Development
MoHCDGEC	Ministry for Health, Community Development, Gender, Elderly and Children
MoIT	Ministry for Industry, Trade and Investments
MoU	Memorandum of Understanding
MoWTC	Ministry of Works, Transport and Communications
MSD	Medical Stores Department
NBS	National Bureau of Statistics

NEMC	National Environmental Management Council
OHS	Occupational Health and Safety
OSHA	Occupational Safety and Health Authority
PAC	Public Accounts Committee
PO-RALG	President's Office-Regional Administration and Local Government
RAIS	Road Accidents Information System
RS	Regional Secretary
SMS	Safety Management System
SOPs	Standard Operating Procedures
SRM	Safety Risk Management
SSP	State Safety Programme
SUMATRA	Surface and Marine Transport Regulatory Authority
TANROADS	Tanzania National Roads Agency
TBS	Tanzania Bureau of Standards
TFDA	Tanzania Food and Drugs Authority
TPF	Tanzania Police Force
TRA	Tanzania Revenue Authority
WHO	World Health Organization
ZOLGC	Zone and Local Government Coordinator
ZOLGAC	Zone and Local Government Authority Coordinators

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FOREWORD

I am pleased to present my ninth General Report on Performance and Specialized Audit. The report this time, regards to ten individual audits focusing on safety. Main audited entities were the Ministries and authorities responsible for safety issues covered in ten individual performance audit conducted.

This report, aims at providing our stakeholders (members of parliament, central and local government officials, media, the donor communities, non-government organisations, community based organisations and the general public) with analysis of the findings arising from the individual performance and specialized audits conducted by my office as of March 2017. Details of the summarized matters can be read from the individual audit reports issued to the respective Accounting Officers.

This report is being submitted to the President of the United Republic of Tanzania (URT), Dr. John Pombe Magufuli, in accordance with Article 143 of the Constitution of the URT and Section 34(1) and (2) of the Public Audit Act No. 11 of 2008.

Under Article 143(4) of the Constitution of the URT of 1977 as amended from time to time, the Controller and Auditor General, is required to submit to the President every report he makes pursuant to the provisions of sub Article (2) of the same Article. Upon receipt of such report, the President shall direct persons concerned to submit such reports in the first sitting of the National Assembly before the expiration of seven days, from the day the sitting of the National Assembly began. The same Article, allows the Controller and Auditor General to submit his reports to the Speaker of the National Assembly should the President for whatever reason, fail to submit the reports to the Speaker as required by law.

The enactment of the Public Audit Act No. 11 of 2008, enhanced the operational independence of my office in the fulfilments of my constitutional mandate. The operational independence of my office is expected to enable me to acquire the necessary controls over all the resources available for the office including human and financial resources, which will enable my office to perform its tasks without being under undue influence and control of any person or authority including those whom I audit.

The legislation has broadened the scope of the audit to be conducted by my office by mandating the office to carry out performance, specialised, environmental and special audits in

addition to the normal Regularity Audits which we have been conducting over years.

In essence, this report has enabled me to provide the necessary independent assurance to Parliament, concerning the proper usage and accountability, transparency and probity in the usage of public resources on areas of safety specifically on transportation, human settlements and food processing as well as importation.

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

It is worth noting that, while my office conducts audits and reports on the performance of various Central, Local Governments and Public Body programmes as well activities based on various laws, rules and regulations, the ultimate responsibility for ensuring there was an efficiency, economy and effectiveness in the usage of public resources, lies with the Accounting Officers. At the same time, it is the responsibility of the Accounting Officers to ensure that, observations and recommendations raised by the Controller and Auditor General are acted upon.

The Parliament depends on the Controller and Auditor General for an assurance in the financial reporting and public resources management in the MDAs, LGAs, Public Authorities and Other Bodies, particularly regarding the economy, efficiency and effectiveness in programme implementations. My office contributes through recommendations given towards the improvements in the public sector performance.

In this regard, the Central, Local Governments and Public Authorities and my office, each has a role to play in contributing to parliamentary and public confidence building in better usage of public resources, with a view to speeding the development process of the country and its people. However, while the roles of public sector entities and the National Audit Office of Tanzania (NAOT) may differ, the desire for efficient utilization of the public resources remains a common goal.

In order to meet the Parliamentarians' expectations and more broadly, of the public at large, NAOT continually reviews its audit approaches to ensure that, the audit coverage provides an effective and independent review of the performance and accountability of the public sector entities. Moreover, we seek to ensure that our audit coverage is well targeted and addresses

priority areas to maximize our contribution in improving public administration. Hence, our work acts as a catalyst in improving the efficient utilization of public resources.

In compliance with Section 29 of the Public Audit Act, 2008, during the coming financial year 2018/19, my office has plans to exert on technical audits in areas where the government spent much of its resources. Such areas include roads constructions, railway modernizations, electricity projects, irrigation schemes projects, and oil and gas projects. The efficiency of government press will be assessed as well in comparisons with the level of outsourced printing services from private firms by the government. Other focus areas include institutional framework for fighting corruption and effectiveness of implementation of policies/programmes/projects aiming at enhancing public service management.

I would like to acknowledge the professionalism and commitments of my staff, in achieving our goals and undertaking the task associated with meeting our ambitious audit programs even though sometimes they have been working in difficult circumstances.

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



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28th March, 2018

ACKNOWLEDGEMENTS

I would like to begin by words of gratitude to a number of offices, individuals and my staff whom have significantly contributed towards the accomplishment of my office's responsibilities which culminated to successful fulfilment of my constitutional mandate to submit the annual report to the President before the end of March each year.

Resources; financial, systematic and human resources are extremely important in all institutional endeavours and in this regard I must express my gratitude to the Parliament and its committees for delivering on their commitment to make resources available to the National Audit Office during the financial year 2017/18. In any case this would not have been possible without the cooperation and coordination efforts of the Ministry for Finance to whom I am also extremely grateful.

Furthermore, my sincere appreciations are extended to the donor communities particularly, the Netherlands Court of Audit, Swedish National Audit Office, German International Cooperation (GIZ), the World Bank through the Public Financial Management Reform Programme funding and all well-wishers who have contributed immensely towards the transformation of my office. Their contributions in developing the mental asset, IT systems and the physical assets of my office have had a tremendous impact in our success.

I am equally indebted to all our other stakeholders including the Accounting Officers of the audited ministries and authorities, for providing full support and vital information needed for the preparation of the individual performance as well the specialised audit reports, which are the inputs to this general report.

Special appreciations are also extended to the academic communities and experts from the University of Dar es Salaam, Mzumbe University, freelance experts and the retired officers, who added value to our reports through the critical reviews which immensely, improved the outputs of the individual performance of the audit reports.

I would also like to pay tribute to the Public Accounts Committee (PAC) to which this report together with the individual reports would be subjected for scrutiny and discussions. We look forward, to the PAC inputs and directives emanating from the discussions of these reports.

Last but not least, I would like to thank all Accounting Officers and public servants throughout Tanzania, without forgetting the role of

the taxpayers, to whom this report is dedicated. Their invaluable contributions in building the nation cannot be underestimated. May the Almighty God bless you all as we commit ourselves to promote greater accountability on the use of public resources in the country.

EXECUTIVE SUMMARY

Introduction

Section 28 of Public Audit Act No.11 of 2008 gives the Controller and Auditor General of Tanzania mandate to carry out a performance audit. Performance audits strive for improvement in accountability and performance of public entities. It also provides an objective and constructive assessment of the extent to which, the audited body has used its resources in carrying out its responsibilities with due regards to economy, efficiency and effectiveness.

This general report, provides common weaknesses noted, conclusions and recommendations based on ten (10) performance audit reports conducted between years 2014 and 2017. The audits related to management of road furniture; enforcement of fire safety in public buildings; enforcement of development control for the planned public open spaces; surveys and inspections vessels in marine transportation; hygiene control in meat production process; environmental impact assessment in development projects; inspection of imported of goods; and food inspection as well the management of urban planning. Specifically, this report focuses on safety and public health in relation to transportation services, food handling and human settlements.

This report aims at assisting Members of Parliament, the government, mass media, the public and other stakeholders to take informed decisions with a view to improve economy, efficiency and effectiveness by safeguarding safety and public health when delivering services to the public. This general report, however, is not intended to replace the said ten individual reports conducted and tabled in the previous financial year. The reader therefore, is advised to rely on the full individual reports.

Key findings

The following were the main findings from the examination conducted:

Inadequate implementation of safety plans and training strategy

TANROADS and TPF did not adequately implement plans and training strategy, to capacitate their staff. TPF also did not align the strategy with human resources plan for training and deploying the police force to areas identified to be high risk on accidents. TANROADS, conducted on job training to its staff in the context of Road Safety Audit (RSA) but were not capacitated through training, to manage safety related issues. However, TANROADS gave low priority to the implementation of set activity plans regarding safety. This resulted to unmaintained and uninstalled roads furniture. For instance, it was found that, although MoWTC disbursed Tshs 310 million for installation of roads furniture for people with disabilities, TANROADS did not install the roads furniture as expected.

Likewise, the implementation of the survey and inspection plans for large and small ships was not adequately done. It was noted that, 85% of the small ships were not covered in surveys and inspections plans. This was because the actual work load was not in line with the annual performance agreement and also, not reflected in their inspections plans, since SUMATRA did not establish a database for ships.

Inadequate enforcements of roads and maritime transport safety laws and Standards

Installation of substandard roads signs, markings and guardrails as well as failure to repair worn out, faded and dilapidated road safety structures by TANROADS, was a reflection of inadequate enforcements of safety laws and standards.

Likewise, non-compliance with the safety laws and standards of marine vessels was caused by inadequate enforcements of marine safety laws and standards. In 2011/2012 and 2015/2016, only 1.85% of defaulters were penalized. In addition, SUMATRA did not issue stop orders to the non-compliant marine vessels; instead, they certified the vessels for operation. This resulted to a level of noncompliance ranging from 52% to 68% between 2011/2012 and 2013/2014 respectively. The level of increase on non-compliances was also caused by inadequate inspections.

Inadequate enforcements of laws led to majority of drivers repeating offences committed earlier¹. The number of unpaid offences was 6,026, equivalent to TZS 338 million² in 2017, which was also a reflection of weak enforcements of traffic laws. This implies that the desired deterrent effect by imposing sanction was not accomplished.

Inadequate monitoring and evaluation of safety in transport sector

The ministry responsible for transport (MoWTC), did not monitor and evaluate the performance of safety in the transport sector including its agencies and regulatory bodies. Also, MoWTC, TANROADS, TPF and SUMATRA also, did not monitor and evaluate performance in carrying out their respective operations. Inadequate human resources to deal with safety issues, lack of monitoring and evaluation plans, absence of key performance indicators towards minimisation of accidents and low priority set by key actors of safety in the transport sector were the root causes.

Likewise, SUMATRA did not submit to MoWTC quarterly reports on monitoring and evaluation surveys and inspections of vessels, as it was stipulated in the Performance Agreement between them. This was because; MoWTC did not prioritise monitoring and evaluation activities, as vividly noted that from 2012/2013 to 2015/2016 no funds were spent on monitoring activities³.

Ineffective safety control measures in food processing and importation

There is no assurance that, food supplied to the public from food processing plants and premises as well as the importation zones was safe for human consumption. Ministries for Health, Agriculture, Livestock and Fisheries and PO-RALG and Agencies including the Tanzania Food and Drugs Authority and Tanzania Bureau of Standards, did not fulfil their objectives of ensuring

¹ Controller and Auditor General (2012), "Follow up report on the Management of Traffic Inspections and Speed Limits in Tanzania". The National Audit Office of Tanzania, Dar es Salaam, Tanzania.

² Controller and Auditor General (2012), "Follow up report on the Management of Traffic Inspections and Speed Limits in Tanzania". The National Audit Office of Tanzania, Dar es Salaam, Tanzania.

³ Transport safety and environment division.

safety in food delivered to the public.

This is because the Ministries lacked effective food safety control measures for controlling safety and quality in the country. Activities for managing food inspections, registration of food processing plants, transportation were not done effectively to assure the general public that, safety risks posed by the domestically produced as well as the imported food were effectively controlled.

Inspection activities for enforcing food safety were not carried out in an efficient and effective way

Inspection plans developed by the Ministries for Health, Agriculture, Livestock and Fisheries, the PO-RALG, TDFA and TBS lacked the necessary features such as risk level of goods, objectives and targets set for the inspection for effective inspections of food stuffs and processing plants. Inspections conducted were not effective as were not focused on the risk food stuff, high risk processing plants. As a result, the risks for producing food that is unfit food for human consumptions was not mitigated.

Inadequate inspections, were caused by insufficient human resources and funds allocated by the Tanzania Food and Drugs Authority and the Ministry for Livestock and Fisheries, for the inspection activities, and the absence of developed risk-based plans for the inspection of imported goods. Other factors include; unclear focus of inspection-work and weak enforcements of the existing laws and regulations.

Ports of entry for the importation of foodstuffs were not effectively inspected, hence, creating a high risk of importing substandard foodstuffs in the country; which could endanger health of consumers..

Inspections activities in meat production process were not efficiently and effectively conducted to address the problem of unhygienic conditions in meat processing facilities. This was indicated by the presence of operating unregistered slaughter facilities and meat carrier vans, which were not in good hygienic condition.

Tanzania Food and Drugs Authority did not inspect all high risk food processing plants, which produced food products such as fish and its products, milk and milk products, meat and its

products, processed vegetables, composite foods and spices. Neither did it inspect all imported consignments containing food stuffs such as chocolate, chilli sauce, assorted food products, juice, assorted drinks, biscuits and spices at ports of entry. This situation, subjected consumers to the risks of diseases associated with such food products, in case the uninspected plants violated food safety requirements.

Furthermore, meat inspection was not thoroughly conducted as there was a shortage of 40% of meat inspectors. The few inspectors were required to inspect 100-155 animals per day which affected the efficiency and accuracy of the inspections.

Registrations of food processing plants and facilities were not carried-out in an efficient and effective way

Safety of food processed domestically was not guaranteed, because a significant percentage of operating food processing plants, premises and transport facilities were not registered. 98% of all meat slaughtering facilities in the country are not registered because they do not meet required hygiene standards. Also, not all food processing plants, premises and transport facilities were registered and for the few registered were not in hygienic conditions.

Absence of an effective coordination mechanism of stakeholders responsible for enforcing food safety

Coordination of stakeholders involved in the food inspections at the processing plants and ports of entry such as Tanzania Revenue Authority, Tanzania Bureau of Standards, Fair Trade Competition, Local Government Authorities, Meat and Milk Board, Sugar Board, the Ministry for Livestock and Fisheries were ineffective. This resulted to ineffective plans which were not based on risks.

Monitoring and evaluation of the food safety activities are not adequately done

The Ministries for Livestock and Fisheries, Health, Industry, Trade and Investments (MoIT) and the PO-RALG were not adequately conducting monitoring and evaluation of food safety activities in the food processing plants, premises and imports at ports of entry. They lacked a comprehensive plan for monitoring performance of the LGAs, Tanzania Food and

Drugs Authority and the Tanzania Bureau of Standards on enforcements of food safety issues through their inspection activities.

Ministries equally lacked a well defined effective and functional reporting mechanism, key performance indicators for assessing the TFDA and LGAs enforcement activities, especially in areas of food safety, specifically in food processing plants and premises and at the importation zones/port of entry.

Furthermore, Ministries did not assess the effectiveness of developed registration and licensing tools in addressing food safety issues.

Inadequate accountability of the Ministries and weak coordination mechanisms among the three ministries with regards to their roles in enforcing laws governing food safety were the main root causes. As a result, Ministries were not able to determine as to what extent the goal to deter hazards and risks in food, in order to improve public health, safety, and welfare had been achieved.

Low enforcement of safety measures in public buildings

Inspection of public buildings revealed that most public buildings are in danger. There low enforcement of fire safety requirements by the Fire and Rescue Force under the Ministry for Home Affairs.

This was due to the fact that, responsible entities have failed to plan and monitor their activities to ensure that; all public buildings were inspected, high quality inspections were conducted, inspections were focusing on risky areas, and inspection results were communicated to the owners of public buildings for corrective measures. These rendered most public buildings, to be unsafe for public usage as they did not meet the fire safety standard's requirements.

Implementation of development projects is not friendly to human settlements safety

The Vice President's Office and the National Environmental Management Council have inadequately enforced the environmental management requirements in the country. Development projects approved for implementation have

become source of floods and pollutions to the environment. This caused some areas to be unsafe for human settlements or for use of products such as water.

These have been caused by the non-involvements of relevant stakeholders during the review of project briefings, and the environmental impact statements not considering some of the key issues, such as the risk level of environment pollutions, type or severity of environmental law violations, and destructions of the geographical areas by human settlements.

Inadequate control of land usage

Planned land usage was changed. Some industrial areas were encroached and turned into residential areas. This was caused mainly by weak enforcements of laws by planning authorities and shortage of personnel. The inadequate control of land usage led to settlements being subjected to poor infrastructures for the waste disposal and storm water drainage. Such areas became prone to floods as well as frequent outbreaks of cholera and diarrhoea during rain seasons.

Overall Conclusions

In general, the audits recognized the government's efforts geared in enforcing safety measures and controls in various areas. However, the reports conclude that, the government have not effectively managed activities for the enforcements of safety measures and controls in transportation, human settlements as well as food processing and importation. Weaknesses were mainly found in the planning, implementation, registration, capacity building, inspections, enforcements, coordination, reporting, communication, and monitoring as well evaluation of activities regarding safety in food, transportation and human settlements in country.

Audit Recommendations

In order to address gaps found, the Prime Minister's Office should ensure the Ministries and Agencies responsible for safety in the three covered areas, namely transportation, food and human settlements implement the recommendations issued to them through individual performance audit reports. Among the key recommendations which were cutting across to

all three areas were: the application of risk based approach in safety inspections, coordination, monitoring and the allocation of resources in the enforcement of safety activities. In summary the Prime Minister's Office should ensure responsible audited entities;

1. Apply the concept of risk-based approach in planning and conducting inspections, which address safety issues in transportation, food and human settlements
2. Establish and strengthen the coordination mechanism which will ensure an effective sharing of information among all key players responsible for enforcing safety in the areas of transportation, food and human settlements.
3. Develop monitoring and evaluation key performance indicators, which would be used to measure the performance of all actors responsible for safety according to their given mandate.
4. Develop a system to ensure the availability of sufficient personnel, equipment and financial resources to handle safety enforcement activities. Resources should be analysed and equitably allocated in correlation with the workload of the enforcement activities.

CHAPTER ONE

INTRODUCTION

1.1. Background

Public safety management involves the coordination and administration of resources which provide safety assurance in the provided goods and services. Government entities are responsible for setting standards, conducting inspections to ensure standards are met, and maintaining a strong enforcement programs to deal with non-compliances. There are various kind of risks associated with social or economic activities which could endanger human life. These activities include construction, food processing, transportation and the like.

The risk associated with these activities include diseases, fire outbreak, road and marine accidents and many other events which may cause death, injuries or loss of properties. The government has a duty of protecting its citizens by enforcing laws and safety standards, in order to minimize potential risks to acceptable levels. This part provides highlights of safety risks associated with transportation, food processing and human settlements activities in the country.

In 2014, almost 1.2 million road incidents were reported in Tanzania compared to 0.7 million reported in 2013. This is an annual increase of 64 percent. These road safety incidences have caused almost 4,000 deaths and 15,000 injuries nationwide. Research has shown that, 80 percent of the road accidents were attributed to human factors⁴. However, untimely maintenance of roads and roads furniture, lack or inadequate traffic signs and markings resulting in poor visibility, were mentioned by experts as amongst the main factors contributing to road accidents.

Likewise, safety management is important in marine transportation and if it is well managed it could save peoples' lives, reduce injuries and loss of properties (cargo) by reducing the number of accidents.

⁴ 4Crime Statistics Report January-December, 2014 produced by Police Force and National Bureau of Statistics, January, 2015

In Tanzania, there has been a public outcry on the existence of food products which was not suitable for human consumption. Some of the recent examples were cases of infant milk, unsuitable meat coming from unhygienic slaughtering houses and abattoirs, as well as in the recent case of imported fish recalls. In recent days, Tanzanians have witnessed a number of food consignments impounded at different markets for being unfit for human consumption.

In addition, approximately 80 percent of the slaughter facilities are not operating within the required hygienic conditions and they don't have infrastructures which allow inspections of animals to be carried out effectively. Thus, there is a high risk of supplying unsafe meat to the public⁵.

Fire outbreaks, are among the challenges of safety in human settlements. Tanzania has experienced incidences of fire occurrences in public buildings, which resulted in loss of lives and properties. Such incidences include: the fire outbreak in dormitories at Idodi Secondary in August 2009 and its reoccurrence in March 2015, an outbreak at Medical Store Department (MSD) Tanga offices in July 2014, an outbreak at Machinga Complex in Dar Es Salaam in November 2014, an outbreak at Kibondo District Council's offices in July 2015⁶. Moreover, a research by Kikwasi (2015)⁷ and Kachenje *et al.* (2010)⁸ indicated that most public buildings had a limited awareness capacity and the necessary number of facilities and means against fire hazards.

On other hand, there has been a global increase in occurrence of accidents and other hazards, which affected many people around the World including Tanzania. In 2003 and 2004, the number of accidents reported in Tanzania mainland, was 1,692 and 1,889 respectively and a total amount of TZS 668.5 million was spent to compensate occupational accident victims.

Regarding safety issues on environment, there were risks associated with the government permitting projects to be implemented in environmentally sensitive areas without

⁵ 1 <http://www.mwananchi.co.tz/habari/Kitaifa/Nyama-hatari-yauzwa-nchini/1597296/2066152//145stot/-/index.html>

⁶ Majira newspaper of 10th March 2015(Idodi), Mtanzania newspaper of July 25, 2014 (MSD), Mwananchi newspaper of November 16, 2014 (Machinga Complex) and Tanzania Daima newspaper of 17th July 2015 (Kibondo District Council).

⁷ 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)

⁸ Assessing urban fire risk in the central business district of Dar es Salaam, Tanzania (2010)

appropriate mitigation measures. Key institutions particularly those responsible for managing the Environmental Impact Assessment (EIA) process, were not performing their jobs accordingly, despite of receiving Government subventions.

Given the importance of safety to livelihoods and socio-economic well-being of Tanzanians and threats associated with the afore mentioned problems, the management of the National Audit Office, decided to bring up the theme of safety in this year's general report. The focus of it is mainly to analyse safety issues found in individual performance audit reports and be able to provide the holistic picture, on what is to be done by the government, when dealing with safety issues especially in key areas of transportation, food processing and importation as well as in human settlements.

The Controller and Auditor General of Tanzania is given the legal mandate to carry out performance audit by the Public Audit Act No.11 of 2008. Section 28 of the Act states that "The Controller and Auditor-General shall, for the purposes of establishing the **economy, efficiency and effectiveness** of any expenditure or use of resources of the entities, enquire into, examine, investigate and report, in so far as he considers necessary, on:

- (a) The expenditure of public monies and the use of resources by such Ministries, Departments, Agencies, Local Authorities and all such public authorities and other bodies;
- (b) The conduct of and the performance of their functions by Accounting Officers, Head of Departments and Chief Executives of all such entities;
- (c) Compliance with environmental laws, regulations and internal environmental policies and standards''.

This general report, aims at assisting Members of Parliament, the Government, Mass Media, Public and other stakeholders to take informed decisions in order to implement the requirements of economy, efficiency and effectiveness in the conduct of government business. The report also provides highlights on the issues revealed in the conducted performance audit, against what was expected in terms of the planned interventions, implementation of interventions, risk management, monitoring and evaluation of safety interventions.

1.2. Objective and Scope of this Report

This report presenting issues regarding the weaknesses noted in the previous tabled performance audit reports and actions taken by the government, in addressing safety issues which affected its citizens.

1.2.1 Objective of General Report

The overall objective was to assess to what extent the government through MDAs and LGAs enforce the implementation of safety management in the government operations and provision of services, specifically the report aims at assessing:

- a) whether government entities had an adequate risk-based enforcement plans in mitigating undesired impacts
- b) the extent to which government entities inspects, reports, sanctions and make follow-ups on the implementation of safety management, in operations and provision of services.
- c) whether government entities were adequately coordinating with each other during the implementation of safety management, in operations and provision of services; and
- d) the extent to which the Central government entities monitor the performance of their underneath agencies and also, how the Agencies and Local Government Authorities monitor their own performance on safety issues.

1.2.2 Scope of this Report

This report focuses on the analysis of safety issues in eight individual performance audit reports published between 2015 - 2017 and two follow-up reports. It is focusing on public administration on food processing and importation, transportation and human settlements. Specific details about the scope of individual performance audit are provided in **Appendix 2** of this report. Summary of safety issues for each area is as shown in Table 1.1. below:

Table 1.1: Safety issues covered and the role of the government

Category	Safety Issue	The role of the Government to assure safety
Transportation	Road Safety	Police traffic Inspections, enforcement of speed limits, management of roads furniture
	Marine safety	Inspection of vessels, enforcement of safety standards
Food	Safety in Food processing	Hygiene control in meat production process, inspection and surveillance at food processing plant and ports of entry.
	Safety on imported goods	Inspection of imported goods
Human Settlements	Safety in public building	Enforcement of fire safety requirement in public building.
	Safety in workplaces	Management of occupation health and safety Inspections
	Environmental safety	Enforcement activities of land use urban planning, open spaces and environmental impact assessment

Source: Auditors analysis and individual performance audit covered

Audits were conducted in accordance with the International Standards for Supreme Audit Institutions on performance auditing. The standards require the NAOT to plan and perform the audit to obtain sufficient and appropriate evidence to provide a reasonable basis, for findings and conclusions based on audit objective(s). Evidence obtained provides - according to NAOT - a reasonable basis for the conclusion and recommendations based on the audit objective(s).

1.3. Data Validation Process

Audited Ministries, Departments and Agencies, were given opportunities to discuss and comment on the individual audit findings and correct, any factual misrepresentation during the clearance process of each individual performance audit report.

1.4. Structure of the Report

This general report is structured into seven chapters. The remaining chapters are as follows: *Chapter two* focuses on the management of safety issues in Tanzania; *Three* covers safety in transportation sector; *Four* covers safety in food processing and importation; *Five* covers safety in human settlements; *Six* covers conclusion while *Chapter Seven* focuses on recommendations.

CHAPTER TWO

THE MANAGEMENT OF SAFETY ISSUES IN TANZANIA

2.1 Background of Safety Management System

Safety management system, refers to a systematic approach to manage safety, including the necessary organizational structures, accountabilities, policies and procedures⁹. The essential idea of any safety management system, is to provide for a systematic approach for achieving acceptable levels of safety risk.

2.2 Marine and Road Safety Interventions

In marine transportation, the Surface and Marine Transport Regulatory Authority (SUMATRA), is mandated by the Merchant Shipping Act No.21 of 2003 to enforce safety standards. SUMATRA conducts the survey for the purpose of awarding certificates such as sea worthiness to the ship operators. The survey is done by using checklists as the guidance of the process.

There are specific checklists for small and large ships. Each checklist shows various components to be observed. Basically ships are subjected to an initial survey before they are put in service; Renewal survey is conducted once every 12 months; and additional surveys may be done when the occasion arises.

The main government interventions which were subject for an audit scrutiny under the road safety were traffic inspections and the management of road furniture. Traffic inspection was focused on driver's behavior as research shows that, 76 percent of the road crashes are attributed to human factors. According to the Road Traffic Act 1973, The Ministry for Home Affairs through the Tanzania Police Force, is responsible for the enforcements of the traffic laws and regulations.

The Roads Act of 2007 and the National Road Safety Policy, of 2009, has mandated the Ministry for Works, Transport and Communication to carry-out a road safety audit, at every stage of the road project implementation. Road safety audit is more concerned with "fitness for purpose" than compliance with the

technical standards¹⁰. This means checking the scheme to ensure it meets the safety needs of everyone. Special attention is given to whether the needs of vulnerable road users, have been met because experience indicates that, highway designers focus largely on the needs of motor vehicle traffic.

TANROADS, is also supposed to carry-out routine and periodical maintenance as well as spot improvements to roads in order to ensure such roads were safe for all users. Routine maintenance among other things, covers the maintenance of road furniture. The Ministry of Works, Transport and Communication through the Tanzania National Roads Agency (TANROADS), has developed a road maintenance management system. The system, is the Agency's road network database used for maintenance planning/programming, contracts monitoring and production of reports.

2.3 Food Safety Interventions

The task of ensuring that imported or domestically produced food was safe for human consumptions, fall under the mandate of the Tanzania Food and Drugs Authority (TFDA). To exercise its mandate, TFDA conducts inspections of food products, premises and practices related to export and import of food. On the other hand, the system for managing the inspection of food, is also done by the Tanzania Bureau of Standards.

At TFDA, inspection is undertaken by the Directorate of Food Safety which has three sections namely, Food Inspections and Enforcement, Evaluations and Registration and Food Risk Analysis. There are Zones and Local Government Authority Coordinators in five zones which report to the Director General through the Director of Food Safety. They are responsible for conducting routine, ad- hoc and risk-based inspections. The Hazard Analysis and the Critical Control Point principles have been used to manage food safety. It systematically identifies the specific hazards as the well as control measures in order to ensure food was safe for human consumption.

The Food Inspection Guidelines of 2009, requires TFDA to categorize all slaughter facilities according to their risks and prioritize their inspections based on those identified risk categories. TFDA, issues an inspection checklist for cattle

¹⁰ Ministry of Infrastructure Development; A guide to road safety Auditing, 2009

Slaughter Houses (Including Sheep and Goats), through a circular with Ref. No. F13/DFS/FRA/GL/002 in order to assist inspectors of slaughter houses premises and recommend actions to be taken for registration.

Furthermore, LGAs through meat inspectors, are also conducting daily inspection of animals, meat, slaughter facilities and meat carrying vans to ensure that, meat supplied to the market was not contaminated. Meat inspectors implement all regulatory requirements, relating to ante and post-mortem inspection and the transport of meat.

The inspection of imported foods is also done by using inspectors, whom were either TBS officials or any appointed public servant, as per the Standards Act No. 2 of 2009, Section 23(1). Moreover, according to the Standards Act No. 2 of 2009 Section 4(1), imported foods should be inspected at every entry point before entering the Tanzanian market. For facilitating the inspection of goods there is a memorandum of understanding used in customs clearance which involves various government institution including TBS and TFDA.

2.4 Fire and Occupational Health and Safety Interventions

According to the Occupational Health and Safety (OHS) Act of 2003; Safety and Health Inspectors, are required to inspect all workplaces in order to determine whether they are in compliance with the Occupational Health and Safety legislations and standards. There are two main types of workplaces inspections which are carried out by the Occupational Health and Safety Authority (OSHA), namely, the *general workplace inspection* and *Specific inspection*.

The general inspection, refers to the comprehensive inspections during which the inspector identifies various Occupational Health and Safety issues found at workplace to be inspected and then carries out the actual inspection. The specific inspection comes after the general inspections whereby the inspectors, conduct inspections on the specific Occupational Health and Safety items such as electrical, plant, boiler, industrial hygiene and the like when visiting the workplace. The Act also, requires the Occupational Safety and Health Authority (OSHA) to register all workplaces in the

country and provide an Occupational Health and Safety training.

In relation to fire safety, owners and users of public buildings must maintain the installed features. 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 the purposes of compliance with safety requirements within the areas of their jurisdictions.

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. According to the Fire and Rescue Force (safety inspections and certificates) Regulations of 2008, Regulation 12, the certificates are 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 the inspection, the force is also required to check whether fire safety equipment have been adequately installed, maintained and works properly. It then issues inspection reports to owners of public buildings for improvements.

2.5 Urban Planning and Public Open Spaces Interventions

The process of urban planning, involves planning of an area, implementation as well as monitoring and evaluation. Section 79 (1) of the Urban Planning Act No. 8 (2007), requires the planning authorities, at regular intervals of twelve months to submit to the Ministry of Lands, Housing and Human Settlements Development, a progress report and evaluation of the operation and the implementation of the Planning Schemes.

According to the Technical Circular No. 1 of 2006 with reference number CA.91/329/01.C issued by the Ministry for Lands, Housing and Human Settlements Development, planning authorities are required to conduct regular inspections and take appropriate actions whenever there was development on areas planned as public open spaces.

According to the Urban Planning Act, No. 8 of 2007, the Planning Authorities have the power to reserve and maintain all land planned as open spaces and parks that were in agreement with the approved planning schemes. In order to ensure compliance, the Planning Authorities have a duty to conduct inspection in areas planned as public open spaces, within their jurisdictions and to take necessary actions against any encroachers. Ward Executive Officers are responsible for managing and protecting the planned public open spaces in their areas of jurisdictions and report, any development activities by encroachers to the planning authorities.

The President's Office - Regional Administration and Local Government (PO-RALG) have a role of monitoring the performance of Local Government Authorities by receiving feedbacks, through reports on the implementation of the issued directives and guidelines. PO-RALG additionally, coordinates by communicating with key stakeholders of the prepared urban development plans, which have to be implemented by the relevant Planning Authorities. It also makes a follow-up and checks on the level of adherence to the agreed directives.

2.6 Interventions for Environmental Impact Assessment for Development Projects

The National Environmental Management Council, is required to ensure that the Environmental Impact Assessment (EIA) for development projects was conducted and reviewed effectively before the approval to the developer was granted by the responsible Minister for Environment¹¹. In so doing the council has the role of monitoring the whole process of carrying out EIA and its approval. The EIA process, involves eight stages namely, Registration, Screening, Scoping, Impact Assessment, Review, Public Hearing, Environmental Decision-Making and Appeals.

According to ISO 1900 (Plan-do-check-Act model), NEMC is expected to establish objectives and processes necessary to deliver results in accordance with the Environmental Impact Assessment and Audit Regulations of 2005. Under this regulation NEMC is required to register the development projects requiring EIA depending on the nature of project or undertakings. NEMC has a role of screening projects with the

¹¹ Section 92(1) of EMA Act No.20, 2004

objective of determining whether an Environmental Impact Assessment was undertaken or not.

NEMC is also required to submit copies of the Environmental Impact Statement and Environmental Audit Statement, to any relevant Ministry and public institution and notify and invite the general public, for comments within fourteen days of the receipt of the environmental impact statement.

Furthermore, NEMC is required to set up a cross sectorial Technical Advisory Committees at the National level and where appropriate at a Local Government Authority level, to advise it on the reviews of the Environmental Impact Assessment related reports.

According to Local Government Reform Policy paper of 1998, the government entities are required to communicate with the Local Government Authorities through the President's Office - Regional Administration and Local Government (PO-RALG). In this case, the Sector Coordination Division of the PO-RALG is required to be the link between National Environmental Management Council, Vice President's Office and the Local Government Authorities.

The Environmental Management Act also, requires the NEMC to submit final EIS/EAS copies to sector ministry and the concerned LGAs where the project was located and use it as a working tool for enforcing the implementation of the requirements of the Environmental Management Act in a specific project. Furthermore, section 182(1) of the Environmental Management Act requires that, the Minister responsible for the environment to designate in writing any employee of LGA, ministry or any other public institution either by name or office, to be an environmental inspector for the environmental management.

CHAPTER THREE

SAFETY IN TRANSPORTATION SECTOR

3.1 Introduction

Safety in transportation sector, is an issue which requires serious attention so as to minimize accidents and thereby saving people's lives. This chapter, covers issues reported by the performance audit reports regarding general safety in transportation and specifically focusing on road and maritime transportation sector.

Three performance audits reports have been used to sum up issues addressing safety in road and marine transportation, and they are:

- Performance Audit Report on Management of Roads Furniture;
- Performance Audit Report on the Management of Surveys and Inspections of Vessels in Maritime Transportation and;
- Performance Audit Follow up report (2017) "*Management of Traffic Inspections and Speed Limits in Tanzania*"

Key actors involved in the management of safety in road and marine transportation included: Ministry for Works; Transportation and Communication (MoWTC); Surface and Marine Transport Regulatory Authority (SUMATRA); Tanzania National Roads Agency (TANROADS); and the Tanzania Police Force (TPF).

All the three performance audit reports focused on minimizing accidents and improving performance in safeguarding safety in the transportation sector. The reports have exposed weaknesses on: planning (needs assessment and the risk-based inspection); capacity building on safety issues; and the enforcement of laws and regulations.

The reports have also revealed weaknesses on the implementation of plans; coordination between different key stakeholders; and monitoring and evaluations. Sections of this chapter subsequently, provide an analysis and consolidation of matters addressed by the three performance audit reports.

3.2 Inadequate needs assessment for road and marine transport

Needs assessment, is a systematic process for determining and addressing gaps between current and the desired conditions. They are crucial elements in planning as they help in budgeting by identifying the right interventions, highlighting the extent of activities, identifying goals, compare alternative solutions and setting priorities¹².

All the three conducted audit reports have revealed weaknesses related to the needs assessment during the planning for provision of roads furniture, traffic inspection as well as surveys and the inspection of marine vessels. For instance, the audit on the management of roads furniture reported that, TANROADS did not adequately consider the needs of road users when planning for the provision of roads furniture at the planning stage.

This is because the involvement of key stakeholders during the planning stage of the provision of road furniture, was given less attention in most of the road projects. For example, during the planning stage, TANROADS considered only (50-100 kmph) design speed, which is applicable for motorised road users. This implies that, road users' needs assessment was seldom considered. Therefore, TANROADS could have contributed to the reduction of accidents by considering inputs from both motorised and non-motorised road users during the need assessment.

In the same audit it was reported that, planning for roads furniture maintenance was not clearly outlined in the TANROADS maintenance planning systems. This was due to TANROADS using roads maintenance management system in planning for the maintenance management that was incapable of capturing information on roads furniture collected during the inventory and the condition survey. As a result, TANROADS could not analyse road safety issues and develop an effective counter measures regarding maintenance of roads furniture.

Similarly, the follow-up report on the Management of Traffic Inspections and Speed Limits in Tanzania of 2017 pointed out that there was lack of system for positioning check points on the main roads in the country. This was because the

¹² Datadrivenaid.org/2015/04/why-needs-assessments-are-so-important/

allocation of traffic police officers and inspection devices such as speed radar guns and alcohol testers (breath analyzers) for traffic inspections in the 9 regions examined was not done on the basis of risk for road accidents. This implied that, there was a lack of needs assessment undertaking prior to positioning of check points and distribution of traffic police officers and the related inspection tools.

Likewise, it was pointed out in the performance audit on the management of surveys and inspections of vessels in Maritime Transportation that, SUMATRA did not have a database for the registered small ships. As a result, SUMATRA prepared unrealistic plans for surveys and inspections, since the planned numbers of field visits were not adequate to cover all vessels operating in Tanzania mainland.

According to plans of survey and inspection the set targets of the surveys of the small ships shown in the Annual Performance Agreements between the Ministry for Works, Transportation and Communication and SUMATRA , were under-estimated by 85 percent in the fiscal year 2013/2014-2015/2016 compared to 2012 census, which identified a total of 30,866 small ships. Hence, SUMATRA did not substantiate the decrease in the planned number of surveys. **Table 3.1** below shows the percentage of small ships which are not covered in the survey and the inspection plans.

Table 3.1: Percentage of small ships not covered in planning of surveys

Financial Year	Planned number of surveys as per Annual Performance Agreements	Number of small ships as per Census(2012)	Variance	Small ships covered in planning (%)	Small ships not covered in planning (%)
2015/2016	2760	30,866	33,626	9	91
2014/2015	4,600	30,866	26,266	15	85
2013/2014	4,400	30,866	26,466	14	86
2012/2013	Not provided	30,866	N/A	N/A	N/A

Financial Year	Planned number of surveys as per Annual Performance Agreements	Number of small ships as per Census(2012)	Variance	Small ships covered in planning (%)	Small ships not covered in planning (%)
2011/2012	Not provided	-	-	-	-

Source: Auditors Analysis. "Performance audit report on the Management of surveys and inspections of marine vessels (2017)"

From the above table 3.1 it is shown that during the surveys and inspection for the small ships in 2013/14 to 2015/16 less than 15 percent of small ships were surveyed and inspected, compared to 2012 census. The inability to inspect more than 85 percent poses safety risks for marine vehicle users.

3.3 Inspections of road traffic and Marine transport not risk based

Risk-based inspection is expected to provide a counter measure for minimisation of incidences of road and marine accidents. A performance audit on the management of surveys and inspections of marine vessels and a follow-up report on traffic inspections and speed limits, have revealed the following problems:

A performance audit report, on the management of surveys and inspections of vessels in maritime transportation pointed out that, SUMATRA did not use a risk-based approach in planning for surveying and the inspection of ships. This was because they failed to prepare a risk profile in areas of marine transport. As a result, the risk indicators for mitigation measure in marine transport risk areas were not covered.

Risk based approach in surveys and inspections could help the authority to allocate properly limited resources in order to maintain and improve safety in the maritime transportation. Table 3.2 below shows the allocation of the surveyors in regions by comparing to the number of small ships as per 2012 census

Table3.2: Number of small ships compared with number of surveyors

Region	Number of small ships per census (2012).	Number of surveyors
Mwanza	15,148	1
Tanga	202	1
Lake Tanganyika	1,619	1

Source: Census of small ships (2012)¹³ and staff

Moreover, in 2015/2016 SUMATRA conducted 684 surveys while there were 15,148 small ships in Mwanza, according to the census conducted in 2012. This implied that, almost 95 percent of small ships operating in Mwanza were not surveyed and inspected. This could have contributed to the increase of maritime transportation accidents and incidents.

Furthermore, in the same audit report it was also reported that, surveys and inspections of large and small ships were conducted without using the inspection checklists. According to this report, surveyors did not fill the inspection checklists to record results of the inspections for 38 ships operating in Mwanza regions.

It was also revealed that in Tanga region only 19 checklists were filled which was less than 10 percent of the 202 small ships operating in that region. SUMATRA was also required to conduct inspection of the hull seaworthiness of vessels, main or auxiliary power, Boiler and electrical systems and navigation equipment¹⁴.

However, SUMATRA's inspections focused on a few items in the checklists such as lifesaving appliances and fire fighting equipment which did not contribute to the maritime transportation accident and incident. As a result, the inspections of seaworthiness of marine vessels were not covered to ensure the marine vessel status was good enough to guarantee the safety of the marine transport users.

Follow-up audit report on the management of traffic inspections and speed limits reported that, inspections were not prioritized to address major factors which contributed to road crashes.

For instance, the Tanzania Police Force focused on; mechanical factors, road licenses, absence of reflector

¹³ National Bureau of Statistics, Small ships and staff lists statistics

¹⁴ Merchant Shipping Act No.21 of 2003 section 378.

triangles and fire extinguishers which had less contribution to accidents than human factors, which contributed up to 74 percent¹⁵ of all road accidents in the country.

It was reported that, the Tanzania Police Force did not put in place its national risk indicators programs, for setting standardized methods to assess risks for the allocation of its available resources. In the same way, the Force did not implement the recommendations on documentations of all decisions made in the risk analysis process.

Reasons for non-implementation of the recommendations were due to non-development of a plan/strategy or framework to manage risks in their inspections and the needs assessment, prior to the establishment of the overall risk based inspection system. This was mainly due to the absence of the needs assessment and the established plan for the risk based inspection approach.

In addition to that, the same follow-up report showed that Tanzania Police Force had not developed, an action plan to address major risks to road safety posed by drivers. There were no strategies for deploying traffic police officers to areas that were identified to have high risks to road crashes in the country. As a result, the Force could not locate check points as well as routes, for the mobile traffic inspections due to the lack of risk-based action plan.

The performance audit follow up report of 2017, acknowledged efforts made by Tanzania Police Force in utilising modern equipment which provided enabling information on the usage of risk based inspection more efficiently. The used systems included the road information management system, which involved computers, global positioning system (GPS), smart phones for data collection and speed as well radar gadgets. This system has enabled the analysis of road crashes by identifying areas with more frequent accidents.

Apart from having the road information management system, the follow up report showed that, there was no risk management framework which provided a controlled and structured process that integrated road accident information and risk management activities. This was due to failure to

¹⁵ 74% of all road crashes which occurred in year 2010 in Tanzania

develop risk management strategy in their traffic inspections. This framework could have highlighted critical areas that require immediate measures towards minimisation of road accidents.

3.4 Inadequate Implementation of road safety training strategy

Two out of the three performance audit reports on safety in the transport sector showed that the responsible entities did not implement training strategies as detailed below:

The performance audit on the management of roads furniture reported that, TANROADS did not train its staff to handle road safety issues effectively. For instance, TANROADS' business plan for the period from 2011/12 to 2015/16 had planned to conduct on-the-job training to its staff on road safety audit. However, the staff has not as yet been capacitated to deal with road safety issues.

It was also revealed that the Tanzania Police Force did not develop a training strategy that was aligned to human resources plan. The reasons behind this failure were lack of human resources plan for road safety, which formed the basis for the training strategy. As a result, safety training intervention was not considered which could have contributed immensely to the minimisation of road crashes.

3.5 Inadequate enforcement of safety laws and standards

Safety laws, regulations and standards, are expected to guide all actors involved in designing, building and operation of modes of transportations. To minimise road and marine accidents, measures such as issuance of sanctions to defaulters of safety laws are necessary.

However, based on the three performance audit reports in this area, this was not done as explained hereunder:

The performance audit on the management of roads furniture have revealed that the installed road signs and the guardrails were not of the required standard as shown in Picture 3.1 below. This was because of weak enforcement of

requirements of the road signs guidelines which requires supervision during installation of road furniture.

Picture 3.1: End of 50 kmph substandard and faded signs installed in newly constructed roads.



Picture 3.1a: Faded signs Captured on December 13, 2016 along Segera -Tanga road

Picture 3.2b:Faded signs captured on December 19, 2016 along Mbeya-Lwanjilo-Chunya road

Source: Captured by auditors

The performance audit on the Management of Surveys and Inspections of Vessels in Maritime Transportation have disclosed that, small ship operators did not comply with safety laws and regulations governing marine sub-sector. **Table 3.3** below, shows sanctions given to defaulters of the safety standard.

Table 3.3: Stop Orders and Penalties Given to Defaulters of Safety Standards

Year	Number of Small Ships Not Complying with Safety Standards	Number of defaulters sanctioned		Level of Enforcement (%)	
		Stop order s	Penalt y	Stop order s	Penalt y
2015/2016	1,667	0	31	0	1.85

Year	Number of Small Ships Not Complying with Safety Standards	Number of defaulters sanctioned		Level of Enforcement (%)	
2014/2015	1,663	17	0	1.02	0
2013/2014	2,933	0	0	0	0
2012/2013	4,161	159	0	3.82	0
2011/2012	2,513	0	0	0	0

Source: Auditors Analysis

From Table 3.3 above shows that SUMATRA started to penalize defaulters in 2014/2015 2015/2016. However, only 1.85 percent of defaulters of the safety standards were penalized. As a result, non-compliance with safety standards to the surveyed small ships, was still a problem as shown in Table 3.4¹⁶ below.

Table 3.4: Non-compliance with Safety Standards

Financial year	Number of Surveys and Inspections (A)	Number of Local Safety Certificates issued (B)	Non-compliance with Safety Standards (%) (B/A)*100
2015/2016	3,748	2,081	55
2014/2015	4,502	2,839	63
2013/2014	4,634	1,701	37
2012/2013	6,156	1,995	32
2011/2012	4,825	2,312	48

Source: Auditors Analysis

The fluctuation of non-compliance, was due to inadequate inspections and enforcement of safety laws and standards on transportation. As it has been shown that, the non-

¹⁶ SUMATRA Annual Reports from 2011/2012 to 2015/2016

compliance with safety standards was more visible when SUMATRA conducted more inspections.

The same audit had reported a weak enforcement of laws and safety standards for the inspection of small ships operating in Tanzania. In the fiscal year 2011/12 to 2015/16, it was reported that SUMATRA conducted inspections to less than 20 percent of the 30,866 small ships operating in Tanzania¹⁷. This was a result of inadequate enforcement of the Safety Standards on marine transportation.

It was further reported that four small ships were in operation during 2015/2016; namely MV Vero, MV Julian, MV Norris and MV ST. Mathew These were certified despite having defects as recorded during the survey and inspections. Yet, the Ministry for Works, Transportation and Communication did not take actions regarding the wrongly awarded safety compliance certificates to the above four mentioned ships as well as measures to defaulters of the safety standards on marine transportation. Non -compliance to safety standards poses a risk of marine accident.

According to the follow-up conducted in 2017 it was found out that the application of sanctions to traffic offenders, was lenient and not as stipulated in laws and regulations. The Tanzania Police Force, had used a modern equipment for issuance of sanctions to traffic law offenders in an operation that was conducted in Dar es Salaam and had proved a failure.

For instance, the force established ways of assessing and evaluating the effectiveness of the applied sanctions and its enforcements through the traffic management system, computerized driver licensing system and motor vehicles registration system by issuing electronic tickets to offenders in a project that was piloted in Dar es Salaam. If these systems were to be rolled-out throughout the country they could improve the enforcement of traffic laws through punitive sanctions and the suspension of driving license to offenders.

However, the follow up report of (2017) showed that, the Police force failed to suspend 56 offenders' driving licenses

¹⁷ Controller and Auditor General (2017). Performance Audit report on Management of Surveys and Inspection of Marine vessels

in the first three months, after the commencement of traffic management system. For instance in 2017; there were a total of 6026 unpaid offences equivalent to Tshs 338 Million¹⁸. According to the force, the traffic management system and demerit point system were not officially operating as they were still in pilot mode. As a result, the desired deterrent effects of the applied sanctions were not accomplished and majority of drivers kept on repeating same offences.

3.6 Planned Safety Intervention Inadequately Implemented

Implementation of plans and standards play a vital role on the safety improvements by maintaining and improving safety measures. The conducted audits showed gaps in the implementation of plans as explained below:

The performance audit on the management of Roads Furniture reported that, the Ministry for Works disbursed TZS 310 million to the TANROADS for installation of road signs, indicating areas with people with disability as the main focus or priority areas. However, TANROADS did not use the allocated funds to install road signs, as originally planned, instead the funds were used for other maintenance activities. As a result, signs for people with disability were not installed. This was due to a low priority given by the TANROADS on the implementation of plans in place. Failure for provision of signs for people with disability could have exposed them to road accidents.

The audit has also reported the availability of unmaintained and missing road furniture due to not implementing the planned maintenance activities. This was because TANROADS gave a priority to the maintenance of road pavements and major structures rather than roads furniture. As a result, roads furniture were left unmaintained and these could have contributed to road accidents. For instance, **Picture 3.2** below shows unmaintained roads furniture.

Picture 3.2: Shows unmaintained road sign and guard rail

¹⁸ Controller and Auditor General (2017). "Performance Audit follow up report of 2017". The National Audit Office of Tanzania, Dar es Salaam, Tanzania.



Picture 3.2 a: Corroded road sign at Chimala village as captured by auditors on 20/12/2016

Picture 3.2 b: Corroded guardrail with parts missing at Mikindani area as captured by auditors

Source: Captured by auditors

3.7 Weak Coordination between key Actors of Road Transport

Amongst key elements of effective coordination include the sharing of data and information, systematic flow of information among the actors, and a clear understanding of each other's roles and responsibilities. Safety in transport sector is still a challenge because coordination is weak. The performance audit report on the Management of Roads Furniture pointed out weaknesses in the coordination among key actors and other key stakeholders.

There was a weak coordination between the Ministry for Works, TANROADS and other stakeholders. The system for data and information sharing was not working properly. For instance, the information about the identified black spots in road accident information sharing system was not updated regularly in the system and not adequately shared with the Ministry for Works, TANROADS or the police force. As a result, the safety related issues were not shared between the key actors for mitigation measures and safety improvement in road transport. This was due to a weak coordination between MoWTC, TANROADS and TPF.

It was further found out that, there was a weak sharing of information between TANROADS and Local Government Authorities (LGAs) regarding the installations of bill boards by the LGAs which according to the TANROADS, they were

obstructions to the installed roads furniture in urban centers. This was because of the weak coordination between TANROADS and LGAs and as a result of this , uncoordinated installation of bill board continued thereby obstructing visibility of critical road furniture that were installed by the TANROADS in order to avoid road accidents.

Likewise, the same audit had reported duplication of efforts in the identification of the black spots between the Ministry for Works and TANROADS, in collaboration with the traffic police. This is because there were no clear roles and responsibilities. It was also found out that, TANROADS and the Ministry for works do conduct road safety audits. This approach is costlier to the government, and has resulted in consumption of duplicate resources (Human resources, time, equipment and money).

The uncoordinated safety interventions and the divided efforts for conducting road safety audits led into a failure to timely identify potential safety issues, which needed to be addressed at different stages of road projects in order to improve safety in road transportation.

3.8 Inadequate Monitoring and Evaluation of Safety in Transport sector

Monitoring and Evaluation, involves the identification of weaknesses with a view to improve performance and achieve the set targets. The Ministry for Works, Transportation and Communication, TANROADS, Police force and SUMATRA, were expected to monitor and evaluate their performance in carrying out their operations. Likewise, the Ministry responsible for transport was required to monitor and evaluate the performance of the transport sector including its agencies and regulatory bodies.

The performance audit on the management of roads furniture reported that, the Ministry for Works, Transportation and Communication and TANROADS, did not effectively monitor and evaluate roads furniture activities. This was caused by lack of monitoring and evaluation plan, set by the Ministry for Works, Transportation and Communication and TANROADS.

The Ministry consequently, used the road safety audit as part of the M&E process; however TANROADS and the Ministry did

not conduct road safety audit at every stage of road projects, as per the performance audit report. The report further stated that, only 5 out of the 66 required road safety audits were conducted during the period of performance audit on Management of roads furniture.

The report also shows that road safety audit activities were not monitored and evaluated to assess their safety milestones (indicators), in order to counter measures safety cautions to be addressed recommendations issued in conducted road safety audits. This was caused by the lack of human resources to the TANROADS and the Ministry for Works Transportation and Communication (MoWTC), which in turn led to failure on conducting road safety audit and evaluation of road safety interventions in risky areas for the sake of safety improvements.

The performance audit on the management of surveys and inspections of vessels in the maritime transportation, reported inadequate monitoring on surveys and inspections of vessels, although MoWTC had developed a Performance Agreement as a tool for measuring SUMATRA's performance. The agreement required SUMATRA to submit quarterly reports to Ministry for Works, Transportation and Communication and submit feedback after receipt of the report.

However, during 2013/2014 to 2015/2016; neither the quarterly progress reports were submitted nor a feedback provided. Henceforth no monitoring has been done from the year 2011/2012 to 2015/2016 for marine transport safety issues, evaluating marine surveys and conducting inspections. This was caused by the failure of the Ministry for Works, Transportation and Communication to prioritise monitoring and evaluation activities to ensure safety in marine transportations. It was also revealed that during the years 2012/13 to 2015/16, no funds were set aside for monitoring activities in the responsible division¹⁹. Hence, SUMATRA did not achieve the set goals to reduce the number of ships accidents and incidents to zero and the 10 percent for the small vessels²⁰.

¹⁹ Transport safety and environment division.

²⁰ Controller and Auditor General (2017), "Performance Audit Report on the Management of Surveys and Inspections of Vessels in Maritime Transportation". The National Audit Office of Tanzania; Dar es Salaam, Tanzania.

The report has also shown that, there was poor implementation of surveys and inspections of vessels. This was because; SUMATRA did not carry out an annual performance assessment²¹ on the implementation of surveys and inspections of both large and small ships²². As a result SUMATRA failed to compare the 2012 census statistics with the actual surveys and inspections, in order to assess their performance for the maritime transport safety improvement. This could have given SUMATRA a clear picture of their performance, towards their safety set targets and also, highlighted areas requiring improvements during surveys and the inspection of marine vessels.

However, the performance audit follow up conducted in 2017 showed that, monitoring of traffic inspections by the Police Force was limited. Out of the four parameters which the police force uses to monitor the performance of its staff on traffic inspections three parameters were rarely monitored. The three parameters were; (a) to what extent drivers were inspected, (b) the availability of inspection equipment, and (c) the police force staff performance evaluation. This was due to low priorities set by the police force regarding monitoring and evaluation. As a result, major issues were not considered during traffic inspection for road safety improvements and the minimisation of road accidents.

²¹ SUMATRA Annual Performance Reports of 2011/2012 to 2015/2016

²² SUMATRA Strategic Plan (2013/14-2017/18)

CHAPTER FOUR

SAFETY IN FOOD PROCESSING AND IMPORTATION

4.1 Introduction

This chapter, presents findings on food safety management in the country. It covers three aspects of food safety including food processing industries, importation of foods and meat production.

Findings are categorized into planning, inspections, coordinations, reporting of results, monitoring and evaluation of all activities geared in enforcing safety issues in food processing and the importation.

4.2 Inadequate planning of activities relating to Food Safety assurance

The Government through the Ministries for Health, Agriculture, Livestock and Fisheries and PO-RALG and their Agencies including the Tanzania Food and Drugs Authority (TFDA) and the Tanzania Bureau of Standards (TBS) have developed plans as a means of implementing their activities on food safety management in the country according to their respective mandates. Two out of the three performance audit conducted, have reportedly weaknesses on planning for the enforcement of food safety requirements as presented hereunder:

4.2.1 Ineffective food safety inspection plans

A follow-up audit conducted on the management of inspection of imported goods in Tanzania has reported that, TBS did not develop any inspection plans as prescribed.

The review of the inspection schedules of the four visited entry points²³ has revealed that only one entry point had an inspection plan. However, the schedule was missed the relevant features as mentioned above. Other three entry points namely, Sirari, Holili, and Namanga lacked inspection schedules. All the four visited entry points lacked risk model for planning inspections, which could have resulted into a high risk of importing substandard goods particularly foodstuff in the country.

²³ The entry points visited are Dar es Salaam Port and it's Inland Container Depots (ICDs), Sirari, Holili, and Namanga

These were mainly caused by weaknesses in Tanzania Bureau of Standards (TBS) operational manual, which does not provide guidance on:

- a) risk assessment approach to determine which imported goods and importers represent the highest risk as a target for inspection;
- b) sampling methodology to allow a country-wide measurement of results of inspections;
- c) standardized method for conducting inspections, which includes an information system to store the results;
- d) monitoring program to follow up with default importers to ensure sanctions were enforced; and
- e) quality assurance review to ensure that inspections were conducted properly and consistently.

A follow-up Audit conducted on the management of food inspection and surveillance at the processing plants and ports of entry had reported that, the Tanzania Food and Drugs Authority (TFDA) had inspection plans which did not address the key features for the risk-based inspection such as:

- a) Number of inspections to be made;
- b) Number of food inspectors needed;
- c) Food inspectors supervision; and the
- d) Managing performance and productivity of food inspectors.

TFDA also, had identified a high risk food products and processing plants based on the nature of the products they produced; however, this was not reflected in their action plans used for the inspections. Their action plans, were silent on the matter of frequency of inspections to be conducted to those high-risk processing plants and the risk imported food products.

In that regard, the categories of the processing plants (high, medium or low risk) were given an equal weight during the inspections. Even in their zones offices, the Tanzania Food and Drugs Authority had not set any frequency for the inspections and it was only stated in the general terms that, inspections would cover all processing plants in the vicinity.

This was found to be contrary to the risk-based inspection guidelines, which requires Zonal Managers to identify the high-risk processing plants and set frequency of inspections. The absence of frequency of inspections in the action plans, poses a risk of a high risk plants to produce unfit food for human consumptions.

4.3 Unsafe environment of meat production

The Performance audit conducted on the hygiene control in meat production process, has reported weaknesses regarding the environment from which food was produced. Slaughter facilities were not maintained in hygienic conditions. According to the report, number 9 of the twelve visited slaughter facilities they were not maintained in an acceptable hygienic standards as required by the animal diseases. Table 4.1 below shows a summary of the noted weakness with their respective percentage of slaughter facilities with weakness.

Table 4.1: Noted unsafe condition in visited slaughter facilities

Noted Weakness	Percentage of slaughter facilities
Lack areas for feet and hands wash, Meat Handling and Inspection	67
Inadequate Water Supply for Cleanness	50
Produce foul Small and Flies which could Contaminate the meat	67
Had damaged and dirty floors which could contaminate meat	42

This was caused by a weak enforcement of the existing laws a regulations as well inadequate capacity of the slaughter facilities.

4.4 Inadequate Registration of Food Processing Plants, Premises and Transportation Facilities

The three performance audits conducted have pointed out weaknesses on the registration of food processing premises, plants and transportation facilities. Weaknesses were related

to the adequacy of registration, effectiveness of registration tools and the adherence to the registration requirements as detailed below:

4.4.1 Not all food processing plants, premises and transport facilities were registered

A follow-up audit reports on the management of food inspection and surveillance at processing plants and ports of entry has reported that, there was no assurance that all food processing plants were licensed or registered hence, not captured in the Tanzania Food and Drugs Authority's register of food processing plants. According to the report, the register contained only census for inspections, thus there was a risk of having food processing plants which were not operating food safely.

A performance audit on the hygiene control in meat production process reported that, 912 out of 932 (equivalent to 98 percent) of the slaughter facilities, were not registered while they were operating. This was contrary to Section 18(1) of the TFDA Act No.1 of 2003, and Regulation 5(1) of Animal Disease (Ante and Post -Mortem Inspection) which requires all slaughter facilities to be registered before the commencement of their operations.

The report also indicated that, facilities were operating while they were missing the critical elements such as clean toilets, foot bath and hand washing facilities as well employees' medical examination, which are necessary, for guaranteeing hygienic condition in meat processing premises. According to this report in particular, processing meat in such unhygienic conditions poses a high risk for delivery of unsafe meat to the public.

The same report similarly has indicated that, meat vans used for transportation from the slaughter facilities were not registered and approved by the relevant authorities. According to this report, they were not fit for carrying meat since they were in unhygienic condition i.e. dirty and rusty. Furthermore, the report has indicated that, meat was carried out by using unapproved means of transportation such as motor cycles. This posed a risk of meat contamination which could jeopardise health to consumers.

Furthermore, needless to say the report has revealed that inadequate registration was attributed by the lack of inadequate inspection and enforcement of laws and regulations. Nevertheless it was reported that, the presence of the three actors which were responsible for the registration of slaughter facilities, with no clear boundaries differentiating or indicating which registrations were compulsory, affected the registration of the meat processing premises.

The Ministry for Livestock and Fisheries and the Tanzania Food and Drugs Authority, were exposed to different laws regarding the registrations of slaughter facilities, without clearly defined boundaries and responsibilities of each one of them. The outcome of such arrangements was some of the operating facilities were not registered while each of them thought the other actor has already acted upon.

4.4.2 Ineffective Registration Checklists

The performance audit report on hygiene control in meat production process has indicated that, the registration checklist used by the Tanzania Food and Drugs Authority (TFDA), Ministry for Livestock and Fisheries, and the Tanzania Meat Board provided loopholes for registering slaughter facilities which did not meet all conditions. The minimum set score is 55 percent of the total requirements. As a result, 50 percent of the registered slaughter facilities missed the critical elements²⁴ necessary for preventing contamination of meat. A similar case, was reported in the performance audit report on the management of food inspection and surveillance at the processing plants and ports of entry.

²⁴availability of clean and adequate toilets and lavatories adequate water supply (in volume and pressure), slaughter floor with sufficient rail hangers and hooks, qualified meat inspectors, proper waste disposal, adequate sterilization facilities for equipment facilities, employee medical records and adequate hand washing facilities available

4.5 Inadequate Inspections of Food Processing Plants, Premises and Entry Points

4.5.1 Inefficient and Ineffective Inspections of Food Processing Plants and Facilities

A performance audit on the hygiene control in meat production process has reported that inspections in meat production activities were not efficiently and effectively as conducted by the Ministry for Livestock and Fisheries, Tanzania Food and Drugs Authority and the Local Government Authorities, to address the problem of unhygienic conditions in meat processing facilities. According to the report, ineffective inspection of slaughter facilities, was indicated by the presence of operating unregistered slaughter facilities and meat carrier vans which were not in a hygienic condition. This was supposed to be enforced throughout to the periodical inspections.

Furthermore, the report has indicated that, the Tanzania Food and Drugs Authority (TFDA) and the Ministry for Livestock and Fisheries, had not conducted an adequate inspections to determine the extent of compliance to the requirements of health and the environmental standards. This was necessary to guarantee hygienic conditions in the meat production processes.

According to the report, from 2010/11 to 2013/14, the Tanzania Food and Drugs Authority (TFDA) managed to inspect 37.7³⁸ percent (380 out 1009) of the slaughter facilities in the country, whereas the Ministry for Livestock and Fisheries did not conduct any inspection from 2011/12 to 2014/15. Reasons for insufficient inspections of food processing plants and facilities indicated in the report, were inadequate human resources and funds allocated by the Tanzania Food and Drugs Authority and the Ministry for Livestock and Fisheries for the inspection activities.

A follow-up audit on the management of food inspection and surveillance at the processing plants and at ports of entry reported that, all high risk food processing plants were not inspected.

It was further pointed out that, the failure to inspect the high risk food processing plants which produce food products such

as fish and their products, milk and its products, meat and its products, processed vegetables, composite foods and spices, subjected consumers to risks of diseases associated with such food products, in case the uninspected plants violated food safety standards.

It was also noted that, reasons for the failure to inspect the high risk processing plants were the unclear understanding of the types of inspections to be conducted, inadequate planning for food inspections. Moreover, others were inadequate usage of the present food inspection resources (both human capacity, funding and inspection tools) as well the inspection checklists, were not addressing the crucial issues regarding food inspections.

4.5.2 Meat Inspection was not thoroughly conducted

A performance audit report on the Hygiene Control Mechanisms in Meat Production Process reported that, not all animals slaughtered were inspected, since there was a shortage of meat inspectors. It was revealed that there was a shortage of 40 percent of meat inspectors resulting into higher workload to them.

It was also revealed that, meat inspectors were required to inspect 100-155 animals per day, which was a big number which affected the efficiency and accuracy of the inspections. Other factors reported include poor inadequate infrastructures of the slaughter facilities as well inadequate skills of meat inspectors.

4.5.3 Insufficient coverage of Inspection of imported goods at Ports of Entry

A follow-up audit on the management of inspection of imported goods in Tanzania reported that, on average, 39 to 73 percent of files or consignments of goods, were handled per day in the ten visited inland container depots which received a total average of 284 file/consignments per day which operated under the supervision of Dar es salaam Port. Eight inland container depots also which received a total

average of 158 file/consignments per day were being inspected by three inspectors.

According to the report, this was attributed by the lack of adequately developed risk-based plan for the inspection of imported goods; inspectors lost working man hours for the inspectors while moving from one Inland Container Depot to another; and inadequate inspectors in Inland Container Depot's when compared to the number of files or consignments to be inspected per day.

4.6 Inadequate Coordination between stakeholders dealing with Food Safety

A follow-up audit on the management of food inspection and surveillance at the processing plants and ports of entry reported that, there was inadequate coordination between the TFDA's planning unit and the risk analysis unit during planning of inspection. The planning unit did not use any inputs from the risk analysis unit in planning for food inspections.

The risk analysis unit did not use the inspection memorandum, reports or registers in establishing the risk category for food processing plants and for imported food products. There were also no food inspectors whom used food analysis reports in conducting food inspection. This could result into inadequate inspection and hence, risk of producing unsafe food to consumers.

The same audit report too has revealed that, the inspection results and the feedback mechanism were not adequately functioning and coordinated. This is because of late submission of inspections reports from the zone offices. Hence, it was difficult for the Tanzania Food and Drugs Authority's Headquarters to compile, scrutinize and subsequently, suggest for correction as the case might be.

It was further indicated that, inadequate coordination between the Tanzania Food and Drugs Authority and other government departments. This was evidenced by the four factors as explained hereunder:

i) None sharing of statistical data pertaining to food inspections

Tanzania Food and Drugs Authority did not institute any mechanism which would assist its inspectors, to make usage of the information from other government institutions for planning purposes. Information such as the quantity of food to be imported from other countries were not sought from the Tanzania Revenue Authority, similarly, the up- and not only to date list of the processing plants were registered by BRELA, which the licensed importers were registered by the Tanzania Revenue Authority but also the intelligence information on the performance of various processing plants and importers.

A number of Government entities such as the Ministry for Health and Social Welfare through the Public Health Department, the Local Government Authority and the Tanzania Food and Drugs Authority, carried out food inspection. However, it was noted that these government entities were not sharing the results of inspections although they had the same goals.

A performance audit on the hygiene control in meat production process has reported that, both the Tanzania Food and Drugs Authority and the Local Governments Authorities, did not submit or share their inspection reports to key stakeholders supposed to receive such reports. For example the Tanzania Food and Drugs Authority could present its inspection reports to the respective LGAs, Regional Secretariats and the owners of slaughter facilities. However, very rarely they communicate to the President's Office - Regional Administration and Local Government while the same reports were not presented to the Ministry for Livestock and Fisheries or Ministry for Health.

Nevertheless, it was further reported that the Local Government Authorities seldom presented their inspection results to the Regional Secretariats and President's Office - Regional Administration and Local Governments as well to the Ministry for Agriculture Livestock and Fisheries or the Ministry of Health.

Regional Secretariats similarly, did not communicate to the Ministry for agriculture and seldom did they do to the Ministry for health, Local Government Authorities, Tanzania Food and

Drugs Authority, and the President's Office - Regional Administration and Local Government. As a result, there was inadequate implementation of the recommendations from the inspections.

The report described that, failure to communicate the inspection reports to all key stakeholders, affected the implementations of hygienic condition because other actors whom were also the decision makers missed the opportunity of using the same information, as a basis for taking corrective measures. Furthermore, the audit has reported inadequate coordination among key stakeholders in the livestock sector which contributed to the problem. Failure of properly documenting the inspection results also was due to the lack of a close supervision and enforcement with in the slaughter facilities.

ii) Unclearly defined reporting relationships

Despite of the fact that health officers (food inspectors) from the Ministry for health were also conducting food inspections and prepared food inspection reports, those reports were not shared with the Tanzania Food and Drugs Authority.

The Ministry for Health stated that, it was hard to share their reports with the Tanzania Food and Drugs Authority since they were the parent ministry and Tanzania Food and Drugs Authority was responsible to be provide such information.

Lack of a clearly reporting and information sharing mechanism, hindered the ability of the government entities to enforce the TFDA Act and in that aspect, it could not minimize the food-borne diseases in the country.

iii) Un-harmonized inspection activities at ports of entry

Food inspectors from both the Ministry for Health and the Tanzania Food and Drugs Authority were conducting food inspections. The Ministry for Health's inspectors conducted food inspections as per the Public Health Act No. 12 of 2009 alongside the Tanzania Food and Drugs Authority's food inspectors.

Both of them were conducting a similar kind of inspections aiming at food safety. This indicated that despite of food inspection being one of the activities of the Tanzania Food and Drugs Authority, there were no demarcations in relation to food inspection among different actors. Repetitive food inspections by various regulatory organs, could result in unnecessarily bothering food importers/manufacturers and lead to an increased cost of operating business in the country.

iv) *Ineffective coordination between the PO RALG and Sector Ministries*

There was no good coordination between the President's Office - Regional Administration and Local Government (PO-RALG) and the sectorial ministries. PO-RALG, did not have key performance indicators for the Local Government Authorities and Regional Secretariats to assess their performance in livestock sector specifically, in hygiene conditions of abattoirs and meat safety.

There was no report available at PO-RALG similarly, showing the performance of livestock service by the Local Government Authority, despite of having a coordinator responsible for the sector. The only report available was related to the agricultural sector development programme, whereas the element of hygiene in meat production was not covered during the planning and implementation of the various strategies.

The Livestock Development Strategy of 2010 also, requires for the establishment of mechanisms for the joint co-ordination of the control of zoonotic the diseases between the Ministry for Livestock and Fisheries, the Ministry for Health and the President's Office - Regional Administration and Local Government, for the purpose of safe guarding the public health.

Instead, the three ministries seldom met and their meetings were only through the task force in case of worsening unhygienic situations. It was reported during the audit process that, the approach employed to manage and monitor hygienic conditions in meat production process, was unsustainable due to the lack of ownership and clearly defined lines of accountability.

4.7 Inadequate reporting of food safety management results

4.7.1 Results of imported goods inspection inadequately communicated

The follow-up audit on the management of inspection of imported goods noted that, reason to refer individuals and shipments for further inspection was not fully communicated to the officers examining the secondary examination/inspections and the Tanzania Revenue Authority officials. In addition to that results of the inspections were not always documented.

4.7.2 Food inspections and surveillance results inadequately reported

In accordance to the Tanzania Food and Drugs Authority's Standard Operating Procedures for the inspection of foodstuffs, food inspectors are required to prepare and submit inspection reports. Such reports are regarded as one of the monitoring tools used by the planning unit as well as the Tanzania Food and Drugs Authority's Management, to review the conduct of inspections on the areas underwent to the inspection.

The follow-up audit on the management of food inspection and surveillance at processing plants and ports of entry reported that, the inspection memorandum does not allow inspectors to comment on the previous inspection directives given to the owner of the processing plants and inspection registers, does not show the number of previously implemented or non-implemented directives to be considered for a future inspection.

4.8 Inadequate monitoring and evaluations of inspection of food

The follow-up audit on the management of inspection of imported goods reported that, the Ministry for Industry, Trade and Investments has not yet set performance indicators for assessing the Tanzania Bureau of Standards performance on the inspection activities. When it comes to assess the performance of Tanzania Bureau of Standards, the Ministry assesses whether funds have been utilized according to plan

and the interventions were implemented accordingly and it does not specifically include the matter of imported foods.

This was caused by the Ministry lacking guidelines for conducting monitoring and evaluation performed by its agencies. The existing monitoring indicators focus only on the performance of the sector. This has resulted into not to understand the challenges faced by the Tanzania Bureau of Standards and client/importer, statistical data and other performance information, which could be used as a basis for improving the performance of the Tanzania Bureau of Standards, and hence, increased the risk of the availability of unsafe food in the country.

Furthermore, also it was reported that, TBS had developed an internal monitoring unit but they had not developed monitoring tools and methods to be used, as per the requirements of ISO/IEC guide 17020 (2012). Therefore, there were no monitoring and evaluation reports which have been produced on the inspection performance, but only from the director's record on action taken which had revealed that the internal monitoring was carried out without a clearly defined performance indicators.

However, the performance issues such as the presence of inspection plan, level of inspection coverage, numbers of recommendations issued and implemented, a follow up on the defaulters, the completeness of the inspections and suggestions for the future improvements which are crucial for effective inspections of imported goods were not covered.

Due to that, there is a high possibility of importing substandard food stuffs and affect the health of consumers. This has been caused by lack of well-defined monitoring and performance indicators which address the key performance milestones for the inspection activities and lack of the properly instituted mechanisms for internal monitoring of inspection activities.

The follow-up audit on the management of food inspection and surveillance at processing plants and ports of entry reported an absence of monitoring and evaluation report carried out by the Tanzania Food and Drugs Authority to its five zone offices, to assess the performance of food inspection activities both at the processing plants and ports

of entry. This was caused by inadequate Indicators for the monitoring and evaluation of food inspections. Failure to monitor the performance of inspection activities against the set targets, denied the Tanzania Food and Drugs Authority an opportunity to establish whether they were performing well or lagging behind, on some of the specific objectives established for that particular period.

Needless to report on the performance audit on hygiene control in meat production process which has reported that, the President's Office - Regional Administration and Local Government (PO-RALG) did not monitor the performance of Local Government Authority in delivering safe meat to the public. The focus was only on monitoring activities relating to animal skin production. As a result, it was difficult to understand the extent of unhygienic practices in meat production process.

It was further reported that, the Ministry for Health, Community Development, Gender, Elderly and Children, did not adequately supervise the performance of Tanzania Food and Drugs Authority, in ensuring the adherence of hygienic practices in meat production. Likewise the Ministry for Livestock and Fisheries did not monitor zone veterinary centres in order to ensure that, slaughter facilities within their areas of jurisdiction were identified and the information of animal diseases was reported as required.

This was caused by ineffective reporting systems whereby: (a) reports were not focusing on meat hygiene, (b) lack of defined key performance indicators for monitoring Tanzania Food and Drugs Authority, (c) LGAs and zonal veterinary centres, (d) ineffective coordination between the PO-RALG and Sectorial Ministries, (e) monitoring reports were not shared among the ministries, (f) monitoring and evaluation reports did not address the unhygienic practices in meat production process, and finally, (g) inadequate monitoring and evaluation by Regional Secretariat on food inspections.

CHAPTER FIVE

SAFETY IN HUMAN SETTLEMENT

5.1 Introduction

This chapter presents findings on the safety management in human settlements in the country which were presented in five previous tabled performance audits reports. Findings have covered five aspects of safety in human settlements including fire safety in the public buildings, environmental impacts on human settlements, occupational health and safety hazards, enforcement of development controls in public open spaces and urban planning.

Reported weaknesses have covered key aspects concerning planning, inspections, coordination, reporting of results of safety interventions; monitoring and the evaluation of all activities involving reduction of risks associated with safety in human settlements. The following are details of the reported weaknesses:

5.2 Inadequate Planning for Human Settlements Safety Enforcement Activities

Planning for safety prevention activities in human settlements is necessary for providing guidance and facilitating coordination of safety enforcement activities. The enforcement activities include inspection, and monitoring and evaluation. It also enhances the best utilization of resources as activities will be directed towards achieving the common goals. Five conducted performance audits have reported weaknesses associated with planning for human settlements safety enhancement activities as detailed below:

5.2.1 Plans Lack Strategies and Guidelines with clear targets and milestones

A performance audit report on the enforcement of fire safety in public buildings indicated that, fire and rescue force did not develop inspection plans on fire safety for the public buildings. This was observed at the Fire and Rescue Force Head Office as well as from all five visited Fire Regional

Offices²⁵. Instead, the Fire and Rescue Force was conducting inspections on a daily basis depending on the discretion of the fire officials.

The same performance audit report has indicated that, fire and rescue force lacked targets, milestones and guidelines to accomplish its mission of conducting inspections on fire safety in public buildings. This was reported as a significant contributor towards the increase in fire incidences in public buildings, which have sometimes led to loss of lives of people and properties.

A performance audit report on the enforcements of development control for the planned public open spaces have similarly reported that, PO-RALG had no clear strategies and plans focusing on enforcement of development of the planned public open spaces. This has led into Planning Authorities²⁶ failing to issue title deeds to the Ministries, Departments and Agencies for land and public buildings under their management since they lacked guidance, strategies and plans from the PO-RALG. As a result, public open spaces were encroached and used for different purposes. The designated open space areas were specifically set aside for social and welfares activities such as sports and the like, outdoor and indoor stadia, traditional ngomas which are necessary for the health of community.

It was however indicated in the performance audit on the enforcements of the environmental control systems in the mining sector that, the environmental enforcement plans lacked key performance indicators on objectives and the intended results of the enforcements. As a result, NEMC's plans failed to address the environmental problems in the mining areas, which were more prone to pollution in the environment and had adverse impacts, such as the spillage of toxic chemicals, air and water pollution, destruction of buildings which generally affected human settlements.

5.2.2 Absence of Planning schemes for Urban Planning

A Performance audit report on the management of urban planning has revealed the existence of towns which were haphazardly developed. This was indicated by presence of

²⁵ Dar es Salaam, Mwanza, Arusha Mbeya and Dodoma

²⁶ PO-RALG, Ministry of Lands and Local Government Authorities

houses constructed in hazardous areas such as along the sea/lake shore, on mountains and sometimes very close proximity to the water sources or water storage areas such dams.

This was because 80 percent of towns in the country do not have a proper planning scheme to guide specific land use such as industrial, residential, commercial, infrastructure allocation, recreational, open spaces, and public facilities such as schools, health centres and other similar areas. Poor planning is also blamed for frequent occurrences of floods due to erection of buildings on areas that block storm water drainage systems rendering them unsafe for human settlement.

5.2.3 Plans were not risk based

Furthermore, on the enforcements of all environmental control systems in the mining sector indicated that, the National Environmental Management Council did not prioritize its enforcement plan based on the risk factors such as risk of environmental degradation, type or severity of environmental law violation and geographical areas and human settlements. It was mentioned that, the absence of key reports such as survey reports, database for the previous inspections with non-compliance history of the mines; lack of a clear planning process; coordination and sharing of information within National Environmental Management Council, were the key contributing factors for the having plans that were not based on safety risks assessment for human settlements.

5.2.4 Inadequate allocation of resources for Human Settlement Safety enforcement activities

The enforcements of fire safety in public buildings showed that, fire and rescue Force did not allocate sufficient financial and human resources for inspections of fire safety in public buildings as well monitoring the performance of fire brigades during and after the inspections. It pointed out that, regions with higher records of fire incidences had a higher risk of fire outbreaks, hence, they required more inspections in order to identify and address non-compliance to fire safety.

It was further reported that, the allocation of inspectors was not done equitably, as more inspectors were allocated in regions with a few records of fire incidences as indicated in Table 5.1 below.

Table 5.1: Allocations of Inspectors in comparison to the number of fire incidences in five regions

Regions	Number of fire incidences	Number inspectors	Ratio of fire incidence to Inspector
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 the period from 2013/14 to 2015/16

As indicated in Table 5.1 above, Mbeya and Dodoma regions have a low number of fire incidences, but they had more inspectors allocated to them compared to Mwanza and Arusha. As a result, inspections and monitoring of fire brigades were not adequately conducted in public buildings.

The report has also revealed inadequate allocation of financial resources for inspection of buildings and monitoring of fire brigades as indicated in Table 5.2 below.

Table 5.2: Funds allocated for building inspection and monitoring of fire brigades

Financial Year	Budget allocation (Million TZS)	Amount disbursed (Million TZS)	Percentage of disbursed fund (%age)
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: FRF's Medium Term Expenditure Frameworks Performance for period from 2011/12 to 2015/16

From Table 5.2 above it has been reported that, for the four financial years (2012/13 to 2015/16) the percentage of disbursed funds had ranged from 32 to 95 percent. The

situation was worse in the financial years 2013/14 and 2014/13.

A performance audit report on the management of urban planning has indicated a shortage of 74 percent of personnel for the implementation of urban planning activities, which of course had impaired the enforcements capability of planning authorities to enforce safety issues in human settlements. Poor planning have resulted in occurrence of frequent floods due to allowing building structures that block storm water drainage systems. This in turn facilitated frequent outbreaks of cholera, diarrhea especially during the rainy seasons and in so doing affected lives of people.

5.3 Inadequate Implementation of Safety Activities for enhancing Safety in human settlements

The implementation of activities geared towards enhancing safety in human settlements, was reported to be ineffective. Four performance audit reports highlighted these weaknesses such as quality of activities, adequacy of implementation and focus on the activities in safeguarding the safety in human settlements as detailed below:

5.3.1 Insufficient Implementation of Human Settlement Safety Activities

The report had disclosed that the existing planning authorities had plans but could not implement them. Planned land uses, were changed i.e. most of the encroached industrial areas were turned into residential areas. Reasons indicated in the report include: weak enforcement of laws by the planning authorities which resulted from the overlapping of duties and powers of urban planning activities and lack of coordination among the authorities mainly PO-RALG, Ministry for Lands and Local Government Authorities.

As a result, the construction of residential buildings was done in areas which were prone to floods which in turn jeopardized the safety of those living on low settlements in case of floods which could lead to loss of lives and properties as well.

A performance audit report on the enforcements of development control for the planned public open spaces similarly reported that, the planning authorities did not

effectively enforce development control plans on the planned public open spaces. This was caused by lack of priorities on the enforcement of development control on the planned public open spaces.

As a result, authorities failed to enhance urban safety through the improved urban planning. A total of 573 public open spaces from the 7 visited planning authorities, were not inspected by the respective planning authorities. As a result, 78 percent of the public open spaces for the 7 visited planning authorities were encroached and their intended uses were changed.

The report pointed-out that, failure to conduct inspections, made the planning authorities unaware of areas that have been invaded, and hence, failed to take appropriate actions against defaulters who had encroached such public open spaces. According to this report, this has led to inadequate air circulation, lack of public places for physical exercise and other leisure facilities posing a potential risk for the community's health problem.

Lack of transport facilities, shortage of personnel, a clear plan of inspections and financing of the activities of public open spaces, were cited as the main root causes for the inadequate inspection of public open spaces.

Furthermore, the performance audit on the management of environmental impact assessment on development projects reported that, for the financial year 2010/11 to 2014/15, the National Environmental Management Council managed to review 1,602 out of 3,811 Environmental Impact Assessments reports, of the registered construction projects. This is equivalent to 42 percent of all projects during that period. This means 2,209 registered construction projects, were constructed without reviewing their impacts to the environment and human settlements.

5.3.2 Inspections were not conducted regularly as required

On the enforcement of fire safety in public buildings it was reported that, fire and rescue force did not conduct fire safety inspections in public buildings for more than a year. The report indicated that, the Force was required to conduct

inspections, fire tests, protection facilities, equipment and materials for the purposes of ensuring compliance with safety requirements.

However, the report noted that, some of the key public building premises like Mzumbe University - Mbeya Campus, Mbeya City Council and Dodoma Municipal Council had not been inspected for more than a year inspite of accommodating a large number of residents at once. Premises that do not comply with fire safety requirement carry a significant potential risk in case of any fire outbreak. According to the report, the main reasons for inadequate inspections were attributed to the lack of planning for inspections and sufficient funds, and personnel as well as equipment's:

5.3.3 Unsatisfactory quality of Safety Enhancement Activities

The report on performance audit on the enforcement of fire safety in public buildings have disclosed that, fire and rescue force did not conduct thorough inspections which addressed fire safety weaknesses and associated risks in public buildings. The report pointed out that, the inspected public buildings were still noted to have various weaknesses as indicated in Table 5.3 below.

Table 5.3: Percentage of Inspected Public building still having Weaknesses

Weaknesses not Addressed during inspections	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 extinguisher	20	11	55
Lack of Smoke Detectors	20	11	55
Obstructed escaping routes	14	1	7
Lacking fire-hose reels	11	7	64

Source: Auditors' Analysis made from the physical observation from visited regions

As shown in Table 5.3 above, more than half of the inspected buildings were reported to have defective and expired fire extinguishers, no smoke detectors, and fire hose reels. Lack of enough care by the fire and rescue force officials while conducting inspections, were the root causes.

As a result, owners of the public buildings could not improve their level of compliance with fire safety requirements. Further to that, the situation posed a great risk of loss of properties and lives in case of a fire outbreak.

In addition to that, a performance audit on the management of environmental impact assessment on development projects revealed that, the review of Environmental Impact Assessment and Environmental Impact Statements of projects, were not effective as they did not identify key impacts that would have arisen during the construction stages and highlighted the required mitigation measures. The report cited an example of Dar es Salaam Rapid Bus Transit parking yard, which was built in a low land Jangwani, area which is prone to frequent floods particularly during the heavy rain seasons. As a result, the company has struggled to provide the much needed public transport services during heavy raining season apart from suffering financial losses due to loss of revenue.

5.3.4 Inspections conducted did not focus on risk areas

Normally fire safety inspections conducted by the fire and rescue force are required to focus on high population public buildings and those with a high risk of occurrence of fire, intensive usage of premises and nature of materials stored in such premises. The performance audit report has noted such factors were not considered, when selecting public buildings to be inspected. According to the report, premises which were falling within these categories such as Mzumbe University - Mbeya campus were not inspected, a situation which exposes its residents to all kinds of risk associated to fire outbreaks.

The report further indicated that, inadequate inspections contributed to frequent fire incidences in public buildings. For instance, from 2011/12 to 2015/16 for the five regions visited, a total of 44 people lost their lives, and 80 were

injured. On a similar report, during the same period 40 deaths, and 38 injured people were recorded in Dar es Salaam region alone.

The Focused areas and public buildings to be inspected for fire safety were driven by factors related to the assurance of collecting inspection fees. Areas which were considered to be reluctant in paying were not given inspection priority even if their buildings had a higher fire safety risk.

It was also revealed in the performance audit report on the enforcement of environmental control systems in the mining sector that, the National Environmental Management Council conducted inspections for the enforcement of environmental controls requirements to large mining entities who, had a good technology of handling pollutants compared to other smaller mining entities. The report showed that in 2013/14, the National Environmental Management Council inspected 12 mining facilities out of which, 11 were large mining facilities and only 1 was a small mine. While the environmental degradation impacts caused by small mines were quite visible on the aspect of physical land destruction (pits, mine rock wastes, dust and water pollution) and the use of toxic chemicals for those mining as well the processing gold ores, the National Environmental Management Council failed to prioritize them.

5.4 Inadequate Registrations

Weak registration was pointed out to affect activities regarding safety in human settlements. Three performance audit reports have reported the following:

5.4.1 Inadequate registration of planned public open spaces in urban areas

On the enforcement of development control for the planned public open spaces it was reported that 6 out of 7 visited planning authorities had not initiated processes for registering their planned public open spaces despite of several reminders from PO - RALG. Therefore, 573 planned public open spaces from the seven (7) visited planning authorities, were not registered and had no title deeds. This created a loop hole for dishonest officials to engage and collaborate with individuals, in allocations of land by

changing their usage contrary to the intended purposes. As a result, it was impossible to find places for social activities where general public could have quality leisure time and promote equity and social inclusion in the society.

5.4.2 Inadequate registration of mining facilities and construction development projects by NEMC

Registration of mining facilities and the construction of development projects, is a very important key input for planning necessary enforcement activities in controlling safer human settlements and environment. Therefore, it is important to assess both positive and negative impacts, which might be imposed to the environment as a result of execution of such projects and propose mitigation measures for the potential negative effects. Examples of relevant impacts are such as poor waste water disposal, dust pollution from the mining activities may cause health hazards to people living around the sites, explosion of dynamites in the mining sites might cause cracks in their houses; random disposal of waste and side effects resulting from toxic gaseous emissions including heavy smoke and other pollutants.

The performance audit on the management of environmental impact assessment on development projects has noted that, there was inadequate registration of projects where only 3,811 out of the 15,266 construction projects (equivalent to 25 percent), were registered by National Environmental Management Council from 2010/11 to 2014/15. For instance, this was associated by the absence of tracking system for the information of the proposed construction projects which were registered by the Contractors Registration Board. Most construction development projects were eventually implemented without considering environmental impacts.

In addition to that, the report indicated that LGAs were issuing building permits without proof of having obtained EIA certificates or decisions that have been issued. From 2010/11 - 2014/15, only 24 out of 17,692 projects were issued with building permits and had a proof of EIA decisions. The report also indicated that, business licenses were issued by LGAs without a supporting proof showing that EIA has been conducted. This was attributed by a weak coordination

between the LGAs and the National Environmental Management Council.

It was also disclosed by the performance audit report on the enforcement of environmental control systems in the mining sector, that the National environmental Management Council officials did not know the total number of the registered mining facilities in the country. This was attributed by the absence of proper sharing of information between the National Environmental Management Council and Ministry for Energy and Minerals. The report indicated that, National Environmental Management Council failed to plan properly on the enforcement activities and this may eventually lead to a potential risk of damaging the environment and human settlements.

5.5 Inadequate Coordination of human settlement safety enforcement activities

The two Performance Audit reports, have pointed out weaknesses on the coordination among various stakeholders on the activities related to the enforcement of safety in human settlements.

One of them was the performance audit on the management of the environmental impact assessment process in development projects which reported that, 19 out of 214 projects briefing were shared with the LGAs, Regional Secretariats and relevant Ministries for the review when compared to the number of project briefing received by the National Environmental Management Council. The report indicated that out of 38 projects sampled from the five (5) zones of the National Environmental Management Council, none of the project briefings were available to LGAs, respective Ministries, Regional Secretariats and NEMC zonal offices. The report similarly shows that, out of 214 projects implemented in the eleven (11) sampled Local Government Authorities, only nineteen (19) projects from the five (5) LGAs, had their project briefings available in their respective LGAs.

For the case of the reviewed report of the Environmental Impact Statement/Environmental Audit Statement (EIS/EAS), it was reported that, NEMC did not send copies of the reviewed reports to its stakeholders and zonal offices. This is contrary

to Regulation 23(1) of the Environmental Impact Assessment and Audit Regulations 2005, which require the National Environmental Management Council to submit a copy of EIS/EAS to each MDA and LGA, linked with the project, notify as well invite the general public for comments within fourteen days of the receipt of the environmental impact statement.

During the period of 2010/11 to 2014/15, it was reported that a total of 153 Environmental Impact Statement (EIS), were distributed but there were no records showing that the National Environmental Management Council had received comments from stakeholders, whom were sent with EIS reports for the review (feedback from its stakeholders whom received the Environmental Impact Statement). This was specifically the case for the LGAs located in Dar es Salaam region.

It was furthermore noted that, non-involvement of the stakeholders in reviewing the project briefing and the Environmental Impact Statements, did not guarantee that the project took into account the environmental and safety concerns of all stakeholders with the vested interest to the project. That could have led to the implementation of the projects which could not safeguard the environmental requirements and safety of people living around the area.

Apart from that, non-involvement of the stakeholders was reported to create contradictory decisions between the stakeholders based on their views on the Environmental Impact Assessment results. The report cited an example of an Environmental Impact Assessment certificate which was revoked in 2014 following an appeal made by Minister of Water towards the decision made by the Minister of Environment, after the issuance of Environmental Impact Assessment certificate to the proposed Igumbilo Bus Stand (Iringa Municipal Council). This was due to the concerns raised by the Minister of Water that, the proposed project would add pollutant effluents such as oil, fuel spills/leakages and grease into Ruaha River, where there was already an existing installed water treatment plant that was incapable of treating hydrocarbons.

A performance audit report on the management of urban planning had reported that, planning authorities had not involve other stakeholders such as fire and rescue force,

public entities dealing with utility and basic provision of services such as water, electricity and roads, during the preparation and implementation of their urban planning schemes.

It was further reported that, failure to involve these key stakeholders hampered the smooth provision of the required services such as fire and rescue services, water, electricity because some of the infrastructural requirements were not taken on board. Therefore, Fire and Rescue Force failed to efficiently and adequately provide the basic services of fire and rescue to communities, thereby endangering their safety particularly in case of incidences of fire outbreaks.

5.6 Human settlement safety enforcement activities inadequately monitored and evaluated

5.6.1 Lack of Monitoring Indicators

The performance audit on the management of urban planning has reported an absence of the monitoring indicators or tools against the performance to measure the intended targets on urban planning. Consequently, the monitoring report which was produced had limited information. It stated that, the monitoring reports have shown only the challenges encountered by the planning authorities instead of disclosing what extent the established targets or goals of the division had been achieved, as required by the guidelines for the preparation of the planning schemes.

The audit had also reported that, all seven visited planning authorities with an exception of Babati TC did not monitor the implementation of the detailed schemes. According to the report, inadequate monitoring has led to unplanned development of human settlements which in turn contributed to the lack of the needed services in the newly and growing human settlements and ultimately, put their lives in danger.

5.6.2 Monitoring was not done to a satisfactory level

The performance audit on the management of public open spaces has reported that, the mechanisms used to monitor activities performed by the planning authorities, were not informative enough for the PO-RALG to understand the extent of the implementation of the directives or guidelines which

were issued by PO-RALG. It further reported the presence of a low rate of response on the requested status reports and the absence of the strategies in place, prepared by the Urban Development Department to ensure that PO-RALG was informed of the implementation status for the issued directives and guidelines.

The report on monitoring of LGAs' activities has shown that low priority was given to activities performed by the Urban Development Department. As a result, follow-ups of activities performed by the planning authorities remained un-guided and unregulated. This was because PO-RALG does not even know the exact number of planned public open spaces in the country.

It was also revealed in the performance audit report on the enforcement of fire safety in public buildings that, Fire and Rescue Force did not adequately monitor and evaluate the performance of the regional fire and rescue force brigades, in enforcing fire safety activities. This was because the force did not have a monitoring plan, performance review and appraisal system which could be used to monitor the performance of regional fire and rescue force brigades

It was further reported that, the monitoring plan was not in place, instead the regional fire offices were monitored through by daily operational activities reports from the headquarters and occasionally officers from there paid them a visit.

Failure to have a monitoring plan caused the force to insufficiently manage the fire brigades on the enforcement activities. Furthermore, apart from that the force had not taken adequate efforts to monitor the performance of the enforcement activities.

5.6.3 Inadequate reporting of activities for enhancing safety in human settlements

The performance audit report on the management of urban planning has reported that, not only the planning authorities did not report to the Ministry for Lands and PO-RALG on the implementation of the planning schemes but also the division of physical and urban planning did not make follow-ups on the status of implementation of detailed planning schemes.

The report has mentioned the absence of the formal reporting mechanism established by PO-RALG to track periodic progress of the urban planning activities which were submitted to PO-RALG upon a request. Further it was reported some of the visited planning authorities which were unaware of the existence and functions of the new division of the urban planning indicating inadequate monitoring of PO-RALG to the Planning authorities. This signifies that there was a weakness in monitoring the performance of the Local Government Authorities and ensuring accountability as far as the urban planning activities were concerned.

It was further reported that sub-ward officers did not perform their duties as required they could not produce reports on matters regarding the urban planning and they did not fill the provided registers and make follow-ups on developments undertaken by the citizens in their areas of jurisdiction

Another performance audit report on the enforcement of development controls for the planned public open spaces reported that, the Ministry for Lands did not receive the status reports on the implementation of the master plans, detailed plans and other matters regarding building permits, protection of public open space and changes of land uses.

In addition, the performance audit report on the enforcement of fire safety in public buildings reported that, fire and rescue force as an organization was required to measure performance and provide appropriate performance feedback to the interested parties in order to enhance the improvements in guaranteeing safety against fire outbreaks. This requires timely reporting of the inspection results to the key stakeholders.

However, it is believed that, delays to provide inspection reports to owners of the buildings were noted. For instance, seven (7) out of eleven (11) sampled inspection reports were issued after the mandatory 7 day expiry period. This was due to the fact that, the Force did not prioritize reporting aspects of inspections and making enough efforts to ensure that they reached the owners and/or users of the public buildings.

5.7 Implementation of Recommendations issued for improving Safety in Human Settlements

A follow-up report on the management of Occupational Health and Safety has indicated that audited entities²⁷ took actions to improve safety in human settlements especially at working places.

The report has indicated that, 20 out of 27 (equivalent to 74 percent) of the issued recommendations to all the audited entities, were fully implemented as required, 6 out of 27 (equivalent to 22 percent), were partially implemented and 1 out of 27 (equivalent to 4 percent) was not implemented at all.

According to this follow up report, the Occupational Safety and Health Authority (OSHA) and Prime Minister's Office, Labour, Youth Employment and Persons with Disability, has improved on the following:

The report pointed out that, in 2016 OSHA managed to introduce a new by-laws, which gave OSHA more power to compound offences. According to the report, 22 work places were prosecuted for non- registration in the year 2014/2015 and 9 of them were prosecuted for failure to pay Government bills within the statutory period.

It was further reported that improvement made by OSHA included the strengthened monitoring and evaluation and periodic follow-up inspections. In collaboration with TBS, OSHA managed to develop standards on cement dust, cotton dust, thermal stress, noise levels, light intensity and Ionizing radiation. It has also conducted training needs assessment for the gaps which were regarded as a compulsory in courses such as first aid. Monitoring tools had been developed and operationalized, including follow up visits made to zones by OSHA management at the HQ.

However, the report has indicated that, the Occupational Safety and Health Authority did not manage to develop and put in use a workable strategy, for identifying and registering all unregistered workplaces, guidelines for conducting risk

²⁷ Occupational Safety and Health Authority (OSHA) and Prime Minister's Office, Labour, Youth Employment and Persons with Disability (PMO-LYED)

based Occupational Health, and Safety inspections, prioritize and complete inspections of the highest risk workplaces to ensure effective and efficient use of resources.

It was also indicated that the Prime Minister's Office, Labour, Youth Employment and Persons with Disability, failed to develop occupational health and safety programmes at the national level, monitoring and evaluation plans.

CHAPTER SIX

CONCLUSION

6.1 Introduction

This Chapter presents conclusions drawn from a review and analysis of the findings from the ten performance audit reports analysed in this general report.

6.2 General Conclusion

In general, the audits recognized the government's efforts towards enforcing safety measures and controls in various areas. However, issues revealed by the audit reports lead to the conclusions that, the government has not effectively enforced safety measures and controls in transportation, human settlements as well as food processing and importation. The weaknesses results from lack of risk-based approach in planning and implementation of safety interventions.

The interventions include enforcement of safety laws and standards, registration, inspection, reporting and following ups for results of inspections conducted and sanctioning of defaulters. Other areas which need improvements are coordination, monitoring and performance evaluation of responsible actors regarding safety.

6.3 Specific Conclusions

6.3.1 Inadequate application of risk-based approach in planning and implementation of safety interventions

The audited entities responsible for safety assurance basically, do not apply effectively the risk-based planning and implementation of safety interventions. Among the major reasons contributing to this situation are the lack of a defined risk management framework which is embedded in the processes and interventions used by the government institutions in addressing risks relating to safety. This hinders the efficient allocation of government resources, both human and financial in enforcing safety measures.

For instance, safety interventions used in addressing accidents in marine and road transportation, are not considering issues of risk. Surface and Marine Transportation Regulatory Authority (SUMATRA) and the Tanzania Police Force are not using risk-based approach in planning and implementing their surveys and inspections of ships and the drivers' behaviours respectively.

Similar issues were observed in food safety whereby TBS and TDFA are giving almost equal attention to all kind of foods during the inspections of imported food and food processing activities regardless of the nature and magnitude of the risk associated with such activities or various kinds of food.

In the human settlements it was similarly noted that, in conducting occupational and fire safety inspections risk factors were not given considerations. In urban planning operations, lack of priorities to enforce control on unauthorized development on planned public open spaces, had left a vacuum that rendered planned public open spaces vulnerable to encroachers.

Among few examples which demonstrate this situation was SUMATRA's failure to establish a profile which pinpoints risk areas in Tanzania's water territories. . Apart from not using a risk-based approach in allocating its human resources, surveyors who are responsible to check safety issues, were overworked

According to a census conducted in 2012, there were 15,148 small ships in Mwanza. However, in the financial year 2015/16, SUMATRA conducted 684 surveys. This implied that, almost 95% of small ships operating in Mwanza were not surveyed and inspected. This contributed to more risks in the marine industry since failure to inspect such ships hindered the preparation of risk profile, which is a key input in the marine safety management system.

6.3.2 Ineffective enforcement of safety laws and standards

Regardless of the existence of safety policies and legislations, the government entities responsible for enforcing such laws and safety standards are not effective. In many cases few registrations and safety inspections were conducted and the

coverage was not sufficient to guarantee safe food, transportation and human settlements.

Further, the inspections results were not documented and follow-up was not done to ascertain that the recommendations provided for further improvements were implemented. Also only limited sanctions were applied to defaulters.

Inspections were not adequately conducted in all three areas, namely transportation, food and human settlements.. For instance, SUMATRA failed to register the small ships, and as a result 50% were operating in the mainland Tanzania without registration.

The Tanzania National Roads Agency (TANROADS), does not adequately enforce safety standards regarding installation of roads furniture. For instance, sub-standards road signs, guardrails and road markings, were provided or installed. In addition, there was unattended missing sign roads furniture. The missing signs could lead to road accidents.

Inspection activities conducted by the Ministry for Livestock and Fisheries, Tanzania Food and Drugs Authority and Local Government Authorities, are also not addressing the unhygienic conditions in meat production process effectively and efficiently.

This is indicated by the presence of 98% of slaughter facilities operating without registration. Likewise, the Fire and Rescue Force did not adequately conduct inspections on fire safety in public buildings.

From the financial year 2011/12 to 2015/16, SUMATRA penalised only 1.85% of defaulters who failed to adhere to the safety standards on surface and marine transportation. Likewise, the fire and rescue force did not issue sanctions to owners of public buildings who defaulted fire safety requirements, as provided by the Fire and Rescue Force Act No. 14 of 2007 and its Regulations.

Although Tanzania Food and Drugs Authority's enforcement system allows progressive actions against repeat violators, the Agency seldom imposed sanctions to repeat defaulters.

The processing plants and food importers therefore have a little incentive to improve their processes since there are no substantial consequences for repeatedly violating food safety requirements.

6.3.3 Inadequate coordination among the government entities in the implementation of Safety issues

The government entities involved in ensuring safety in transportation, food and human settlement, have not developed or harmonised safety management systems in their operations, in order to ensure that all associated safety risks were dealt efficiently.

In many cases, it has been noted that, safety was seen holistically by different actors within the government operations. Depending on the mandate of each actor, there was a risk of interference in prioritization of improving safety interventions among actors working in the same sector or industry. This was particularly observed in food inspections conducted at ports of entry.

In Transportation, TANROADS, SUMATRA and Tanzania Police Force do not adequately coordinate among themselves on issues regarding safety in the transportation sector, although their performance was interdependent. In human settlements, the fire and rescue force was not consulted by the Local Government Authorities in the entire process of approving building drawings, to ensure conformity to safety standards.

Furthermore, the National Environmental Management Council did not adequately involve the relevant stakeholders such as the Environmental Management Officers in the review of project briefings. Both the Vice President's Office and the National Environmental Management Council did not facilitate the appointment of the adequate number of the Environmental Inspectors from Local Government Authorities despite of the fact that, LGAs have staff with the right qualifications and skills.

This led to a serious deficit of the environmental inspectors (i.e. 92% deficit). Moreover NEMC did not share Environmental Impact Assessment information with PO-RALG (Sector Coordination Division). As a result, PO-RALG missed

the opportunity to coordinate the environmental impact assessment activities in the areas of their jurisdictions.

In urban planning, government agencies/institutions tasked with the role of providing utility and basic services, such as water, electricity and roads were not involved in planning of schemes. These institutions played vital roles in the implementation and their non-involvement led the government to incur costs associated with the relocation of infrastructure which could have been avoided.

6.3.4 Ineffective monitoring of safety agencies performance by the responsible ministries

Monitoring and evaluation of the performance of safety interventions, in addressing the risk and the performance of the responsible entities are not effective. This is because monitoring and evaluation frameworks designed to measure the performance of actors, and the results of interventions did not define clearly the roles, targets, key performance indicators as well as reporting mechanism, to enhance the effectiveness of monitoring and evaluations.

Lack of this framework, affects the proper documentation of the results or progress made in relation to inputs used for various safety interventions applied. This situation limits effectiveness in using lessons learned and in taking actions for further improvements.

In all the three areas covered, there was no proper system for documenting preventive and corrective actions taken. For instance, Ministry for Works and the Ministry for the Home Affairs did not adequately monitor the performance of the TANROAD, SUMATRA and Tanzania Police Force on issues related to marine, road safety as well traffic inspections respectively, for the purpose of improving safety in marine and road transportation.

Monitoring and evaluation of food inspection operations, including the hygiene control, are not adequately done. Although the Ministry for Livestock and Fisheries, PO-RALG, Ministry for Health have developed monitoring and evaluation plans, they have never adequately conducted a monitoring and evaluation of the hygiene control activities.

The Ministry for Health, lacked a comprehensive plan for monitoring performance of the Local Government Authorities and Tanzania Food and Drugs Authority, on the enforcement of hygiene conditions through their inspections. TDFA delegated inspection activities and registrations of the slaughter facilities to the Local Government Authorities.

However, TDFA did not effectively monitor and supervise performance of the responsibilities it delegated to the Local Government Authorities. In the same way, Ministries responsible for Health and Livestock lacked a well defined effective and functional reporting mechanism on hygiene situation of the slaughter facilities. As a result, most of the infrastructures from slaughter facilities were found to be in unhygienic conditions..

Moreover, in the human settlements, the monitoring of fire brigades was not timely conducted to ensure a real-time and effective mechanism, for enforcing fire safety requirements. Monitoring of planning authorities by the Ministry for Lands, Housing and Human Settlements Developments was not based on the performance indicators.

As a result, the type of monitoring and reporting focused on challenges rather than the extent of the implementation of the approved planning schemes and other set targets. Even when the monitoring was done by the Ministry for Lands, Housing and Human Settlements Development and the President's Office - Regional Administration and Local Government, there was no feedback provided to the Planning Authorities.

This implied that planning authorities were hardly aware of views and recommendations of the Ministry for Lands, Housing and Human Settlements Developments and President's Office - Regional Administration and Local Government, regarding their performance.

Monitoring conducted by the planning authorities was done on an ad-hoc basis as it was not planned and integrated into the planning authorities' Medium Term Expenditure Frameworks. In some of the Local Government Authorities, monitoring of the implemented planning activities was done by land rangers who had been engaged as pilots when the projects were initiated. No evaluation was done in the

implementation of the planning schemes at both the Central and Local Government levels. No wonder that, towns were haphazardly developing and expanding.

CHAPTER SEVEN

RECOMMENDATIONS

7.1 Introduction

Findings and conclusions from the analysis made from the ten performance audit reports, indicate weaknesses in all three areas namely safety in human settlements, food and transportation sectors. This chapter therefore, provides recommendations to the Prime Minister's Office based on the conclusions made in respect of what should be done, in order to address the identified weaknesses, and improve the planning, implementation, registrations, inspections, coordination, reporting, communication, and monitoring and evaluation of safety issues in the country.

7.2 Recommendations on improving safety in Transportation

The Prime Minister's Office should ensure that, the Ministry for Works, Transport and Communication, Ministry for Home Affairs, the Surface and Marine Transport Regulatory Authority, Tanzania National Roads Agency as well the Tanzania Police Force to act as follows:

1. Apply effectively a risk based inspection in planning and conducting safety inspections, in order to address the key risk factors which contribute to more accident to road and marine transportation users.
2. Develop an effective monitoring system, in order to measure the progress made by various users of marine and road transportation, in complying with safety requirements in response to enforcement activities applied.
3. Strengthening the coordination mechanisms especially in the area of sharing information among key actors of the transport sector.

7.3 Recommendations on Improving the Control of Food Safety in the Country

The Prime Minister's Office should ensure that the Ministries for Health, Community Development, Gender, Elderly and Children; Livestock and Fisheries, Industry, Trade and Investments and PO-RALG as well Agencies including the Tanzania Food and Drugs Authority (TFDA) and the Tanzania Bureau of Standards (TBS):

1. Establish mechanism which would enable regular inspections of food processing plants, premises and importation zones as well ensure that food producers, owner of food processing plants and importers comply with laws, regulations and standards on food safety;
2. Establish mechanism, which would ensure an effective coordination of all key players responsible for enforcing food safety during the development and the implementation of plans and strategies, and sharing of information regarding food safety;
3. Develop monitoring and evaluation key performance indicators which would be used to measure the performance of MDAs and LGAs responsible for the enforcement of food safety activities both at the processing plants, slaughter facilities and Ports of Entry; and
4. Develop a system to ensure the availability of sufficient resources both personnel, equipment and financial to handle food safety enforcement activities.

7.4 Recommendations on improving safety in Human Settlements

The Prime Minister's Office should ensure that, the Ministries for Lands, Housing and Human Settlements, Home Affairs - Fire and Rescue Force; President's Office - Regional Administration and Local Government (PO-RALG), Vice President's Office -

Directorate of Environment and the National Environmental Management Council (NEMC):

1. Establish a mechanism which would ensure an effective coordination of all key players responsible for enforcing safety in human settlements during the development and implementations of plans and strategies, and information sharing regarding safety in human settlements; and
2. Develop monitoring and evaluation key performance indicators which would be used to measure the performance of MDAs and LGAs, responsible for the enforcement of safety in human settlements activities.

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APPENDICES

Appendix 1: List of Audit Objectives of Individual Performance Audits

SN.	Report Title	Year Published	Audit Objective	Specific Audit Objective
1.	Management of Road furniture	2017	The objective of this audit was to determine whether the Ministry of Works, Transport and Communication (MoWTC) through Tanzania National Roads Agency (TANROADS) effectively manage roads furniture which is important for safety in road transportation	<ul style="list-style-type: none"> a) To determine whether TANROADS consider needs of road users when planning for provision of roads furniture; b) To determine whether TANROADS adequately maintain roads furniture; c) To assess whether MoWTC effectively monitor and evaluate roads furniture activities; and d) To assess whether there is coordination between MoWTC, TANROADS and other key stakeholders in the management of roads furniture.
2.	Surveys and Inspections Vessels in Marine Transportations	2017	The overall objective of the audit was to assess whether the Ministry of Works, Transport and Communication (MoWTC) and Surface and Marine Transport Regulatory Authority (SUMATRA) effectively manage surveys and inspections of vessels to ensure safety in maritime transportation.	<ul style="list-style-type: none"> a) To determine whether SUMATRA sets adequate plans for surveys and inspections of vessels. b) To assess whether SUMATRA adequately implements plans for surveys and inspection of vessels c) To assess the extent to which SUMATRA enforces compliance with safety standards through surveys and inspections of vessels. d) To assess the extent to which MoWTC conducts monitoring and evaluation on issues of safety in maritime transportation.

SN.	Report Title	Year Published	Audit Objective	Specific Audit Objective
3.	Traffic inspection		The purpose of the audit was to examine whether traffic inspections and speed limits were risk based and were managed efficiently and effectively.	<p>a) To determine whether the management of the inspection service is risk based and efficiently and effectively conducted.; and</p> <p>b) To determine whether speed limits are risk based and managed efficiently?</p>
4.	Management of inspection of imported goods	2014	The overall objective of the audit was to assess whether the Tanzania Bureau of Standards (TBS) minimizes substandard goods importation to the country by conducting adequate and periodical inspections of imported goods effectively.	<p>a) Assess whether the management of inspection of imported goods is conducted by considering risk based approach;</p> <p>b) Assess whether the whether the Ministry of Industry and Trade conduct monitoring and evaluation of the inspection activities on imported goods conducted by Tanzania Bureau of Standards</p> <p>c) Establish if there are weaknesses on the inspections of imported goods and find out the reasons for the existence of such weaknesses or non-inspection of imported goods by Tanzania Bureau of Standards in the entry points.</p>
5.	Hygiene Control in Meat Production Process	2016	The main objective of the audit was to assess whether the Ministry of	<p>Assess</p> <p>a) The extent to which the meat production activities are conducted in hygienic condition in order to ensure delivery of safe meat to the public;</p>

SN.	Report Title	Year Published	Audit Objective	Specific Audit Objective
			<p>Agriculture, Livestock and Fisheries (MALF), President's Office Regional Administration and Local Government (PO RALG) and the Ministry of Health, Community Development, Gender, Elderly and Children (MoHCDGEC) have efficient and effective hygiene practices and control mechanism in meat production process so as to ensure safe and wholesome meat is delivered to the public.</p>	<p>b) Whether Ministry of Agriculture, Livestock and Fisheries (MALF), Tanzania Food and Drugs Authority and Local Government Authorities conduct inspection activities of meat production process in effective and efficient manner; and</p> <p>c) The extent of monitoring and evaluation of the existing hygiene control systems in meat production process done by Ministries (MALF, PO RALG and MoHCDGEC).</p>

SN.	Report Title	Year Published	Audit Objective	Specific Audit Objective
6.	Management of Food Inspection	2014	The main objective of the audit was to determine whether Tanzania Food and Drugs Authority fulfills its objectives to control safety and quality of food in the country by conducting and managing food inspections.	<p>To determine whether:</p> <ul style="list-style-type: none"> a) TFDA has risk-based plan(s) for the inspection and surveillance of food processing plants and ports of entry; and rationally allocate resources to areas of greater risk for unsafe food; b) TFDA conducts risk based inspection and surveillance of food processing plants and at the ports of entry so as to minimize availability of unsafe food in the market and protect consumers' health; and c) TFDA conducts periodical monitoring and evaluation of food inspection and surveillance conducted at the ports of entry and food processing plants and use that information to improve the conduct of inspections.
7.	Enforcement of Fire Safety in public buildings	2017	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.	<ul style="list-style-type: none"> a) inspections conducted by Fire and Rescue Force on public buildings on fire safety; 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; <ul style="list-style-type: none"> • follow ups conducted by Fire and Force on the implementation of inspection recommendations; and • sanctions issued by Fire and Rescue Force to defaulters of fire safety requirements.

SN.	Report Title	Year Published	Audit Objective	Specific Audit Objective
8.	Environmental Impact Assessment in Development Projects	2016	The overall objective of the audit was to assess whether the VPO and NEMC did adequately manage the EIA process prior to project implementation in development projects	To assess whether: a) NEMC plan for EIA activities; b) NEMC register and screen projects to determine whether the EIA be undertaken or not; c) NEMC review the EIS/EAS9; d) NEMC and VPO coordinate the EIA Process.
9.	Management of Urban Planning	2016	The overall objective of the audit was to determine whether the Ministry of Lands, Housing and Human Settlements Development and the Prime Minister's Office Regional Administration and Local Governments manage urban settlements through urban planning systems and practices in Tanzania.	a) Assess whether or not the Planning Authorities develop and use General Planning Schemes to guide the development of urban settlement; b) Assess whether or not planning strategies developed by Planning Authorities address the existing problems of urban systems and practices in Tanzania; c) Assess whether or not the Ministry of Lands, Housing and Human Settlement Development, Prime Minister's Office Regional Administration and Local Governments are enforcing the implementation of existing/developed plans; and d) Determine whether or not the Ministry of Lands, Housing and Human Settlements Development and Prime Minister's Office Regional Administration and Local Governments monitored and evaluated the urban planning activities.

SN.	Report Title	Year Published	Audit Objective	Specific Audit Objective
10	The Enforcement of Development Control for the Planned Public Open Spaces in Tanzania	2015	The main objective of the audit was to assess whether President's Office - Regional Administration and Local Government through its Planning Authorities is effectively enforcing Development Control for the planned Public Open Spaces.	<p>a) Assess whether Planning Authorities established strategies and plans to ensure planned Public Open Spaces are protected/safeguarded;</p> <p>b) Assess whether the Planning Authorities effectively enforce development control plans on the management of Public Open Spaces; and</p> <p>c) Assess the adequacy of a system for reporting encroachers on Public Open Spaces and actions taken against them.</p>
11.	OSH		The purpose of the audit was to examine whether the OHS-workplace registrations, inspections and resources available are managed efficiently and effectively.	<p>to assess whether:</p> <p>a) OSHA manage the occupational health and safety inspection services efficiently;</p> <p>OSHA use its resources efficiently;</p> <p>b) the responsible authorities ensure that monitoring and evaluation of OSHA's performance is carried out efficiently</p>
12.	Compliance Monitoring and Enforcement of Environmental Policies, Laws and Regulations as Regards to	2015	The overall objective of the audit was to assess whether the Vice President's Office (VPO) through Director of Environment and the National Environment Management Council (NEMC) have effective processes to ensure compliance with	<p>a) Assess whether Director of Environment(DoE) and NEMC have adequate risk based environmental enforcement plans for mitigating environmental impacts caused by petroleum activities;</p> <p>b) Assess whether NEMC inspects, reports, sanctions or conducts follow-up on the implementation of</p>

SN.	Report Title	Year Published	Audit Objective	Specific Audit Objective
	Petroleum Exploration Activities in Tanzania		environmental policies, laws and regulations as regards to petroleum exploration activities in Tanzania, and if such processes are implemented.	<p>environment control systems in the areas with petroleum exploration activities;</p> <p>c) Assess whether DoE and NEMC adequately coordinate with other sector ministries, agencies, departments and other government institutions in environment conservation issues; and</p> <p>d) Assess whether DoE monitors the performance of NEMC and also how NEMC monitors its performance of enforcement to ensure compliance with environmental conditions on petroleum exploration activities.</p>

Appendix 2: Analysis of Scope and Sampling Methodologies for Individual Performance Audit reports

SN	Report Title	Auditee	Intervention Audited	When (coverage)	Sampled Areas
1.	Management of Roads Furniture in Tanzania	1. Ministry of Works, Transport and Communication (MoWTC) 2. TANROADS.	1.Provision of the roads furniture (road signs, markings, safety barriers and traffic signals), 2.Maintenance of roads furniture, monitoring of roads furniture and coordination among the key actors and stakeholders. 3.The audit scope covered both new and existing roads. The Performance	Five financial years, from 2011/2012 up to 2015/2016.	Selected roads with a total length of 1,395 kilometres which are equal to 4 percent of 33,287 km of national roads (trunk and regional roads). Due to homogeneity nature of the road network in Tanzania, the selected sample of roads represents the total population of roads in the country. The eight (8) roads were randomly selected from the road network base on geographical representation and condition i.e. existing and newly constructed. The audit covered only the paved part of the road network.
2.	1.Management of Surveys and Inspections of Vessels in Maritime Transportation	1. Ministry of Works, Transport and Communication 2. Surface Marine Transport	1. Planning, implementation of plans, 2. enforcement of safety standards as well a	The audit covered a period of five financial years from 2011/2012 to 2015/2016 because during this period,	Three regions namely Dar-es-Salaam, Mwanza and Tanga were covered. Priority was given to these regions as they have a lot of maritime transportation activities and

SN	Report Tittle	Auditee	Intervention Audited	When (coverage)	Sampled Areas
		Regulatory Authority (SUMATRA)	3. Monitoring and evaluation of surveys and inspections of vessels.	SUMATRA introduced SUMATRA introduced second corporate strategic plan (2013/14-2017/18) which aimed at reducing accidents and incidents to zero for ships and by 50 percent each year of small ships.	tremendous survey and inspection activities
3.	The Management Of Traffic Inspections And Speed Limits In Tanzania	<ol style="list-style-type: none"> Ministry of Works, Traffic Tanzania Police Force. 	<ol style="list-style-type: none"> The first audit question is focused on whether the traffic police management of traffic inspections is risk based. Speed limits in various roads are 	Four years period starting from January, 2007 - December, 2010..	Data was collected from nine (9) of 21 regions in Tanzania Mainland.6 Highways, Regional and District roads were covered including passengers' and goods vehicles. The selected nine regions included five regions with high rates of crashes while the remaining four regions had low rates of crashes

SN	Report Title	Auditee	Intervention Audited	When (coverage)	Sampled Areas
			adjusted to suit the quality of roads, traffic conditions and crashes that have occurred.		
4.	Management Inspection of Imported Goods	1. Tanzania Bureau of Standards (TBS) 2. Ministry of Industry and Trade (MoIT).	1. The scope of this audit is mainly on the Inspections of imported goods at the entry points. 2. The audit focused on the routine inspection ²⁸ of imported goods in the country. Issues such as planning, guiding, coordinating, prioritizing of activities, the	Three financial years i.e. from 2010/11 up to 2012/13 in order to establish the trend of the performance over period of time.	Four (4) Entry points, ten (10) Inland Container Depots and the Tanzania Revenue Authority. The selection of the Entry points and Inland Container Depots were based on the size of the port and depot used to import various goods, type of consignments imported, origin of the consignments and mode of transportation used.

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- ²⁸ Routine inspection are planned and carried-out every time imported consignments/cargo arrives at all entry points.

SN	Report Title	Auditee	Intervention Audited	When (coverage)	Sampled Areas
			<p>carrying out of inspections, reporting results of inspection and monitoring and evaluation of the inspection results of imported goods were covered.</p> <p>3. Other issues included in the audit were enforcement and conformity to the standards of goods, enforcement of the law upon non-conformity to the standards e.g. sanctions etc. and sensitization campaigns to the general public with respect to</p>		

SN	Report Title	Auditee	Intervention Audited	When (coverage)	Sampled Areas
			the quality of imported goods.		
5.	Management of Hygiene Control Mechanism in Meat Production Process	<ol style="list-style-type: none"> Ministry of Livestock and Fisheries(MALF) President's Office - Regional Administration and Local Government (PO RALG) Ministry of Health, Community Development, Gender, Elderly and Children (MoHCDGEC). 	<ol style="list-style-type: none"> The audit covered the extent to which meat production is carried out in hygienic conditions, inspection activities in meat production and transportation chain. Monitoring and evaluation activities of hygiene control mechanisms in meat production process conducted 	<p>The audit covered five fiscal years from 2010/11 - 2014/15 so as to realize the adequacy and improvements made as a result of recommendations given when inspections and monitoring of meat production process were carried-out with an intention of addressing</p>	<ul style="list-style-type: none"> Seven Local Government Authorities²⁹ were sampled based on the availability of slaughter house and abattoir, geographical representation and number of animals slaughtered. Two (Lake and Southern Highland) out of five TFDA zonal offices were Covered; and three (Central, Lake and Southern west) out of eight Veterinary Zonal Offices were visited to obtain information on inspection activities. Twelve (12) slaughter facilities (abattoirs and slaughter houses) from the sampled LGAs were covered in order to get a real

²⁹ Ilala, Kinondoni, Dodoma, Sumbawanga and Moshi Municipalities; Mbeya and Mwanza Cities

SN	Report Title	Auditee	Intervention Audited	When (coverage)	Sampled Areas
			by ministries and LGAs were also covered.	underlying problems of unhygienic conditions in meat production process.	<p>situation of hygienic practices in meat production process.</p> <ul style="list-style-type: none"> The kind of meat produced in the selected slaughter facilities were cattle, chicken, goats and sheep.
6.	Management of Inspection and Surveillance at Food Processing Plants and Ports of Entry	1. Tanzania Food and Drugs Authority (TFDA)	<p>1. Within TFDA, an audit was conducted on the Food Inspection and Surveillance programme and focused on the planning, implementation, monitoring and evaluation of food inspections and surveillance at the processing plants and ports of entry.</p> <p>2. The TFDA conducts various</p>	Four-year period i.e. from 2009/10 to 2012/13.	<p>The inspection of foods is carried out by five TFDA Zone Offices. The five zones are: Eastern, Southern, Central, Northern, and Lake Zones.</p>

SN	Report Title	Auditee	Intervention Audited	When (coverage)	Sampled Areas
			kinds of inspections namely; investigative, follow-up, special, routine and audit inspections. However, the main focus of this audit was on the routine food inspection which is dominant and regular.		
7.	The Enforcement of Fire Safety in public buildings	1. Fire and Rescue Force under the Ministry of Home Affairs.	1. Enforcement of fire safety requirements in the public buildings. 2. The focus include installation, periodic	1. The audit covered five (5) financial years from 2011/12 to 2015/16	Data were collected from five regional fire offices and other stakeholders including Prime Minister's Office - Disaster Management Agency (PMO- DMA) as well as from Government Authorities (LGAs

SN	Report Title	Auditee	Intervention Audited	When (coverage)	Sampled Areas
			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.		
8.	Management Of Environmental Impact Assessment Process In	National Environment Management Council (NEMC)	1. Planning for EIA activities, 2. Registration and screening projects to determine	Five (5) financial years from 2010/11 to 2014/2015	The audit team randomly selected thirty eight (38) development projects that were implemented by NEMC during the audit period. The projects were implemented in the

SN	Report Title	Auditee	Intervention Audited	When (coverage)	Sampled Areas
	Development Projects	Vice president's office (VPO)	whether the EIA be undertaken or not, 3. Review the EIS/EAS and 4. Coordination the EIA Process		four (4) NEMC zonal offices which are Mtwara in Southern zone, Mbeya in Southern Highlands zone, Mwanza in Lake zone and Arusha in Northern zone. The projects covered four main sectors which are natural resources, industry, infrastructure, and constructions. In addition, Five(5) City Councils namely Mbeya, Tanga, Arusha, Mwanza and Dar es Salaam along with six (6) Municipal Councils and one District Council were randomly selected
9.	Management of Urban Planning	1.Ministry of Lands Housing and Human Settlements	Development of planning schemes, strategies and their implementation as well as monitoring	The audit covered three financial years (from July 2010 to June 2013)	1.Seven ³⁰ Local Government Authorities were selected. The selection of the LGAs was done based on the four categorization of local governments authorities in

³⁰ Dares Salaam and Mbeya City Councils, Temeke Municipal Council, Babati and Kahama Town Councils, and Newala and Kigoma District Councils

SN	Report Title	Auditee	Intervention Audited	When (coverage)	Sampled Areas
		<p>Development (MLHSD)</p> <p>2.Prime Minister's Office Regional Administration and Local Government (PMO-RALG)</p>	and evaluation of planning schemes		<p>Tanzania namely city, municipal, district and town councils) as well as the geographical representation of the country. However, the selection of councils using these attributes was based on random sampling.</p> <p>2.The audit also involved the Capital Development Authorities (CDA) in Dodoma Municipality, because it is the only independent parastatal authority with mandate to deal with urban planning in Tanzania. Therefore, CDA was selected for the purposes of establishing its performance under Independent authority.</p>

SN	Report Title	Auditee	Intervention Audited	When (coverage)	Sampled Areas
10.	The Enforcement of Development Control for the Planned Public Open Spaces In Tanzania	President's Office - Regional Administration and Local Government (PO-RALG)	<p>The enforcement of development control for the planned Public Open Spaces in planning authorities.</p> <p>More specific, the audit focused on the established strategies and plans to ensure protections of the planned Public Open Spaces, enforcement of development control plans, and system used for reporting encroachers as well as actions taken against them.</p>	<p>The audit covered five financial years from 2011/12 to 2015/16 due to the fact that during this period many cases of Public Open Spaces were invasion reported.</p>	<p>2. Six Municipals were selected based on low and high number encroachments cases as well as municipal with high population density.</p> <p>3. Capital Development Authority (CDA) in Dodoma was also selected for comparing its performance to other Planning Authorities. The Authority has a duty to prepare and implement plans for Dodoma as the Capital of Tanzania.</p>
11.	Management of Occupational Health and Safety	<p>1. The Ministry of Labour and Employment (MoLE) and</p> <p>2. Occupational Safety and</p>	<p>Management of workplaces</p> <ol style="list-style-type: none"> 1. Registrations, 2. Inspections 3. Resources allocation 	<p>The audit scope covered the period of three years starting from June, 2009 - June, 2012.</p>	<p>Data was collected from four (4) regions out of 24 regions in Tanzania Mainland. The four visited regions were chosen from four zones as per OSHA (i.e.one from each zone). The selected areas were based on the categorization of economic</p>

SN	Report Title	Auditee	Intervention Audited	When (coverage)	Sampled Areas
		Health Authority (OSHA)	4. Monitoring and evaluations		activities carried out in each region, the areas with many and few workplaces.
12	Compliance Monitoring and Enforcement of Environmental Policies, Laws and Regulations as Regards to Petroleum Exploration Activities in Tanzania	1. National Environmental Management Council (NEMC) and Vice President's Office (VPO) Directorate of Environment. VPO	Areas audited include: planning system, implementation, coordination, monitoring and evaluation of environmental enforcement activities in the petroleum sector	The audit covered five financial years from 2010/11 up to 2014/15	The audit was based in Dar es Salaam, Mtwara, Lindi and Kigoma regions. This audit focused on off-shore and on-shore activities. Mtwara and Lindi regions were visited due to the fact that majority of off-shore operations are taking place in these two regions, however Kigoma region was also visited where onshore activities are taking place.

Appendix 3: SDG Goal 11 Make cities and human settlements inclusive, safe, resilient and sustainable

The sustainable Development Goal Number 11 calls for making cities and Human settlements inclusive, safe, resilient and sustainable. The table below provides an analysis of the target set, performance indicator and the main observations made by the performance audits conducted on the area of human settlements:

Target	Indicators	Specific Performance Audit Report addressing the indicator	Observation from the Performance Audit Report in relation to the indicator
<i>Sub-Goal 11.1:</i> By 2030, ensure access for all to adequate, safe and affordable housing and basic services and upgrade slums	Proportion of urban population living in slums, informal settlements or inadequate housing	Performance Audit report on the Management of Urban Planning	Most of towns do not develop and update General Planning Schemes to guide the development of towns Insufficient Monitoring and Evaluation of urban planning activities
<i>Sub-Goal 11.3:</i> By 2030, enhance inclusive and sustainable urbanization and capacity for participatory, integrated and sustainable human settlement planning and management in all countries	Ratio of land consumption rate to population growth rate Proportion of cities with a direct participation structure of civil society in urban planning and management that operate regularly and democratically	Performance Audit report on the Management of Urban Planning	Most of towns do not develop and update General Planning Schemes to guide the development of towns Insufficient Monitoring and Evaluation of urban planning activities

Target	Indicators	Specific Performance Report addressing the indicator	Observation from the Performance Audit Report in relation to the indicator
<p>Sub-Goal 11.5: By 2030, significantly reduce the number of deaths and the number of people affected and substantially decrease the direct economic losses relative to global gross domestic product caused by disasters, including water-related disasters, with a focus on protecting the poor and people in vulnerable situations</p>	<p>Number of deaths, missing persons and persons affected by disaster per 100,000 people</p> <p>Direct disaster economic loss in relation to global GDP, including disaster damage to critical infrastructure and disruption of basic services</p>	<p>Environmental Impact Assessment in Development Projects</p> <p>Performance Audit report on the Management of Urban Planning</p> <p>Enforcement of Fire Safety in public buildings</p>	<p>Inadequate environmental Assessment in Development Projects</p> <p>Most of towns do not develop and update General Planning Schemes to guide the development of towns</p> <p>Insufficient Monitoring and Evaluation of urban planning activities</p>
<p>Sub-Goal 11.6: By 2030, reduce the adverse per capita environmental impact of cities, including by paying special attention to air quality and municipal and other waste management</p>	<p>Proportion of urban solid waste regularly collected and with adequate final discharge out of total urban solid waste generated, by cities</p>	<p>Environmental Impact Assessment in Development Projects</p> <p>Environmental Impact Assessment in Mining Sector</p>	<p>Inadequate Environmental impact assessment in development Projects</p> <p>Inadequate environmental impact assessment in Mining sector</p>

Target	Indicators	Specific Performance Report addressing the indicator	Observation from the Performance Audit Report in relation to the indicator
	Annual mean levels of fine particulate matter (e.g. PM2.5 and PM10) in cities (population weighted)		
Sub-Goal 11.7: By 2030, provide universal access to safe, inclusive and accessible, green and public spaces, in particular for women and children, older persons and persons with disabilities	<p>Average share of the built-up area of cities that is open space for public use for all, by sex, age and persons with disabilities</p> <p>Proportion of persons victim of physical or sexual harassment, by sex, age, disability status and place of occurrence, in the previous months</p>	The Enforcement of Development Control for the Planned Public Open Spaces In Tanzania	Inadequate implementation of development controls in managing Public open Spaces
Sub-Goal 11.8: Support positive economic, social and environmental links	Proportion of population living in cities that	Performance Audit report on the Management of Urban Planning	Most of towns do not develop and update General Planning Schemes to guide the development of towns

Target	Indicators	Specific Performance Report addressing the indicator	Observation from the Performance Audit Report in relation to the indicator
between urban, per-urban and rural areas by strengthening national and regional development planning	implement urban and regional development plans integrating population projections and resource needs, by size of city	Enforcement of Fire Safety in public building	Insufficient Monitoring and Evaluation of urban planning activities Inadequate enforcement of fire safety Measures in Public Buildings
<i>Sub-Goal 11.9:</i> By 2020, substantially increase the number of cities and human settlements adopting and implementing integrated policies and plans towards inclusion, resource efficiency, mitigation and adaptation to climate change, resilience to disasters, and develop and implement, in line with the Sendai Framework for Disaster Risk Reduction 2015-2030, holistic disaster risk management at all levels	Proportion of local governments that adopt and implement local disaster risk reduction strategies in line with the Sendai Framework for Disaster Risk Reduction 2015-2030a Number of countries with national and local disaster risk reduction strategies.	Enforcement of Fire Safety in public building	Inadequate enforcement of fire safety Measures in Public Buildings