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TAN 055

# Kigoma Water Programme

## Inspection Report

November/December 1991

TAN/21



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## ACRONYMS

AFYA	Regional Health Department
CP	Community Participation
CPHE	Community Participation and Health Education
DDC	District Development Committee
DDF	District Development Fund
DED	District Executive Director
DIC	District Integration Committee
DMT	District Management Team
DWE	District Water Engineer
FC	Finance Controller
KIDEP	Kigoma Integrated Rural Development Programme
MAENDELEO	Local Committee Department
MAJI	Water (Department)
O&M	Operation and Maintenance
PMO	Prime Minister's Office
RC	Regional Commissioner
RDC	Regional Development Committee
RDD	Regional Development Director
RPC	Regional Planning Committee
RMT	Regional Management Team
RPLO	Regional Planning Officer
RUDEP	Rukwa Integrated Rural Development Programme
RWE	Regional Water Engineer
SC	Regional Steering Committee for Integration planning and implementation
TA	Technical Advisor
TAP	Technical Assistant Personnel
WS	Water Supply

## EXECUTIVE SUMMARY

The numbering of the Executive Summary follows the numbering of the main Chapters of the Report.

The main findings and recommendations may be briefly summarised as follows.

- (a) The Decentralisation policy may be accelerated by supporting and encouraging the process through the planning, implementation and budgetary support of the Programme;
- (b) The Regional administration's activities will consequently decrease with decreased support from the Programme;
- (c) The Programme should improve its utilisation of the facilities and services which increasingly are made available on the local market, both at District and Regional level;
- (d) The KIDEP integration shall be effective as from 1.07.92. The integration process must therefore start immediately and relevant recommendations are made to this effect;
- (e) The Annual Meeting should be institutionalised as THE decision-making forum, necessitating corresponding procedures and authorised representation;
- (f) The Programme's procedures and routines, particularly with reference to cost and activity reporting should be improved and corresponding proposals are made;
- (g) The future manpower requirements should be thoroughly assessed in view of the planned activities with a corresponding plan for the phasing out of TAP;
- (h) The roles and corresponding Job Description of the TAs and key Tanzanian personnel should be reconsidered in light of the Report's recommendations;

The reader of this report should note that a number of the recommendations require urgent attention and action.

## 1. INTRODUCTION

In the Annual Meeting which took place in April this year, NORAD expressed concern about the Region's general unpreparedness and absence of key representatives of the Regional Authorities. NORAD interpreted this situation as lack of commitment on behalf of the Region for the Water Programme. NORAD concluded therefore that continued support to the Water Programme would depend upon demonstration of proper activity planning and annual budgets, strict cost control, physical progress and adherence to the conditions laid down in the Programme and Country Agreements.

Based on Article II. 1 of the Programme Agreement, NORAD decided to carry out an inspection of the Programme.

The inspection was performed by a Team, comprising Messrs. Aage Krüger of NVE(Norwegian State Authority for Energy and Water Resources) and Bjørn Lunøe, Scanteam International A.S., a Norwegian Consulting Company.

The main purpose of the Inspection was to provide a dialogue between representatives of Kigoma Region and NORAD as to the future of the Programme and the two parties' role in its future implementation.

The Programme Agreement and the Terms of Reference for the Inspection are enclosed as Appendix 1 and 2 respectively.

The Team's visit to Kigoma took place from 10.11 - 29.11.91

All observations and recommendations are those of the Team members only.

## 2. BACKGROUND

NORAD's assistance to the Water sector in Tanzania dates back to the mid 1970s when hydrological studies were undertaken in several regions in Western and South-Western Tanzania. Support to the Regional Water Supply Programme began in 1979 with the preparation of the two Water Master Plans for the Rukwa and Kigoma Regions. Based on the recommendations of the Water Master Plan, the support to the Water Programme was initiated in 1981.

The Implementation Programme started in 1983 and is now approaching the end of its third stage or Phase V (1989 - 1991).

Joint NorwegianTanzanian Reviews have lately been conducted in 1987, 1989 and 1990 to monitor and propose adjustments to the Programme, particularly with reference to the appropriate level of technology and the policy of decentralisation, and to look at the question of the Programme's integration into KIDEP.

### 3. POLICY DOCUMENTATION AND POLICY FORA

#### Agreements and Annual Meetings

The Team concludes that the basic policy documentation for the Programme is as follows:

- (a) Country Agreement;
- (b) Programme Agreement;
- (c) The Agreed Minutes of the Annual Meetings;

With reference to the latter, the Team observes that the Annual Meetings could be better utilised as a decision making forum than has been the case to date. In this context a number of detailed recommendations are made with specific reference to:

- (i) the procedures for preparing the necessary documentation for the Meeting. Special reference is made to the need for the Region/Districts to receive a planning figure from NORAD well in advance of the Budgeting process; and
- (ii) the timing, the conducting and the composition of the Meeting itself. The importance of the formulation of the Agreed Minutes to ensure its utilisation as a decision making document is discussed and concrete recommendations made to that end.

#### NORAD's "new" Development Policy

The Team also observes that there is some confusion in the local community as to the "new" NORAD development policy and NORAD is recommended to clarify the implications and the possible consequences with the local authorities and other Programme participants.

#### Policy Issues

Other important policy issues are also discussed, among which are:

- a) District Focus
- b) Sustainability
- c) Technology choice
- d) Community Participation & Health Education (CP&HE)
- e) Users' participation/responsibility
- f) Priority criteria
- g) Information/education/Manpower Development

#### Review Missions

The following Review Missions and resulting reports and recommendations are considered relevant in the context of this Inspection:

- i) The Joint Review of TAN 055, Jan 1990



- ii) The Joint Annual Review, KIDEP, Nov 1990
- iii) The Joint Review of CP&HE, Dec 1990

and the main relevant observations and recommendations are discussed in the corresponding Chapters of this Report.

### Planning Workshops

The LFA Workshop on integration, of January 1991 is an important input to the KIDEP integration process. It is noted that the results of the Workshop are considered as recommendations only.

### Integration Report

The Regional Administration has prepared the "Report on Integration of TAN 055 into KIDEP" which is meant to be the policy document for the integration of the Water Programme into KIDEP.

NORAD has queried the practical consequences of some of the Report's rather theoretical recommendations.

The Regional administration is responsible for ensuring that the Report be put into practice. To this end an Integration Committee has been appointed by the RDD.

The Team is recommending that the integration planning, however, be decentralised and that planning committees be constituted in each of the three Districts giving the already appointed Integration Committee a steering/ coordination function only.

## **4. WATER PROGRAMME AND KIDEP**

### **4.1/4.2 The MAJI Regional and District Offices**

The present unstable situation as regards the staffing of the RWE position is highlighted and recommendations made to ensure that a permanent RWE be appointed without delay. The Team discusses the manpower situation and points out the need for transferring Regional personnel to the three Districts (Kigoma Rural, Kibondo and Kasulu) to reinforce their planning and implementation capacity as the DWEs are now responsible for the planning and development of all village Water supply schemes; the RWE being in a technical approval/consultative role only.

The Team has observed a certain resistance among the Regional administrative and technical staff when it comes to transferring power and responsibility to the Districts. On the whole, however, there seems to be general agreement and strong motivation and determination among most people to make the District Focus or Decentralisation concept a success.

The Team observed a serious obstacle to the transfer process, namely "Transfer Allowance" to which Personnel who is transferred from the Regional Administration to the Districts are entitled. It is reported that the RDD, for the present financial year, has no budget for such

allowances. The Team therefore recommends that this issue be addressed as a priority item to ensure a smooth transfer of personnel from the Region to the Districts.

The difficulty of assessing the manpower situation is acknowledged and the Team proposes that the Districts themselves execute a MANPOWER INVENTORY and MANPOWER NEEDS ASSESSMENT related to the KIDEP integration and the activities planned for 92/93. This exercise should be reported on and discussed during the next Annual Meeting.

Possible problems connected with office and housing facilities should be addressed.

#### Cooperation with other Regions

As far as the Team could establish, there are no significant fora, meetings or seminars organised to exchange views and where the Regions may learn from each other's successes and/or failures.

### 4.3 Administrative Activities

#### Accounting

The Team notes that the Financial Controller has accepted the daily responsibilities for the RWE accounts which normally should be with the RWE Accountant. It is recommended that the responsibilities be transferred immediately and that the FC has a controlling function only.

It is likewise observed that the Regional Accountant neither is involved in the Water Programme nor in the KIDEP Programme. Again it is recommended that the Regional Accountant be made responsible for both accounts and that the FC's responsibilities be reduced to that of a controller with reporting responsibilities to the RDD. This important issue is further discussed under the personnel Chapter.

#### Auditing

The Programme Agreement, Article VI,3 calls for audited accounts to be submitted to NORAD by Tanzania. It is uncertain whether this means that it is the Regional or the Government Auditor who is expected to audit the NORAD funds. It is therefore recommended that the Regional Auditor shall be required to audit the NORAD funds, in cooperation with the FC. The Auditing Report shall be submitted (semi-)annually by the RDD to NORAD in accordance with the Agreement's stipulations. NORAD shall demand that the Norwegian Government Auditor may have access to the Programme Accounts upon request.

It is the Team's opinion that the present accounting and auditing systems and procedures may be improved upon and recommendations are made to that effect.

## Budgeting

The budgeting procedure is cumbersome and time consuming, particularly for the DWEs, i.a. due to the distance/time involved in communicating with the Region.

To ease this process, it is i.a. proposed that NORAD provides the Region/Districts with an initial planning figure for the expected NORAD contribution for the next financial year. It is also noted that NORAD is obliged to provide information to the Region on the Budget item for TA personnel and related expenditures and that this obligation so far has not been observed.

## Procurement

The FC's dual role as purchaser and controller is discussed and appropriate recommendations made.

With reference to international procurement the Team comments on the fact that NORAD has entered into a contract with SCAN-AFRICAN without having communicated with the Region in an expected manner and that NORAD performs payments to SCAN-AFRICAN without obtaining prior acceptance from the Region/Districts.

It is also noted that over the past 12 - 18 months there has been a marked decrease in the request for international procurement as more and more goods and materials become available locally. The Team therefore i.a. proposes that the Contract between NORAD and SCAN-AFRICAN be re-negotiated, that the Regional Administration take over the role as Contract partner, and that by 1.07.92 the Region be given an External Account, to be administered by the FC, for the utilisation of Direct Funds for the KIDEP programme, including the funds for the Water Programme.

With reference to Local Procurement it is stated that the Governmental procurement system is considered inadequately developed for "project procurement". It is therefore recommended that the Districts may place their own purchase requests without necessarily having to go via the RWE and the Regional Administration. In this context the procedures should be reconsidered to facilitate satisfactory procurement control.

## MAJI Stores

The MAJI Regional Stores were thoroughly inspected during the visit. The following significant issues were noted:

On security the Team notes that the Theft Report which NORAD has requested in the past two Annual Meetings, is yet to be produced by the Regional Administration. The Team proposes that the Regional Administration be given, in writing, one month to produce the Theft Report. Failing this, NORAD's support to the MAJI Regional stores and workshop should automatically be terminated.

The present Stock Verification Government routines leave a lot to be desired and the Team proposes that the Water Programme contracts an independent, local reputable company to

carry out a complete stocktaking of the RWE stores. Immediately the decision is made to do so, the Stores should be locked and secured.

The Team proposes that an improvement of the pricing and the store control system also be considered by the independent company proposed for the stock verification.

The staffing situation at the RWE stores is precarious and the stores at District level also have limited capacity, both with reference to storage space and qualified personnel.

The policy of the DWEs is to keep the stock at the District stores to a minimum to reduce the problems of store keeping and the inevitable pilfering, and to minimize the security problem.

To minimise the problems experienced with the Regional Store, the Team i.a. proposes to carry out a needs assessment of goods and materials based on the Region's and the Districts' plans for the present and coming financial years. Based on this assessment, the relevant stock shall be distributed from the RWE store to the District stores for subsequent utilisation on the Programme. Stock items of no practical value to the Programme shall be sold on the local market. The future stock at the RWE stores will thus be reduced to a minimum and only constitute such items which are not readily available on the local market and which, based on experience may be needed in an emergency. In this manner the Programme's economic support to the RWE's stores may be drastically reduced.

In line with the District Focus policy the training of store-keepers at the District stores shall be given priority.

#### Transportation

At present there are 21 TX- Vehicles and 5 ST-vehicles available to the Water Programme. Presently the Finance Controller de facto operates as a Transportation Officer.

It is the Team's considered opinion that the FC's position contravenes the role as Controller.

It is understood that NORAD, with the approval of the Regional Administration has decided that the TX-registered vehicles procured with Water Programme and KIDEP funds shall be transferred to ST-registration. All programme personnel interviewed claimed that this decision will contradict the objectives of the Programme as there is a real danger that the vehicles will be used for other purposes. The Team proposes that the decision be reconsidered in light of the possible repercussions.

It is evident that the present planning and procurement procedures for vehicle spare-parts leave a lot to be desired and possible improvement measures are proposed.

To combat misuse of the vehicles and drastically reduce operation and maintenance costs, the Team proposes that consideration be given to reducing the RWE/DWE fleet of vehicles and instead tender for transportation services on the local market.

#### Workshops

As a general rule all Government vehicles shall be serviced at a Government workshop. Dispensation will be given in cases where the Government facilities are inadequate or not available. The MAJI workshop is generally considered the most efficient Government

workshop in Kigoma. Most Government vehicles in Kigoma are therefore reportedly serviced at the MAJI workshop. A revolving fund for the Workshop was started last year.

The District Workshops have limited capacity and the DWEs have to take their vehicles to the RWE for major repairs. The cost effectiveness of this arrangement should be considered.

The Team proposes to consider two possible future scenarios, i.e.

- (i) TX-registration continues
- (ii) ST-registration

Should the TX-situation continue a study should be carried out to determine the cost effectiveness of utilising private workshops and the feasibility of upgrading the DWEs Workshop thereby reducing the dependency of the RWE's workshop in Kigoma.

Should the ST-registration be confirmed, there are in the Team's opinion no arguments for further NORAD support to the Regional and District Workshops. It is therefore recommended that NORAD's support to the MAJI workshops be terminated as from the coming financial year.

#### Manpower Development Programme

The responsibility for manpower development within the Water Programme rests with Training and Personnel under the Administration Section of the RWE. A manpower development programme has been developed by the Water Resource Institute in DSM. The programme emphasises the importance of "performance improvement". To this end the Team doubts, however, whether the training programme in fact addresses just this point and recommends that special programme oriented practical requirements be decided by the Districts and that corresponding training programmes be developed.

NORAD should reconsider their support to the present programme.

#### Routines and Procedures

The Team observes that there is some confusion as to the various parties' Cost Control and Reporting requirements and recommends that such requirements be discussed and agreed and that corresponding formats and procedures be established. Proposals are appended to the Report.

### 4.4 Technical Activities

#### Planning

The 1989 Review recommends that a feasibility study be carried out in Kasulu and Kibondo to decide on type of water supply systems to be chosen. So far this study has not been carried out.

## Construction

Out of a total number of 108 villages with constructed water supply schemes 67 are at present in operation. Of those still in operation 35 have been constructed since 1980 whilst 32 were in operation in 1980 or have since been rehabilitated. With an average population of approximately 3500 per village less than 125 000 have been given new water supplies in the past 10 years. To provide 125 000 persons with water supply in the period 1980 - 1991 approximately NOK 175 million (including TA) has been invested, i.e. NOK 1,400 per person (approximately NOK 2,000 in 1991 value).

There are still another 150 villages to be provided with water supply schemes which means that an estimated NOK 1.5 billion (1991 value) will be required to reach the remaining population (725.000) of the Region!

The Team therefore suggests that the present policy of "full service" and the cost effectiveness of the Programme be reconsidered.

With reference to Sanitation the Team observes that this has been almost non-existent in the Programme and limited to the construction of a few demo-latrines only.

The Team therefore recommends that the Sanitation issue be a subject for discussion at the next Annual Meeting to ensure that more attention is given to this issue.

## Operation and Maintenance/present net value cost calculations

The Team considers the O&M issues pertinent to the success of the Water Programme. Of particular importance is the O&M of Hand-pumps. It is evident that MAJI is experiencing problems with hand-pumps installed in boreholes. More often than not the hand-pumps used in boreholes last only a few months or even less, depending on the depth of the borehole and the user frequency. The RWE is concerned about the frequency of failures and have prepared an O&M cost comparison between boreholes with hand-pumps and gravity schemes. The conclusion is that gravity schemes are cheaper and more easily maintained than borehole hand-pumps. The Team is not convinced that the study has considered all relevant aspects and proposes that further assessments are made. The RWE is therefore recommended to consider the feasibility and sustainability by calculating the overall cost of the schemes based on a present net value calculation for alternative solutions.

The Team is also concerned that the Region has one hand-pump type only - the Morogoro type - which evidently is not suitable for boreholes. The recommendation is therefore that the Region contacts other Regions with similar problems to share experience and possibly find solutions to the problem and that the Ministry of Water supports this exercise for the benefit of the nation.

#### 4.5 Integration of the Water Programme(TAN 055) into KIDEP

##### General

The integration of the Water Programme into KIDEP has been on the card for some time. The first Annual Meeting "confirmed that it was decided in the Country Programme negotiations that the Water Programme will be integrated into KIDEP from 1991".

The Region is now committed to that the integration be effective from the financial year 92/93, i.e. from 1.07.92. It is expected that this date will be endorsed in the next Annual Meeting. This presupposes, however, that a number of integration activities be initiated without further delay.

Recommendations to this effect has been made in the Report.

##### Status of the preparatory work

Little or no preparatory work has taken place until now. This Report, however, recommends that a number of integration activities be initiated without delay. The key roles will have to be played by the recommended Integration committees and the KIDEP Coordinator. The latter's proposed new Job Description should take this into account.

It is important to note that MAJI is concerned that the integration may result in less funds for the Water Programme.

The Team recommends that information re the integration concept be disseminated to the Districts to facilitate a smooth transition.

##### CPHE activities

Another important issue in the integration context is the future situation concerning the CPHE teams. A recommendation has been made to dissolve the present arrangement, but nothing has been done so far to this effect. The consequences of this situation are dealt with elsewhere in this Report.

##### The KIDEP Concept

The Team feels it necessary to establish a KIDEP organogram which clearly determines the relations and lines of decision-making and communication, and the responsibilities vested with the relevant partners in the Programme once the integration is constituted. A proposed organogram is enclosed as Appendix 9.

##### Funding for the Water Programme

The funding sources for the projects in the Water Programme are as follows:

- (a) NORAD - in principle for development only.  
The NORAD funds are divided into Direct Funds and

Local Funds, but the Team recommends that for budgeting reasons it should not be necessary to operate with two types of funding.

- (b) Government of Tanzania - recurrent costs
- (c) Village contribution - development costs

Contrary to what has been normal practice until now, the Team proposes that all contributions to the Programme should appear in the budget.

#### Signatories

The Team proposes that the Signatories for the Programme be changed from the present decision making level to the level below. Of particular importance is to change the Finance Controller's position to that of a Controller only.

#### Key Personnel

- (a) The KIDEP Coordinator

At present there is no Job Description for the KIDEP Coordinator. It is the Team's opinion that this situation may have been a major reason for the fact that so far nobody has taken the initiative to operationalise the integration concept. The Team thus proposes a number of activities to be included in the Job Description for the incoming KIDEP Coordinator.

- (b) The Finance Controller

An analysis of the Job Description for the Finance Controller shows that the FC has an ambiguous job situation where it is virtually impossible to distinguish between implementation and control functions and responsibilities. The Team therefore recommends that the FC's responsibilities be changed to include control functions only and that the day-to-day implementation activities be transferred to other staff positions within the future KIDEP Programme. This is with particular reference to

- i) Accounting:
- ii) Procurement
- iii) Stores
- iv) Transportation
- v) Budgets and corresponding Funds
- vi) Training
- vii) Handing over
- viii) Controlling Procedures

A revised Job Description is proposed under Appendix 11.



(c) Technical Assistance (TA) personnel

The Report comments on the TAs' contractual relations and various expectations connected with this. It is important to note that the Region assumes that the TAs have a reporting obligation to NORAD which generally must be considered detrimental to the day-to-day cooperation at local level. The Team therefore recommends that NORAD clarifies the TAs' role and responsibilities with the TAs and the Regional Administration.

The Team also notes that the present TA Manpower situation is not based on a manpower assessment and therefore recommends that a Manpower Schedule shall be developed based on the activity plans and budgets for 92/93, including the anticipated future need for and phasing out of TA personnel.

The TAs' roles in the proposed District Integration Committees are also discussed.

## 1. INTRODUCTION

In the Annual Meeting which took place in April this year, NORAD expressed concern about the Region's general unpreparedness and absence of key representatives of the Regional Authorities. NORAD interpreted this situation as lack of commitment on behalf of the Region for the Water Programme.

NORAD concluded that continued support to the Water Programme would depend upon demonstration of proper activity planning and annual budgets, strict cost control, physical progress and adherence to the conditions laid down in the Country and Programme Agreements.

Based on Article II. 1 of the Programme Agreement (Appendix 1), stating that "Tanzania shall permit representatives of Norway to visit the Programme and inspect all relevant works, goods, records and documents", NORAD initiated an inspection tour of the Programme medio November this year.

The inspection was carried out by a Team, comprising Messrs. Aage Krüger of NVE (Norwegian State Authority for Energy and Water Resources) and Bjørn Lunøe, Scanteam International A.S., a Norwegian Consulting Company.

The main purpose of the Inspection was to provide:

- (a) a dialogue between representatives of Kigoma Region and NORAD as to how the necessary changes in the Water Programme can be put into practice;
- (b) a forum for discussion with the Regional and District authorities on how crucial issues in the Water Programme can be handled in the integration process with KIDEP;
- (c) a basis for discussion on NORAD's role in the Water Sector in Kigoma Region.

The Terms of Reference for the Inspection and a list of people met are enclosed as Appendix 2.

It should be mentioned that the Team was not able to complete its investigation the way it was originally intended as the RDD, who initially agreed to meet the Team and clarify important policy matters towards the end of the visit, stood the Team down at the very last minute.

The Team's Itinerary was as follows:

09.11.91	Arrival Dar es Salaam
10.11.91	Departure for Kigoma
11.11.91 - 28.11.91	Work, Kigoma Region

- 29.11.91 Departure for Dar es Salaam
- 30.11.91 Report writing in Dar es Salaam  
Meeting with NORAD Programme Officer
- 01.12.91 Departure from Dar es Salaam

It should be noted that all observations and recommendations represent the views and opinions of the Team members only.

## **2. BACKGROUND**

### **2.1 General**

NORAD's assistance to the Water sector in Tanzania dates back to the mid 1970s when hydrological studies were undertaken in several regions in Western and South-Western Tanzania. Support to the Regional Water Supply Programme began in 1979 with the preparation of the two Water Master Plans for the Rukwa and Kigoma Regions. Based on the recommendations of the Water Master Plan, the support to the Water Programme was initiated in 1981.

The implementation Programme (TAN 055) was started in 1983, and is now entering its third stage - usually referred to as phase V of the whole programme (1989-91)

Although assistance has been provided to urban water supplies, most notably rehabilitation and upgrading in Kigoma/Ujiji, the major focus of the programme has been in rural areas. Here, piped gravity schemes have been the dominant technology selected, and by 1987 an estimated 115,000 people in 22 villages had been served under the programme in Kigoma. (In addition, the report estimated that a further 60,000 in rural areas had a partly operational supply, not provided under the programme).

Following a review in 1987, the water supply programme for Rukwa was separated from that of Kigoma and incorporated into RUDEP - the Rukwa Integrated Development Programme (TAN 060). Thus the project TAN 055 now consists only of the water supply programme in Kigoma. An integrated rural development programme, KIDEP, is also under preparation in Kigoma. This is at present administratively separate from TAN 055, but it is now envisaged that the water supply programme in Kigoma will be incorporated into KIDEP medio 1992.

### **2.2 1987 Review Mission**

In 1987 a joint Norwegian-Tanzanian review was undertaken of TAN 055, with visits to both Kigoma and Rukwa. The main issues addressed by the review were choice of technology, sustainability, costs and impacts. In general terms, it is apparent from the report that a major change in approach is under discussion, but that agreement on such a change is far from complete.

As regards the scope of the programme, the 1987 Review Mission recommended that urban water supplies be included as a normal budget item "but with a very modest budget allocation". In summary, it was stated that the major focus of the programme is on rural areas, but that urban dwellers are not wholly excluded.

### **2.3 The 1989 Joint Review Mission**

The main purpose of this Review was to prepare a two-year outline for the period 1990-91 and recommend a new organisational framework for the programme, with particular emphasis on manpower and human resources development, and community participation and health education.

The main and most significant finding of the Joint Review was that the programme is not replicable. A new approach was proposed, based in a change in technology and in the organisation of the Programme, i.e. more concentration on the development of point sources and support to the Decentralisation concept.

The introduction of the Annual Meeting as a decision making forum was proposed by the Joint Review.

#### **2.4 The Joint Review of Community Participation and Health Education (CPHE)**

The main purpose of the Joint Review was to consider the CPHE aspect of the programme, particularly in light of the programme being integrated into KIDEP.

The significant conclusion and recommendation made by the Joint Review was to re-deploy community development officers and health personnel into MAENDELEO and AFYA respectively, in order to improve planning and implementation of CPHE activities.

### **3. POLICY DOCUMENTATION**

#### **3.1 The Agreements**

The Norwegian assistance to the Kigoma Water Programme is regulated through the articles of the two Agreements:

- (a) Country Agreement
- (b) Programme Agreement

The two Agreements are enclosed for further reference under Appendix 1

#### **3.2 Annual Meetings/Agreed Minutes**

##### **Observations and Comments**

##### **3.2.1 General**

Annual Meetings were introduced as a monitoring and decision making forum in 1990 in connection with the implementation of stage 3 of the Water Programme.

The first Annual Meeting was held in Kigoma on the 26 June 1990. The second Annual Meeting was held in Kigoma on the 7 and 8 March 1991 for the Water Programme and KIDEP respectively.

##### **3.2.2 Agreed Minutes**

Relevant issues and actions agreed are recorded at the Annual Meetings as Agreed Minutes. Copies of the Agreed Minutes are enclosed under Appendix 3.

It is generally noted that neither the development of the Water Programme nor its agreed integration into KIDEP have been quite in accordance with the activities and timing recorded in the two Agreed Minutes.

The important issues and activities referred in the Agreed Minutes and considered relevant to the Team's investigation are highlighted and discussed in the relevant chapters in this Report.

##### **3.2.3 Procedures for Annual Meetings**

The general discontent and dissatisfaction, particularly with reference to the preparing for and arranging of the second Annual Meeting, is noted. NORAD is concerned by the Region's unpreparedness and apparent lack of commitment to the Programme and the Region and District representatives have expressed their dissatisfaction with the adopted process for preparing and signing of the Agreed Minutes. There have even been allegations of manipulations of and alterations to the agreements reached in the meeting proper.

The Team believes that there is a number of important reasons for the above general discontent:

- i) the fact that there is no mutually agreed procedure for the preparation for and arranging and conducting of the Annual Meeting, including the preparing and signing of the Agreed Minutes.
- ii) the lack of mutual understanding as to the type of information and corresponding format required by NORAD. This item is considered in more detail in 4.3.1-Accounting and 4.3.7-Routines and Procedures, and Appendix 4.
- iii) the fact that NORAD requires the Districts and the Region to present their activity plans and corresponding budgets for the coming financial year not later than December. This is considered to be too early for the Districts and is therefore regarded as extremely inconvenient.
- iv) NORAD's apparent reluctance to provide the Kigoma Region and Districts with a budget planning figure in advance of the budget preparation (ref. also 4.3.1 (c)).

### **Recommendations**

The following process and corresponding timing is proposed:

#### **(a) Documentation**

- i) A ceiling budget figure shall be submitted by NORAD to the Region **medio October** (ref also paragraph 4.3.1(c));
- ii) The Region submits preliminary project proposals and action plans with relevant budget proposals to NORAD **primo/medio January**;
- iii) The Region prepares and submits to NORAD a proposed programme for the visit and an Agenda for the official Annual Meeting **primo/medio January**, i.e. with its budget proposal;
- iv) NORAD submits its comments to the RDD **medio February**;
- v) The budget figures agreed in the Annual Meeting may then be included when the RDD/RDC submit the Region's budget proposal to PMO **medio/ultimo April**;
- vi) a proposal for required documentation is presented in Appendix 4;

#### **(b) The Annual Meeting**

- i) To comply with the above documentation deadlines, the Annual Meeting should take place **ultimo March/primo April**.

- ii) It is considered important to allow adequate time for proper completion of the Annual Meeting's important business. Therefore, it is proposed that a preparatory and informal meeting be arranged on the first day. This is to iron out any possible misunderstandings and /or difficulties with the relevant Department Heads/project officers and to decide on the details for, and subjects to be considered on, for example, a site visit to relevant Programme area(s).
- iii) An Agreed Minutes drafting committee representing NORAD, the Region and the Districts (preferably not more than three(3) persons) should be established and constituted. Draft Agreed Minutes should be prepared and presented in the Annual Meeting forum and all points discussed and agreed before signature by appointed representatives. In this manner any misunderstandings and misapprehensions may be avoided.
- iv) As the Annual Meeting represents the decision making forum for professional and administrative issues, the NORAD and the Tanzanian delegations should comprise of professional and administrative experts relevant for the issues at hand and with the required Power of Attorney. The decisions made shall be binding for both parties. Region's/Districts' possible non-compliance with agreed procedures, activities and corresponding time schedules may (should) result in NORAD withholding funds until the requirements have been fulfilled.
- iiiv) The Programme Agreement states that the Districts may be invited to the Annual Meetings. It is proposed that it be institutionalised that the Districts shall be represented by DEDs, TAs, and those section heads which are involved in the KIDEP/Water Programme.
- iiiv) Accepting the Annual Meeting as the decision making body, ad hoc decisions (outside the Annual Meeting) shall in principle not be made.



### **3.3 Planning Criteria and Policy Issues**

#### **3.3.1 NORAD and the "new" Development Policy**

##### **Observations and Comments**

In verbal discussions and written documentation, NORAD representatives are frequently making reference to NORWAY's "new" development policy, including what sometimes is termed "recipient orientation" or "the recipients' responsibility".

The Norwegian Technical Assistant personnel have been explained the objectives and intentions of this "new" policy (-although not very successfully, judging by the interpretation and explanation given by some). The local administration and the Programme personnel are not properly and officially informed, however, resulting in confusion and misinterpretation of statements and decisions made.

##### **Recommendations**

The above observation may as yet not be very serious. It is nevertheless recommended that the next Annual Meeting be used as an opportunity to present the policy and its practical implications with reference to the Water/KIDEP Programme. This will undoubtedly have a positive psychological effect on the Programme cooperation.

#### **3.3.2 Water/KIDEP Programmes**

##### **Observations and Comments**

The previous Annual Meetings stipulate some fundamental criteria and policy issues which are repeated and confirmed in the documentation subsequently referred to in this Report. The ensuing criteria and policy issues are therefore considered agreed and fundamental for the future of the Water Programme and its integration into KIDEP.

##### **a) District Focus**

The first Annual Meeting stated that "NORAD supports the Tanzanian policy of strengthening the role of the Districts in the Development process".

The status and practical implication of this process is discussed in Chapters 4.1 and 4.2.

##### **b) Sustainability**

NORAD stipulated in the first Annual Meeting that further support to the urban water supplies will be considered on the basis of sustainability.

Brief discussions with MAJI indicate that there is some confusion as to the practical interpretation and implications of the term "sustainability"

This item is considered in more detail under paragraph 4.4.2 c.

c) **Technology choice**

The second Annual Meeting endorses the recommendations of the LFA Workshop:

1. priority: Spring protection and point source;
2. priority: Shallow/tube wells;
3. priority: Boreholes are to be used if no other options are available;
4. priority: Piped gravity schemes are used when other technical solutions are not feasible;

There seems to be general agreement in the Region and at the Districts as to the above priorities. The RWE has, however, introduced a discussion on the merits of Gravity Schemes in relation to hand-pumps, an important issue which is discussed in further detail under 4.4.3-Operation and Maintenance.

d) **CPHE**

**Observations and Comments**

The 1990 Joint CPHE Review recommended that the CPHE teams be dismantled and that their tasks and responsibilities be transferred to the respective Ministries. This recommendation has met with some resistance, the details of which are discussed and considered in paragraph 4.5.2 (e)

e) **Users' participation/responsibility**

**Observations and Comments:**

The first Annual Meeting endorses the principle of Community Participation and the capacity of the target groups to operate and maintain the schemes. This important principle is discussed further under paragraph 4.5.2 (e)

f) **Womens' participation**

**Observations and Comments:**

The Agreed Minutes of the first Annual Meeting states:  
"It was agreed that more and more emphasis must be put into involving women in initiating and planning of the Water Programme". A report was presented at the second Annual Meeting.

g) **Priority criteria**

**Observations and Comments:**

It is noted that the original priority criteria as specified in the Water Master Plan no longer are considered valid for the Water Programme. This point is emphasised in the

first Annual Meeting where the Agreed Minutes records: "...This means moving from the priorities set in the Water Master Plan to an approach where those villages which show interest and willingness to participate are given priority". This principle is accepted by all parties.

**h) Information/education**

**Observations and Comments:**

This item is of particular importance to the integration of the Water Programme into KIDEP.

This has been further elaborated under paragraph 4.3.6-Manpower Development and 4.5.2 d - Information Dissemination.

### 3.4 Review Missions, Integration Report and Planning workshops

#### Observations and Comments

##### (a) Review Missions

The following Review Missions and resulting Reports and recommendations are considered relevant in the context of this Inspection:

- i) The Joint Review of TAN 055, Jan 1990
- ii) The Joint Annual Review, KIDEP, Nov 1990
- iii) The Joint Review of CP&HE, Dec 1990

The Team is particularly concerned with the predominant lack of response from the Regional and District administration regarding the recommendations of the above Reviews.

The important and relevant recommendations will be considered in the appropriate chapters and paragraphs of this Report.

##### (b) Integration Report and Planning Workshops

- i) The LFA Workshop on integration, 1991
- ii) Report on Integration of TAN 055 into KIDEP

The LFA-workshop on integration is a key document. There is, however, some confusion regarding its status and the following issues are therefore considered pertinent:

- \* NORAD considers the recommendations of the Workshop to be a guidance to the District and Regional Planners as to the future of the Water Programme and its integration into the KIDEP Programme.
- \* The second Annual Meeting decided that a meeting should be convened in April 1991 "where the final decision regarding the integration process would be made and time schedule adopted".

This meeting has reportedly never taken place, but has been "replaced" by the conclusions and recommendations of the Report on Integration of TAN 055 into KIDEP", discussed under 3.4.1 below.

- \* The Regional Administration, primarily represented by the Planning Department, merely considers the results of the LFA-Workshop as relevant input to the "Report on the Integration of the Kigoma Water Programme into KIDEP". To the Regional Administration the LFA-Workshop Document has therefore no official status.

- \* Some District representatives consulted by the Team, however, believe that the LFA-Workshop deliberations shall be adhered to in the future planning and implementation programmes, and have in some cases taken steps to comply with these recommendations.

The above observations lead to the conclusion that there is an obvious need for information and clarification as to the status of the various documents and as to the detailed, practical process to be followed from here on.

The Integration Report and the 1991 LFA-Workshop Report are considered two of the most important policy and direction giving documents for the future of the Water Programme and its integration into KIDEP. These two Reports and their recommendations are therefore commented upon and considered in paragraphs 3.4.1 and 3.4.2 below.

### **3.4.1 The Report on the Integration of TAN 055 into KIDEP**

#### **Observations and Comments**

##### **(a) The process**

The Report was initially meant to be completed in the last quarter of 1990, whilst it in actual fact was completed in April this year. This conveniently allowed the Report to incorporate the recommendations of the Jan 1991 LFA-Workshop. (Ref 3.4.2 below)

The Draft Report was submitted to RPC, RPLO, RDD, RWE and the DEDs for comments and presented to the RMT. It was then submitted to NORAD for comments. (The Region's comments were not made available to the Team).

NORAD offered its comments to the Report in a letter dated 11.10.91, i.a. querying the practical consequences of some of the Report's rather theoretical recommendations. A copy of the letter is enclosed as Appendix 5.

It should be noted that, in spite of the reservations expressed by NORAD, the Regional administration considers the Report to be approved by NORAD.

The RDD is responsible for operationalising the Report, and has delegated this responsibility to the RPLO who will work through an Integration Committee appointed by RDD.

Reportedly the following persons are in the Integration Committee:

- \* RWE
- \* RCDO
- \* RPLO, or his representative
- \* DEDs

It is understood that the Integration Committee has been constituted, but that it has not yet started its operation. It is noted with some concern that the KIDEP Coordinator was not included in the Integration Committee.

Due to the aforementioned unfortunate lack of cooperation shown by the RDD, it was not possible for the Team to have the membership of the Integration Committee confirmed.

For further discussions on the strategy for the Integration Committee, reference is made to the recommendations made in 3.4.2 below.

**(b) The Report as a Planning Document**

Although not confirmed by RDD, the Team has no choice but to regard the document as the Region's official policy to be followed in the future development of water supply projects under the KIDEP umbrella.

It is intended as a follow up on, and as further elaboration of, the recommendations made in the LFA-workshop, and it should be regarded as a basis for further detailed planning only. The Team agrees with this view.

NORAD has raised a number of questions regarding the practical consequences of the statements and recommendations made in the Integration Report.

Reference is made to the Integration Report's recommendations in its Chapter 12. The most important elements of this Chapter 12 have been considered and recommendations made in the relevant Chapters of this Report. These are in particular:

- i) Feasibility Studies - paragraphs 4.4.1 and 4.4.3;
- ii) Accounting, Funds and Cost control - paragraphs 4.3.1, 4.3.7 and 4.5.4;
- iii) Procurement System - paragraph 4.3.2;
- iv) Stores - paragraph 4.3.3;
- v) Transportation - paragraph 4.3.4
- vi) Reporting - paragraph 4.3.7
- vii) CPHE - paragraph 4.5.2 (e)

**Recommendations:**

NORAD's comments as well as the comments and recommendations of this Report should therefore also be included as relevant input to the integration planning exercise.

### 3.4.2 The LFA-Workshop Report, January 1991

#### Observations and Comments:

##### (a) **General**

As a general introduction it should be noted that the LFA planning model has been well received by all participants interviewed by the Team. It may therefore be concluded that this planning model should be considered when integrated planning sessions are required in the Districts and/or the Region.

The only word of warning to potential moderators is that a number of those interviewed felt that the speed at which the Workshop was conducted was too high and that the participants were literally bulldozed or steamrolled on important issues.

##### (b) **The LFA-Workshop**

The LFA-Workshop was in principle dealing with the three major sectors:

1. Community Participation
2. Choice of Technology
3. Programme Management

Within those three sectors, the following issues were considered:

- i) Approach and Strategy
- ii) Merits
- iii) Demerits
- iv) Recommended future Actions

##### 1. **Community Participation**

The detailed discussions which led to the conclusion and recommendation that the CPHE-activities shall be taken over by the respective departments, give a sound base for planning the detailed Community Participation activities.

A point worth noting for the KIDEP administration is that "Fears of having raised too high expectations of abundant and generous funding of projects among these villages through KIDEP are becoming louder". This word of warning only emphasises the point made under paragraph 4.5.2 (d) which calls for immediate and structured dissemination of information on KIDEP objectives and activities.

The Steps recommended in the Workshop Report give good guidelines for how to approach the promotion activities. It is noted, however, that Step 6 calls for "positive technical feasibility". With reference to comments given under paragraph 4.4.3 - O&M, it is important that also the economy be considered.

Another point to be observed is the rather obvious fact that CP planning and implementation activities are considered to be the responsibility of MAENDELEO personnel. This is of course principally correct. However, frequent observations and reports from the Districts would suggest that particularly the RWE's technical personnel could do with some basic and solid understanding of the CP principles and approach. This point is therefore also considered under paragraph 4.3.6 - Manpower Development Programme.

## 2. Choice of Technology

The priorities suggested are in compliance with decisions already made at the second Annual Meeting. However the following points should be noted:

### i) Cost comparisons

It is noted that the priorities suggested are made without reference to cost comparisons considering both investment costs and O & M costs over a defined period of time. This important matter may influence the ultimate priority given to Gravity schemes and is further dealt with under paragraph 4.4.3 - O&M.

### ii) Community Participation in Gravity Schemes

The Workshop states that one important Demerit of a Gravity scheme is low Community Participation. The Team will argue that this may not necessarily be the case. Given careful consideration and planning at the initial stage to maximise community input, it is believed that considerable and beneficial CP may be achieved also on a number of Gravity schemes, and that this may influence a decision in favour of Gravity Schemes.

### iii) Maintenance Costs

The Workshop document makes reference to high and low maintenance costs without further quantification or comparison with maintenance costs for other schemes. It is believed that this shortcoming may be overcome by introducing comparative cost calculations as mentioned in (i) above.

### iv) Priorities

It is difficult to understand the recommended priorities between Boreholes and Gravity Schemes. Again, a comprehensive cost comparison may solve this problem.



### 3. Programme Management

The LFA-workshop documentation gives an excellent basis for detailed planning of the future activities for the Water Programme and its integration into KIDEP.

One important point which is stressed in the LFA document is the need to establish Indicators for future monitoring and evaluation purposes. This should therefore be a priority item for the Integration Committee.

As mentioned earlier it is understood that the already appointed Integration Committee has been made responsible for operationalising the Integration Report and the LFA recommendations.

The Team is not convinced that the suggested procedure is the best and most fruitful way of attacking the task of operationalising the Integration recommendations. There are several reasons for this view:

- i) Although the various documentation give a sound basis for further detail planning, the actual physical situation and practical problems may be experienced very differently in the three Districts and may thus require different approaches and solutions in the respective Districts.
- ii) The planning and implementation capacity of the three Districts vary at present considerably; a situation which must be reflected in the planning process and in the timing of the activities to be implemented;

#### Recommendations:

Based on the above observations and reasonings, the following alternative solution to operationalising the integration is proposed:

- i) The already appointed Integration Committee may serve as a Steering Committee (SC) for the exercise. The SC should establish common planning criteria and procedures and ensure that the objectives and agreed timing are adhered to. The SC should also establish the criteria for defining Indicators as discussed above.
- ii) District Integration Committees (DIC) shall be appointed at District level by the DMT, one for each of the three Districts. It is proposed that the DICs shall comprise the relevant District Department Heads, the Advisor to the DEDs and other resource person(s) who may be available in the District.
- iii) The planning work shall be obliged to follow the same format in all Districts and shall therefore be coordinated as follows:

- \* A planning seminar shall be arranged with representatives from the three Districts under the auspice of the KIDEP Coordinator. The Seminar will decide on a common format and a realistic timing for each of the three Districts.
  - \* The integration and planning works to be performed by each District's DICs shall be coordinated and supervised by the Advisor to the DED in close cooperation with the KIDEP Coordinator. Expertise may be called in from the Region or the Central Government when such assistance is required.
- iv) The integration and planning work shall be completed in time for the result to be presented at the next Annual Meeting.

(The Team is aware that this timing may be unrealistic. However, it is recommended that NORAD discusses this recommendation without delay and that the present Advisor to the DED, Kigoma Rural temporarily takes on the proposed coordinating role of the KIDEP Coordinator until the latter is in position.)

## 4. WATER PROGRAMME AND KIDEP

### 4.1 The MAJI Regional Office

Reference is made to Appendix 6 which depicts the Organisation Chart for MAJI.

#### 4.1.1 The Manpower situation

##### (a) The Regional Water Engineer

###### Observations and Comments:

Several meetings were arranged with RWE section heads and other relevant personnel.

Over the past few years one has seen a number of RWEs come and go, making communication with the organisation difficult and at times frustrating.

The Acting RWE has been in position since August this year and in December it is expected that a Senior hydrologist with the RWE's Office, Kigoma will take over the position permanently.

The Team was not able to have this confirmed by the RDD for reasons mentioned earlier.

According to the Tanzanian regulations, the RWE should be a qualified and experienced Civil Engineer. The main tasks for the RWE, however, are not technical, but administrative and managerial. It could therefore be argued that the technical qualified engineers should be utilised where the technical expertise is most urgently required i.e. in design and construction. The position as RWE may be held by any officer with knowledge of the water sector and with administrative experience and ability, i.e. an hydrologist, hydrogeologist, civil engineer or a planning engineer.

The above argument is supported by the past years' experience which has demonstrated that a qualified civil engineer can make a bad manager. It has also demonstrated the Ministry's problem in providing qualified RWEs to all Regions.

For the Programme the discontinuity and disturbances in the RWE office over the past years have been detrimental to the progress and a problem for the Districts which have suffered from lack of support.

###### Recommendation:

NORAD should address the RWE employment situation and request an assurance in writing from the RDD that a qualified RWE will be appointed permanently and as soon as practically possible and no later than January 1992.

(b) **The RWE's Technical and Administrative Staff**

The present manpower situation with the RWE is considered a problem. The planning and design work as requested by the Districts is reportedly not carried out to their satisfaction.

The Team has not made an attempt to make a detailed assessment of the qualifications of the RWE's staff. There are two main reasons for this:

- i) The District Focus, with the ultimate consequence that most qualified personnel should be transferred to the Districts;
- ii) The present staffing situation is unstable and likely to be very different in a short period of time.

**4.1.2 Division of responsibilities between RWE/DWEs**

**Observations and Comments:**

(a) **Decentralisation**

The Agreed Minutes of the first Annual Meeting for the Water Programme states:

" NORAD fully supports the Tanzanian policy of strengthening the role of the Districts in the development process. The debate on how to transfer more responsibility and resources to the Districts and at the same time secure control and planning, must continue. NORAD will participate in the discussion on how the decentralisation of funds can be implemented."

On that note the decentralisation process has been observed and discussed with relevant personnel by the Team. The main issues and stages in this process are presented below.

(b) **Manpower Situation**

The DWE is responsible for the planning and development of all village Water supply schemes. The RWE is in a technical approval/consultative role. The planning capacity of the DWE has, at least until recently, been limited and the RWE therefore normally has done most of the planning work. This situation is changing slowly as more personnel is being transferred from the Region to the Districts.

The Team has observed a certain resistance among the Regional staff when it comes to transferring power and responsibility to the Districts. On the whole, however, there seems to be general agreement and strong motivation and determination among most people to make the District Focus or Decentralisation concept a success.

The RWE's section heads are acknowledging the fact that their roles will be reduced in line with increased District Focusing. They assume that their roles will be reduced to :

- (i) certain specialities, e.g. hydrology
- (ii) supervision
- (iii) technical approvals
- (iv) certain planning services

The DWE may request services from the RWE which he then must pay for, e.g. supervision services where he must pay for transportation and allowances. This situation is reportedly causing some frustrations in the District as the Regional personnel may decide, without advance consultation with the DWE, to go to the District at the District's expense.

It is understood that the FC, the RWE and the DWEs presently are working on procedures whereby the RWE personnel must have an advance approval from the respective DEDs before a visit to the Districts will be honoured.

In the future the DWEs should therefore only pay for requested services and the RWE cannot impose costs on the DWE at will. The Team supports this arrangement.

The 1989 Review calls for a transfer plan to be made for an orderly transfer of regional personnel to the Districts. According to the RWE such a plan has been made and those who could be spared have so far been transferred to the Districts and the transfer will continue. A serious obstacle to this process has been experienced, however, namely "Transfer Allowance". Personnel who is transferred from the Regional Administration to the Districts are entitled to transfer allowances, depending on their individual salary scale and family situation. The RDD is responsible for the transfer allowance payments. It is reported, however, that the RDD, for the present financial year, has no budget for such allowances.

There are a number of cases referred where transferred personnel have not received their allowances and there are incidents where personnel have returned back to the Region for that reason.

The Team was not in a position to have the above observations confirmed by the RDD.

**(c) Relations between Region and Districts**

The District Councils are not entirely independent from the Regions. A case in point is the fact that financial approval on the disposition of DDF are given by the Regional Development Committee.

## **Recommendations:**

### **Manpower transfer**

The manpower transfer development should be monitored and be included in the Progress Reports as a reporting item.

To this end the RWE should be requested to prepare a status and progress report for the next Annual Meeting on the following issues:

- i) A status report on the manpower transferred from the RWE's office during the present financial year;
- ii) An updated Manpower transfer plan for the 92/93 financial year;
- iii) A confirmation (from the RDD) that a budget for the required transfer allowances is included in the 92/93 budget - (if required, including retroactive payments for transfers which have taken place in previous and present financial years);
- iv) The Regional administration should communicate with PMO on the practical implications of their transfer policy;

### **4.1.3 Cooperation with other Departments**

#### **Observations**

So far there has been little or no cooperation with other departments in the Regional Administration. This is bound to change with the transfer of the CPHE personnel back to their respective Departments.

### **4.1.4 Cooperation with other Regions**

#### **Observations**

There are annual RWE meetings organised by the Ministry where important issues and experiences are discussed.

Otherwise there are, as far as can be established, no other fora, meetings or seminars organised to exchange views and where the Regions may learn from each other's successes and/or failures.

## 4.2 The MAJI District Offices

### 4.2.1 General

#### Observations:

There are three Districts in the Kigoma Region:

- i) Kigoma Rural - DWE: Mr. Kyinze,  
Assistant DWE: Mr. Eklund
- ii) Kibondo - Acting DWE: Mr. Nkulusi,  
Assistant DWE: Mr. Syvertsen;
- iii) Kasulu - Acting DWE, Mr. Mwidadi.  
RWE will appoint a new DWE shortly.

The Team paid a visit to all the District Headquarters and relevant observations are referred and discussed in this Report.

### 4.2.2 Manpower Situation

#### Observations:

The Manpower Regulations demand that the DWE be a qualified Civil Engineer. At present the DWEs in Kigoma Region are all technicians. With the present shortage of civil engineers in Tanzania there are very few civil engineers as DWEs and the possibility of recruiting any in the near future seems small.

However, many technicians are doing a remarkable job as DWEs and they should be honoured by being appointed as DWEs instead of Acting DWEs. The technical assistance provided to the Districts by the expatriate Assistant DWEs has provided more technical experience to the DWEs and given them a better opportunity to concentrate on the managerial aspect of the job.

The manpower shortage in the Districts at present is mainly due to lack of qualified and experienced civil engineers, not only in the water sector but in other sectors too. The change of TAPs from the water sector to Technical Advisers to all technical sectors in the Districts will have as a consequence that the water sector must rely more on its own resources. There is therefore an urgent need for transferring qualified personnel at Regional level to the Districts, especially for Survey and Construction.

The manpower situation has not been assessed in detail, but the Team has been assured that the present manpower situation, with assistance from the RWE, is adequate to meet the requirements of the activities planned for 1991/92 and 92/93.

More staff to the Districts could constitute a space problem, i.e. new offices and staff housing may have to be provided. An alternative to providing staff houses may be to establish a credit scheme where the personnel at District level be given the opportunity to build their own houses. This could also make it more attractive to move from Kigoma to Kasulu and Kibondo.

**Recommendation:**

- i) Considering the scant resources at District level in general it is proposed that the Districts themselves execute a MANPOWER INVENTORY and MANPOWER NEEDS ASSESSMENT related to the KIDEP integration and the corresponding activities planned for 92/93. The result should be related to the recommended manpower transfer plan.

This exercise should be reported on and discussed during the next Annual Meeting.

- ii) The housing and office situation in the Districts must be addressed without delay and proposals be made for the necessary extension. Attention should be paid to the possibility of including in the DDF a credit scheme for District personnel to provide their own housing.



## 4.3 Administrative Activities

### 4.3.1 Accounting

#### (a) Accounts

##### Observations and comments:

##### i) **The RWE account section**

Theoretically the RWE accountant shall be responsible for the Water Programme accounts. Until recently, however, the section has been poorly staffed and the FC has assumed the responsibility for keeping the accounts. As of late, a new accountant has been appointed, but due to an overload of work he has apparently not yet had time to familiarise himself with the Water Programme.

##### ii) **The Regional Accountant**

It is noted that the KIDEP accountant section organisational wise is connected directly with the KIDEP section under RPLO and thus not answerable to the Regional Accountant, but to the KIDEP Coordinator and the FC. The practical implication is that the Regional Accountant may chose to keep clear of the KIDEP Programme; a solution he so far has preferred.

This is also the case with the Water Programme due to the role of the FC. This would imply that the Regional Accountant ultimately neither can be held responsible for the RWE's and the DWEs' accounts nor for the KIDEP accounts. This is a situation which must be considered unacceptable to both NORAD and the Regional Administration.

##### iii) **The Financial controller**

The FC has assumed the responsibility for keeping the MAJI accounts, thus being responsible to the RWE. However, the FC has also a controlling function, i.a. controlling the dispositions of the RWE and his section heads. This double role cannot by any measure be in accordance with acceptable accounting and independent controller practice.

##### Recommendations

- i) The RWE accountant should be given the ongoing budget exercise as an opportunity to familiarise himself with the Water Programme accounts. If required, the RDD should ensure that this arrangement be effected without delay and that the FC be instructed to formally hand over the RWE accounts to initiate the process.

Should this process not be initiated immediately, it is proposed that NORAD funds be terminated until the FC is satisfied that the process is functioning satisfactorily.

- ii) It is proposed that the KIDEP accounts be made the ultimate responsibility of the Regional Accountant.
- iii) The role of the FC should be that of an internal controller reporting to the RDD. This is further elaborated under 4.5.7 (b).

**(b) Auditing**

**Observations and Comments**

**i) The Programme Agreement**

The Agreement, Article VI,3 calls for audited accounts to be submitted to NORAD by Tanzania.

It has not been possible to ascertain whether this requirement means that it is the Regional or the Government Auditor who is supposed to audit the NORAD funds.

**ii) Regional/Government Audit**

At Regional level there is an **internal Auditor** who is expected to audit the relevant accounts and stocks and report to the RDD. The **external Government Auditor**, in addition to his routine audits, may be called by RDD as and when required. He reports directly to the Ministry of Finance.

**Recommendation**

**i) Regional Audit**

It is proposed that the Regional Auditor shall be required to audit the NORAD funds, in cooperation with the FC, applying the same procedures and guidelines as for the auditing of Government funds. The Auditing Report shall be submitted (semi-) annually by the RDD to NORAD. The exact timing shall, if at all possible, be tailored to suit NORAD's internal reporting requirements. NORAD should also demand that the Norwegian Government Auditor be given unlimited access to the Programme accounts upon request.

**ii) External independent assistance**

The need for external, independent assistance should be considered to scrutinise the present accounting and control system. Appropriate simplifications shall be proposed to simplify and streamline the internal auditing process and to ensure that Government regulations and NORAD requirements are adhered to.

(c) **Budgeting**

**Observation and Comments**

i) **The Budgeting Process**

The RWE and DWE section heads are given the responsibility for budgeting and cost control. The budgeting procedure is cumbersome and time consuming, particularly for the DWEs, i.a. due to the distance/time involved in communicating with the Region.

There is a serious element of frustration noted by the Team, however, due the fact that neither the Region nor the Districts are given an initial planning figure for the expected NORAD contribution for the next financial year.

NORAD has at previous Annual Meetings dictated major changes to the budgets forcing the Districts to repeat the entire time consuming budgeting process. This is a practice which should not be repeated.

The Team has not been able to establish the rationale for NORAD's reluctance to provide the Region with a planning figure as a guidance for the budgeting process. One is left with the understanding, however, that NORAD does recognise the problem, and it is expected that such planning figures will be provided shortly for the ongoing budgeting exercise.

In the ongoing budgeting process for 92/93, it is noted that the FC has taken it upon herself to give an indicative figure, based upon her own judgement and budget figures for the present financial year.

ii) **The Budget item for TA personnel and related expenditures**

Reference is made to the Agreed Minutes of the first Annual Meeting and the statement that NORAD shall provide RWE with information on the above captioned budget item.

As far as the Team has been able to establish, such information has never been submitted by NORAD to the RWE.

The Region is aware of this budget item, but is unfamiliar with the procedure for its utilisation. One relevant problem of concern to the Region is whether or not the Region will have to shoulder the consequences of a budget overexpenditure on this budget item, i.e. the Region's budget will have to be

reduced with a sum equal to the overexpenditure on the NORAD controlled budget item.

### **Recommendations**

- i) NORAD shall without delay provide the Region with a Budget planning figure to which the relevant parties shall relate their budget components;
- ii) The FC shall be responsible for providing the Region and the District with the budget planning figure and their relevant portions;
- iii) When the Water Programme is integrated in KIDEP, there shall be one KIDEP budget only;
- iv) NORAD shall, in compliance with the Agreed Minutes from the first Annual Meeting, inform the Region of the budget item, its content and magnitude, discussed under (c) ii) above and shall provide the Region with semi-annual statements of expenditures charged to this budget item as well as for the Direct funds under the Programme;

### **4.3.2 Procurement**

#### **Observations and Comments**

##### **(a) General**

Goods and materials are either procured internationally through a procurement agent or locally in Kigoma or elsewhere in Tanzania.

##### **(b) International Procurement**

DWEs and RWE department heads give their procurement requests through the RWE to the FC who scrutinises, queries as considered appropriate, approves and passes the requests on to Norconsult International or as of late, SCAN-AFRICAN A.S. They procure the requested goods/materials according to agreed conditions and procedures.

The invoices are sent directly to NORAD and payment is made directly to the procurer without prior approval from the Region. The FC is informed by copy of the payments made. As of late, the FC has tried to introduce procedures whereby the Region may approve the invoice in advance of the NORAD payments.

The FC has instructed the Districts to submit their procurement requests directly to the FC and not to the RWE due to the perpetual problems experienced with the MAJI stores.

It is noted that over the past 12 - 18 months there has been a marked decrease in the request for international procurements as more and more goods and materials become available locally.

Until recently Norconsult International, DSM has been contracted to handle the international procurements on behalf of the Region and the Districts. Recently, however, NORAD entered into a contract with SCAN-AFRICAN A.S. DSM, who will take over the procurement responsibilities from Norconsult International. This would not have been worth commenting upon if it had not been for the following observations:

- i) The decision to go for tender when Norconsult's contract expired and to enter into a new contract with the best tender was agreed in the first Annual Meeting;
- ii) The tendering process and evaluation of tenders were, however, both done by NORAD without consulting the Region;
- iii) The contract which reportedly was entered into some months ago had, at the time of writing this Report, neither reached the Region, nor NORAD, DSM for that matter. Needless to say, this has caused unnecessary consternation and irritation in the Districts and the Region and one cannot but question and criticise the way in which this matter has been handled by NORAD.

In line with NORAD's recipient oriented policy one could also have expected that the final contract would be signed between the procurer, i.e. the Region/Districts and the handling agent, in this case SCAN-AFRICAN.

- iv) The role of the Finance Controller  
As is discuss under paragraph 4.5.7, Key Personnel, the FC's role in the Programme is unclear and ambiguous. In the case of Procurement, the FC has been put in a position of a decision maker and manager, rather than in a controlling function.

### **Recommendations**

The following procedure is proposed to be introduced in connection with the integration of the Water Programme into KIDEP:

- i) A copy of the contract between NORAD and SCAN-AFRICAN shall be submitted to the Region and the Districts **immediately**.
- ii) With reference to the recommendation to establish an External Account, ref (iii) below, the Contract between NORAD and SCAN-AFRICAN shall be re-negotiated and the Regional Administration take over the role as Contract partner in NORAD's place.

- iii) By 1.07.92 the Region shall be given an External Account, to be administered by the FC, for the Direct Funds for the KIDEP programme, including the funds for the Water Programme. The Region may thus pay SCAN-AFRICAN, or any other international agents for that matter, directly without involving NORAD.
- iv) NORAD will be kept informed through quarterly summary reports.
- v) In line with the District focus, and based on experience gained through the arrangement proposed above, External Accounts shall be considered in due time also for the individual Districts. The experience and progress may be monitored by the Annual Meetings which will make the decision when and if considered appropriate.
- vi) The Finance Controller shall not be made responsible for the approval of purchase requests. It is proposed that this function be given to the KIDEP Coordinator, whilst the Finance Controller's role will be that of an internal controller only.
- vii) As to the proposed future role of the MAJI store, reference is made to paragraph 4.3.3 below.

(c) **Local Procurement**

**Observations Comments:**

- i) The Governmental procurement system is considered inadequately developed for "project procurement". It is the Team's opinion that if the projects shall continue to struggle with procurement through Government stores, the procurements will continue to be expensive, delays will persist as will the frustration among the implementers.
- ii) According to Government regulations, a purchase requisition must first be submitted to the local Government Store. Should the requested items not be available, they may be procured on the local market. Items which are not kept at the Government stores may be bought directly on the local market.
- iii) As the local market improves, there will be less need for large storage capacity at the Regional and District level. This item is further elaborated in paragraph 4.3.3 below.
- iv) Tendering among local suppliers is expected to keep the prices at a competitive level and generally assist in improving the local business society in the Region.

**Recommendations:**

- i) It is recommended that the Districts may place their own purchase requests without necessarily having to go via the RWE and the Regional Administration.

- ii) The Advisor to the DED may serve in the role as scrutiniser and approver, whilst the FC again assumes the role as controller.
- iii) To facilitate easy access to the procurement documentation and to ensure effective controlling procedures, it may be necessary to reconsider some of the internal procurement control routines.

This could be included in the Terms of Reference of the independent external auditing exercise proposed in paragraph 4.3.3.b).

### 4.3.3 MAJI Stores

#### Observations and Comments

##### (a) **Regional Stores**

The MAJI Regional Stores were thoroughly inspected during the visit. The following significant issues were noted:

##### i) **Security**

It is noted that in the Minutes from the first Annual Meeting, NORAD requests a status report on the theft cases within MAJI. NORAD further requested a review of the internal procedures to ensure that strict control is exercised and irregularities reduced.

The request for the theft report was reiterated in the second Annual Meeting, but as far as can be established, this report has yet to be produced. Neither has the requested reviews been performed. Stores personnel have, however, been replaced.

##### ii) **The Ledger/Bin-card system**

There is a simple, normal ledger card system in use where in-coming and outgoing items are registered.

In the spare-part store, no bin-cards date back beyond 1988 and in the construction store no bin-cards are older than January 1991. The explanation given by the store keeper is that old bin-cards have been deliberately thrown away.

##### iii) **Stock Verification**

The second Annual Meeting refers to a "review of the stores and workshop and the transport situation". As far as the Team has been able to establish, this work has never been done. The store keepers claim to include internal stock verification as part of their normal routine work. In addition a Stock Verifier

is available at the RDD office and he comes either when requested or annually/bi-annually on routine visits.

The interviews conducted indicate, however, that such routines are not common practice and that the stock verification is carried out in a haphazard manner. This statement is supported by the fact that there was a stock verification carried out by the Regional Auditor in April 1990. The report has yet to be produced!

Apparently, a stock verification was started again in June this year. This work was postponed half way and is not expected to be continued until early 1992. The value of such an exercise must naturally be questioned.

The Regional Stock verifier reportedly shows little interest in the problems encountered in the MAJI store and the cooperation with the Water Programme and KIDEP personnel is minimal.

During the inspection frequent accusations have been made suggesting that the RWE does not have a complete overview of his total stock at hand. Episodes have been quoted where the Districts have requested items which have had to be ordered from abroad and which later have turned out to be available in the store.

The relatively superficial inspection carried out during this visit cannot verify such statements, but the destruction and changing of the bin-cards would suggest that the system leaves a lot to be desired.

What is evident, however, is that there is a considerable number of stock items which dates back to the early eighties and which under the present Programme has no practical value to the Programme.

**iv) Pricing and Control**

The pricing is done by the RWE, Head of O&M. All stock items are given a price based on the purchase invoice. The price is neither controlled by the FC nor by anybody else. The pricing of stock items is made difficult, i.a. because the invoice arrives several months after the receipt of the items.

Previously, the requested and utilised stock item was not invoiced. Invoicing procedures have, however, been introduced under the present FC.

As of late the Invoice has, for control purposes, a reference to the item number registered on the relevant ledger card. This makes it possible to check that the item concerned actually has been requested, used and invoiced. It is not, however, a fool proof control system.

In the construction store the issuing of payment vouchers is the responsibility of the store keeper (and stores officer), whilst for the spare-part store the



responsibility rests with the Mechanical Inspector (Workshop foreman). A copy of the issued receipt is submitted to the storekeeper. The invoice goes via O&M to the FC for registration and control. There are no routines of two or more lines of reports to guard against misuse and to ensure sufficient control.

v) **Staffing situation and training possibilities**

The RWE claims to have qualified store personnel at present. Other reports would indicate that there is only one person at present who may, although not fully qualified, be regarded as capable. Should this person disappear, however, it is the opinion of several that the store should be closed down due to lack of capable personnel.

There are training courses available in DSM(one year) and within the RWE's training programme(short courses). The training possibilities are reportedly being utilised.

(b) **District Stores**

The stores at District level have limited capacity, both with reference to storage space and qualified personnel.

Security was not reported as a significant problem. The policy of the DWEs, however, is to keep the stock at the District Stores to a minimum to reduce the problems of store keeping and the inevitable pilfering, and to minimize the security problem.

This policy would appear to be realistic as experience shows that the Districts may increasingly rely on the local market for the supply of relevant materials and goods, including spare parts.

**Recommendations:**

Based on the above observations, the fast improving local supply situation and the policy of District focusing, the following policy and procedures are recommended:

- i) The Regional Administration shall be given, in writing, one month within which the Theft Report shall be submitted to NORAD. Failing this, NORAD's support to the MAJI Regional stores and workshop should automatically be terminated.
- ii) There is a need for an external independent stocktaking to ensure a complete verification of the total stock and the corresponding value, both at the Regional and the District stores.

To that end, the Water Programme should contract an independent company to carry out the stocktaking, e.g. Price Waterhouse, Coopers and Lybrant or another local reputable company who is intimately familiar with the Government system.

Immediately the decision is made to do so, the Stores should be locked and secured.

- iii) The DWEs in cooperation with the DEDs shall carry out a needs assessment for goods and materials based on their plans for the present and coming financial years.

Based on this assessment, the relevant stock shall be distributed from the RWE's store to the District stores for subsequent utilisation on the Programme.

- iv) Stock items of no practical value to the Programme shall be sold on the local market and the proceedings be utilised for the benefit of the Programme.

- v) The future stock at the RWE stores shall be reduced to a minimum and only constitute such items which are not readily available on the local market and which, based on experience may be needed in an emergency.

In this manner the Programme's economic support to the RWE's stores may be drastically reduced.

- vi) The external independent auditor proposed under (ii) above shall also be requested to:
- \* assess the present ledger/pricing/control system to propose improvements as/if required and to introduce procedures which will ensure improved control possibilities.
  - \* prepare an assessment of the staffing situation, both at Regional and District level, based on the proposed reduction at Regional level and the distribution of goods to the District Stores.
- vii) Training of store-keepers at the District stores shall be given priority.

#### 4.3.4 Transportation

##### Observations and Comments:

##### (a) Available Programme Vehicles

There are at present registered

- \* 21 TX- Vehicles and 5 ST-vehicles available for the Water Programme, of which nine (9) are attached to the Districts and three (3) are grounded;
- \* x TX-vehicles for the KIDEP programme;

##### (b) Use of Programme Vehicles

The vehicles for the Water Programme at Regional level are allocated to the RWE Section Heads. There is theoretically strict control with signing in and out and a log book for each car.

Presently the Finance Controller de facto operates as a Transportation Officer, albeit in cooperation with the RWE's Transport Officer. His role is, however, not very clear.

It is the Team's considered opinion that the FC's position contravenes the role as Controller.

The RWE and the DWEs confirm that the Water Programme has sufficient transportation available for the planned activities to take place.

**(c) Spares**

It is evident that the present planning and procurement procedures for vehicle spare-parts leave a lot to be desired. There is reportedly poor coordination at Regional level and there is little or no forward planning as to expected future requirements. The RWE and the Districts therefore, more often than not, find themselves without essential spares when needed.

**(d) Registration of Vehicles**

It is understood that NORAD, with the approval of the Regional Administration has decided that the TX-registered vehicles procured with Water Programme and KIDEP funds shall be transferred to ST-registration. This apparently is to enable the Regional Administration to "use and dispose of the vehicles in accordance with the Government's rules for such activities". For further details, reference is made to a copy of NORAD's disposition, Appendix 7.

It is further understood that the above decision has been taken without consulting the operative personnel of the two programme organisations and without having made an analysis of the operational consequences for the two programmes.

Although it may be argued that the decision is in line with NORAD's recipient oriented policy, it is believed that the consequences may be serious. This view is unanimously shared by all operational personnel interviewed by the Team. The comments varied from:

- \* "For the good of the programme, the vehicles should be kept as TX-registered vehicles. Otherwise they may be used by anybody".
- \* "This will cause a lot of problems for the Programme(KIDEP) as the vehicles are bound to be commanded by the leadership for other uses. They may also be purchased cheaply by Government employees after a few years".

- \* "The Programme personnel are all against the ST registration as the requested change has been made by high ranking officers presently without access to the Programmes' vehicles".
- \* "If you want the programme to succeed, the vehicles better remain as TX".

The personnel responsible for the successful planning and implementation of the Water Programme and KIDEP are in other words extremely concerned that they no longer shall be in control of the Programme vehicles. As normal Government vehicles they may be commanded by the Regional and District leadership (and Central Government personnel, for that matter) for non-programme oriented activities. The concern is believed to be realistic and should be of considerable concern to NORAD.

Another item of concern in this context is the fact that the Tanzanian Government does not carry any insurance for its vehicles, and there may be no money for replacement of those vehicles which may be stolen or declared not road-worthy.

### Recommendations

- i) It is recommended that the decision to register the Programme vehicles as ST-vehicles be reconsidered and the final decision be based on a thorough analysis of the likely implications as discussed above;
- ii) Should the St-registration be implemented, it is recommended that the next Annual Meeting discusses this issue and that an agreement be reached as to the disposition of the vehicles, i.e. that the Regional Administration shall agree that priority be given to the KIDEP Programme activities. Close monitoring as to the utilisation of the vehicles shall be introduced. Should it become evident that priority is not given to Programme activities, NORAD should consider termination of the Programme funding;
- iii) In line with the District focus policy, new vehicles shall in principle be made available to the Districts. The RWE fleet of vehicles shall be monitored and gradually reduced in line with decreasing demand and increased decentralisation;
- iv) For the Water Programme the RWE shall be made responsible for proper and effective disposition and utilisation of the vehicles at Regional level, but answerable to the KIDEP Coordinator.  
  
At District level the DWE shall be similarly responsible;
- v) The KIDEP Coordinator shall be responsible at Regional level, whilst it is proposed that DEDs be made responsible at District level for the overall disposition of vehicles;
- vi) The FC's role shall be that of a controller both at Regional and District level;

- vii) Forward spare-parts planning should be introduced. The possible coordination required from the RWE may depend on local availability at District level and should be continuously considered in that context;
- viii) The possibility of tendering for spare-part supplies from the local market shall be investigated;
- ix) To combat misuse of the vehicles and drastically reduce operation and maintenance costs, consideration should be given to reducing the RWE/DWE fleet of vehicles and instead tender for transportation services on the local market. This will be particularly relevant for construction work when heavy duty vehicles are required. This solution has been practised with success in other countries under similar conditions, e.g. Burundi, Botswana, Kenya, Nigeria, etc.;
- x) To encourage the local transportation market, the DDF should consider providing credits to enterprising local transport entrepreneurs and support their business by contract haulage;
- xi) One consequence of the above recommendation is that the present Scandia truck may be sold on the local market;
- xii) Acknowledging the fact that transportation administration is difficult and requires consistent management and control, it is proposed that the KIDEP administration communicates with other Regions to familiarise itself with their ways of solving the problems;

#### 4.3.5 Workshops

##### Observations and Comments

###### (a) **General**

As a general rule all Government vehicles shall be serviced at a Government workshop. Dispensation will be given in cases where the Government facilities are inadequate or not available. However, Government vehicles serviced at a private garage must be certified by the relevant Government local agent before payments are effected.

###### (b) **Kigoma Region**

There is a Government workshop with dubious reputation in Kigoma. Due to this, the RWE workshop is generally considered the most efficient Government workshop in Kigoma. Most Government vehicles in Kigoma are therefore reportedly serviced at this workshop.

This observation is supported by the RWE who states that his workshop at present is working well and that orders from other Government departments are accepted against

payment. That includes vehicles from RDD and RC. It is noted that such payments are made with great reluctance. Hard work is required by the RWE to ensure payments - even threats of not accepting vehicles for servicing unless payments are made have been necessary.

(c) **Revolving Fund**

A revolving fund for the Workshop was started last year. At the start, the spare-parts in the store were not priced. NORAD's contribution to the revolving fund is thus the unspecified value of the spares and the 2.6 mill TSH budgeted for 91/92. So far the indications are that the revolving fund will not require additional funds in 92/93.

(d) **The District workshops**

Other information conflicts somewhat with the evaluation of the RWE's workshop quoted above, as some claim that the DWE, Kigoma Rural's workshop in Mlote is the most reliable Governmental workshop in Kigoma. Needless to say, this view is shared by the DWE and his staff. Generally the District Workshops, however, have limited capacity and only the RWE workshop is at present adequately equipped to handle major repairs.

Thus the DWEs have to take their vehicles to the RWE for major repairs. The cost effectiveness of this arrangement has not been considered.

(e) **Private Workshops**

There are a handful of local garages who are considered capable of handling the type of service required for the Programme vehicles.

It is noted that calculations have not been made as to whether it is more cost effective to utilise the local private workshops to service the Programme vehicles.

**Recommendations**

It is in the opinion of the Team necessary to consider at least two possible scenarios:

i) **TX-registration continues**

The Programme support to the RWE Workshop should decrease as the work increases in the Districts.

Cost calculations should be made to determine:

- i) the cost effectiveness of utilising local private garages compared to RWE/DWE workshop for servicing the Programme vehicles at Regional and District levels;

- ii) the cost effectiveness of upgrading the DWE workshops to handle major repairs which today is handled by the RWE workshop only.
- iii) to introduce invoicing when Programme vehicles are serviced at the RWE/DWE workshops instead of procuring spare-parts with Programme funds (pilfering of spare-parts will then only be a Government problem).

The study (i, ii) should be carried out by an independent local consultant. This work may possibly be incorporated in the TOR for the independent auditor proposed under paragraph 4.3.3.b) above.

Should it prove cost effective due consideration should be given to the equipping of the DWE workshops.

**ii) ST-registration**

Should this solution be confirmed, there are in the Team's opinion no arguments for further NORAD support to the Regional and District Workshops.

As the vehicles and Programme's transport requirements then will be the responsibility of the Government, no further claims regarding vehicle maintenance can be made to NORAD.

It is therefore recommended that NORAD's support to the MAJI workshops is terminated as from the coming financial year.

#### **4.3.6 Manpower Development Programme**

##### **Observations and Comments**

The responsibility for manpower development within the Water Programme rests with Training and Personnel under the Administration Section of the RWE.

A manpower development programme has been developed by the Water Resource Institute in DSM. It is also understood that the programme has been evaluated by representatives from IDM and that the present programme has been adjusted accordingly. NORAD has accepted to support the Programme as presented in the revised December 1990 version.

The programme emphasises the importance of "performance improvement". To this end it is doubtful whether the training programme in fact addresses just this point. This statement is based on the following observations:

**(a) Needs assessment**

There is no immediate evidence that a needs assessment has been made. That is an assessment of the tasks which the different categories of personnel are expected and/or required to perform to satisfy the demands of the Programme. This assessment must be seen in relation to the know-how and experience represented by the personnel available to the Programme.

(b) **District input**

The WRI personnel responsible for the development of the Training Programme have reportedly neither been to the Districts to familiarise themselves with the practical problems facing the Districts, nor discussed such problems with any representatives from the same Districts.

(This statement is contradicted by the Training Officer who claims that the WRI representatives in fact have been to the Districts).

(c) **Practical Training**

It is evident that there are a number of areas where the performance of the Regional/District programme personnel does not meet the minimum standard required. It is sufficient to mention but a few:

- \* accountancy/book-keeping;
- \* budgeting;
- \* progress and cost control and reporting;
- \* cost and rentability calculations;
- \* practical construction management;
- \* CP basic training for MAJI technical staff, particularly at Regional level;

All these areas have special programme oriented requirements, either due to the guiding policy and nature of the Programmes or to the special requirements stipulated by NORAD. Theoretical courses from normal textbooks may help, but it is suggested that there is a dire need for untraditional thinking to improve the performance of the present Programme personnel.

(d) **Training on site**

Hardly any training is planned to take place on site or even in Kigoma. Most training will take place in established Training Centres around the country or even outside Tanzania.

(e) **Training by TAs**

As far as one has been able to establish, no attempt has been made by the Training Section to utilise in a planned manner the expertise and experience represented by the Programmes' Norwegian TA personnel.

It should be stated in this context that the present FC has spent a lot of time training the KIDEP accountants and RWE section heads in Programme oriented accountancy, budgeting and cost control. It is noted, however, that this has been based on the personal initiative from the FC.

(f) **Training of Trainers**



One must expect that there will be a natural turnover of personnel within the RWE training section and its trainers. The Training of Trainers is therefore a natural component of any training programme of this nature, particularly if the programme should be more practically oriented. As far as can be gathered from the present documentation, this important component has not been included in the Training Programme.

### Recommendations

- i) A Training Workshop shall be called by the Water Programme and KIDEP management. All heads and decision makers at the Region and District levels shall be invited to participate. The agenda of the Workshop is proposed to include (but not necessarily be limited to):
  - \* A discussion on practical issues which the participants find of particular importance and where the present performances do not meet required standards.
  - \* A discussion as to how training should be planned and implemented in an attempt to improve the performance of the relevant sections and personnel in question. The intentions and proposed activities of the present training programme will be a natural input to these discussions.
  - \* The preparation of an additional Training Programme as required, utilising the practical and pedagogical experience and qualifications of the Programme personnel (or others, preferably locally available).
- ii) The Team does not feel in a position to evaluate the merits of the different courses as proposed in the Training Programme. It is the Team's general opinion, however, that the Water Programme as such will not benefit from the courses proposed and it is proposed that NORAD reconsiders its support and rather concentrate on the practical approach as proposed above.

## 4.3.7 Routines and Procedures

### Observations and Comments

#### (a) **Cost Control and Reporting**

##### i) **The Region's Cost Reporting**

#### Internal

The FC reports monthly on expenditures to the RWE section heads. This is done on a form designed for this purpose - FINANCIAL REPORT - COST BREAKDOWN. Reference is made to Appendix 8.

It is noted that this reporting format is not in accordance with the Tanzanian Government procedures which require reports on accumulated recurrent and development expenditures only.

The FC's reporting procedure has been introduced so that the section heads may be made responsible for the cost control of their budget items and it thus becomes a useful management tool by RWE and his Section Heads.

An added benefit is that this type of cost breakdown information makes the required reporting to NORAD more informative.

### **NORAD**

Monthly Cost Reports are submitted to NORAD by the FC. It is noted with some concern that the Region never receives any feed-back on their cost reports. The Regional Administration are thus entitled to query the purpose of their reporting efforts.

At the time of writing it has not been possible for the Team to establish the details of NORAD's reporting requirements (see also (b) below).

#### **ii) NORAD's Cost Reporting to the Region**

The Programme Agreement calls for NORAD to submit bi-annual statement of expenditures on Direct Funds to the Region. As far as the Team has been able to establish, NORAD does not comply with this requirement.

NORAD does submit an economic summary statement, but this is presented in a manner uncomprehensible to the Region and must therefore be considered meaningless.

#### **(b) Planning and Implementation Reporting Formats**

##### **The Programme Agreement.**

The Programme Agreement clause II.5 states that:

"Tanzania shall within two months before the Annual Meeting referred to in clause 3 above, submit to Norway:

- Proposals for major amendments to the ongoing Programme and new projects under the Programme. Each proposal shall contain a detailed project description and budget
- A report on the implementation of the Programme.
- A time schedule and budget for the subsequent (financial) year of the Programme.

- A statement of expenditures incurred under the Programme during the preceding financial year.

(The underlinings and brackets made by the Team)

**i) General**

The RWE and the DWEs have adopted the procedures and formats presented in the "ORGANISATION, PLANNING, REPORTING, MONITORING AND EVALUATION GUIDELINE FOR MAJI KIGOMA REGION" prepared by T. Liengen in 1989.

The Team has not gone through each and every guideline presented, but may conclude with the statement that the guidelines should satisfy the general planning, reporting, monitoring and evaluation requirements of the Water Programme.

The practical application of the various forms and procedures did not seem clear to everyone involved - an observation which was supported by the statement that nobody has yet participated in a workshop or seminar where the procedures and their applications were explained and discussed.

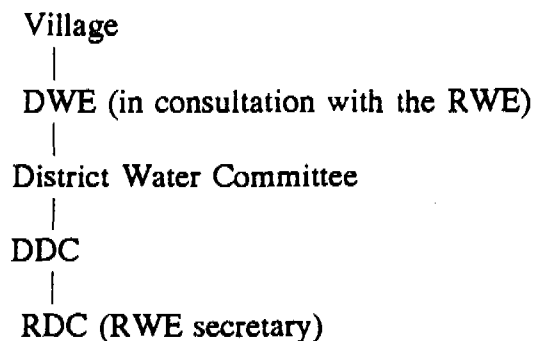
**ii) NORAD's Progress Reporting Requirements**

The discussions with RWE's and the DWEs' section heads disclosed considerable confusion as to NORAD's reporting requirements. On closer examination it was evident that they report the way they have been instructed, but do clearly neither understand the reasons for nor the value of their reporting.

**iii) The local decision making process**

The bottom up approach

The diagram depicted below shows the Project approval procedure for a Village initiated Project:



RWE summarises the DDCs' project proposals and presents the result to NORAD for approval. (Ref proposed procedures for the Annual Meeting, Chapter 3.2)

**Recommendations:**

- i) In view of the increased workload of the District personnel, it may be useful to introduce an instruction session on the practical use of the "Liengen Reporting Formats". This may be an appropriate task for the in-coming RWE Advisor.
- ii) The details of NORAD's reporting requirements, both in content and form, shall be established as soon as possible, e.g. through a two day work shop called by the Regional Administration.

It is recommended that this discussion be initiated in conjunction with the preparation for the next Annual Meeting so that final agreement may be recorded in the Agreed Minutes.

A proposal meant for discussion purposes is enclosed in Appendix 4.

- iii) With reference to the above, the agreed reporting procedure shall include the type of feed-back required from NORAD by the Region.
- iv) NORAD shall comply with the Agreement stipulation and submit to the Region bi-annual Reports on Direct Funds expenditures. The Format should be discussed and agreed with the Regional Administration.

This shall also include expenditure statement on the TA budget as discussed under paragraph 4.3.1(c)(ii).

- v) Reallocations within the overall budget as required for the last quarter of the ongoing financial year should also be included to avoid problems caused by exhausted budget items.

## 4.4 Technical Activities

### 4.4.1 Planning

#### Observations and Comments:

The 1989 Review recommends that a feasibility study be carried out in Kasulu and Kibondo to decide on type of water supply systems to be chosen. So far this study has not been carried out but the Ministry has promised to carry out the study this financial year (the study has been planned to start early December 1991).

In the Integration Report it is recommended that priority and screening of projects should be introduced. Feasibility studies on alternative water supply schemes and level of service could be part of the screening exercise. Water supply schemes with an initial cost above an affordable level could then be reconsidered. It is advisable that a maximum annual contribution per family be established.

### 4.4.2 Construction

#### (a) WS Coverage

#### Observations and Comments:

It was not possible for the Team to establish the general progress of the Programme and corresponding costs for the third stage. However, the following broad statements may be made:

Out of a total number of 108 villages with constructed water supply schemes 67 are at present in operation. Of those still in operation 35 have been constructed since 1980 whilst 32 were in operation in 1980 or have since been rehabilitated. With an average population of approximately 3500 per village less than 125 000 have been given new water supplies in the past 10 years. To provide 125 000 persons with water supply approximately NOK 175 million (including the cost of TAP) has been invested, i.e. NOK 1,400 per person, or adjusted to 1991 cost level, NOK 2,000 per person.

There are still another 150 villages or about 725,000 persons to be provided with water supply schemes, which would suggest that an additional NOK 1.5 billion (1991 level) may be required to provide water for the remaining rural population of the Kigoma Region.

It should be noted that even with this considerable backlog and the lack of service to the majority of the rural population, no one has yet queried present policy of "full service" for the few who are provided with water supply schemes, nor the cost efficiency of the WS Programme.

**Recommendations:**

The KIDEP Coordinator and the Advisers should initiate a discussion on the present water supply coverage in the villages. The District Water Committees would be the natural fora for the discussion on whether everybody should be given some safe water supply or the few be provided with "full service". The affordable cost level should also be established.

**(b) Sanitation**

**Observations and Comments:**

Sanitation has been and still is almost non-existent in the Programme as sanitation has never really been regarded as an area for consideration on equal terms with water in the Programme. The sanitation programme has been limited to the construction of a limited number of demo-latrines. This is emphasised by the fact that allocations for the sanitation component are annually less than 1 % of the WS budget.

**Recommendations:**

Although no analysis of the present situation has been made by the Team, it is still recommended that the Sanitation issue be a subject for discussion at the next Annual Meeting. The objective of this discussion should be to give more attention to the Sanitation issue. A status report and recommendations for the future should be presented to the Annual Meeting for consideration.

**(c) Urban Water Supply**

Kigoma Urban water supply has been provided with spares and equipment through the Programme. The water scheme now finds itself in a situation where it is dependent on equipment and spares produced in Scandinavia and with no matching spares available in Tanzania - (some are only with manuals in Norwegian !)

The hospitals in Kigoma and Kibondo which both are suffering from inadequate water supplies, can with relatively small investments be given adequate service.

**Recommendations:**

Even if this hardly is within the Team's TOR it has taken it upon itself to recommend to the relevant Administrations that "Norwegian spares" and water supply to the hospitals in Kigoma and Kibondo should be presented as separate Project Proposals to the next Annual Meeting.

### **4.4.3 Operation and Maintenance**

#### **Observations and Comments:**

The ensuing observations and comments may be considered beyond the Team's Terms of Reference. The Team, however, considers the O&M issues as pertinent to the success of the Water Programme and will therefore raise the following issue:

#### **Hand-pumps**

It is evident that the Programme is experiencing problems with hand-pumps installed in boreholes. More often than not the hand-pumps used in boreholes last only a few months or even less, depending on the depth of the borehole and the user frequency.

The RWE's O&M section has prepared an O&M cost comparison between boreholes with hand-pumps and gravity schemes. Their conclusion is that gravity schemes are cheaper and more easily maintained than borehole hand-pumps. The O&M section therefore claims a need for reconsideration of the criteria used for choice of technology, and that these considerations should be more in favour of Gravity Schemes.

There are several aspects which should be included in the discussions, e.g. construction cost, the quality of the hand-pumps used, the availability and price of spares, etc.

The overriding consideration when evaluating alternative water supplies which form the basis for the technology choice, should be the users' ability to meet the O&M costs. In addition the investment cost of different solutions including number of water points has to be considered. The present habit of selecting shallow wells or spring protection and then add up with boreholes to meet "ideal national target" of less than 400 metre walking distance may neither be feasible nor sustainable.

The RWE was recommended to consider the feasibility and sustainability by calculating the overall cost of the schemes based on a present net value calculation for alternative solutions.

The Region utilises one hand-pump type only - the Morogoro type. The experience reported indicate that this hand-pump is not suitable for boreholes. The conclusion should thus be that another hand-pump type should be used in boreholes. It is anticipated that other Regions may have experienced similar problems and that they may have found alternative solutions.

#### **Recommendations:**

##### **i) Cost comparisons/technology choice**

In the planning process of a new (or rehabilitation of an old) water supply, a cost calculation (net present value) to compare different solutions should be carried out to decide on type and size of scheme and choice of technology.

This cost comparison should be based on unit costs developed by comparing construction cost plus O&M cost over a 10 or 15 years period on a number of existing

schemes. The introduction of this exercise may be combined with the feasibility study of the Kasulu and Kibondo water supplies to be carried out by MAJI HQ this year (REF. 4.4.1).

ii) **Hand-pumps**

It is recommended that to ensure a coordinated and national solution to the problem, the Ministry of Water should evaluate the situation throughout Tanzania and make recommendations.

In the meantime the Kigoma Region should contact other Regions with similar problems, e.g. Mwansa, Kagera and Rukwa to share their experience and possibly find satisfactory solutions to the problem.

4.4.4 **Progress**

**Observations and Comments**

As previous stated, it was impossible for the Team with the documents made available and the time allocated to establish the progress of the Programme over the past few years.

**Recommendations:**

- i) An accurate assessment of the progress of the past two financial years, 89/90 - 90/91, i.e. number of schemes completed and corresponding costs shall be made.
- ii) The total number of water points in function at present should also be established.
- iii) The above findings shall be presented to the next Annual Meeting.



## 4.5 **Integration of the Water Programme(TAN 055) into KIDEP**

### Observations and Comments

#### 4.5.1 General

The integration of the Water Programme into KIDEP has been on the card for some time. The first Annual Meeting "confirmed that it was decided in the Country Programme negotiations that the Water Programme will be integrated into KIDEP from 1991".

The Report on Integration of April 1991, however, recommends that the integration be effective from the financial year 92/93, i.e. from 1.07.92. It is expected that this date will be endorsed in the next Annual Meeting. This presupposes, however, that a number of integration activities be initiated without further delay.

The financial year 91/92 is by the Regional Administration considered a transition year where preparatory activities for the integration shall be given priority. Further comments are given under paragraph 3.4.1- The Report on Integration of TAN 055 into KIDEP and 3.4.2 - the LFA-workshop Report.

#### 4.5.2 Status of the preparatory work

##### (a) **General**

As far as can be established little or no preparatory work has taken place until now. The reason for this is not easily established. One major reason could, however, be the vagueness of the available documentation, i.e. the responsibility for the various activities recommended to take place in 91/92 has to a large extent never been placed. Everybody seems in a way to be waiting for each other to take the required action.

As has been discussed under paragraph 3.4.1, a Regional Integration Committee has been established charged with the responsibility of operationalising the recommendations of the Integration Report.

This Committee has not yet started its work and it has not been possible to establish its time schedule and work plan. It should be noted that the Team is recommending that the detailed planning responsibilities be delegated to the individual Districts.

##### (b) **Programme Coordinator for KIDEP**

The Team proposes that the KIDEP Coordinator should assume a key role in the Integration activities. The fact that the outgoing KIDEP Coordinator has not had a Job Description(Ref Chapter 4.5.7) added to the situation that he has not seen integration planning as his duty, no initiative has been taken on his part.

According to the previous Coordinator there should be no integration problems whatsoever and he was implying that others are over-dimensioning the potential

problems. That be what it may, the fact is that this unclear situation has caused a lot of consternation and worry, particularly among the RWE's and DWEs' staff.

(c) **MAJI**

MAJI is worried that the integration will result in less funds for the Water Programme. There are also expressed concerns referring to the past failures of World Bank sponsored Rural Development Programmes, i.a. in Kigoma.

In all fairness it should be mentioned that communication with MAJI on the integration issue has been difficult due to the rather frequent change in personnel over the past two years. The former RWE, Mahere, was very much against the integration concept as he was worried that MAJI would lose funds and influence over the water sector. His strong convictions have obviously influenced the organisation. The present Acting RWE reports that the integration issue has not, as far as he is concerned, been on the agenda for the past 12 months.

(d) **Information dissemination**

The fact that so little information has been disseminated to the District personnel as to the objectives and practical implications of the KIDEP programme, has already resulted in a feeling of resentment in the Districts, particularly in MAJI - hardly the best starting point for cooperation and decentralisation of responsibilities.

Another case in point is the example of RUDEP. There is no doubt that the Regional and District administrations are worried that KIDEP may develop into a similar massive, bureaucratic Regional oriented organisation which RUDEP is considered to be in Kigoma. (Views expressed by Kigoma personnel who have visited RUDEP).

(e) **CPHE activities**

One particular item which will be directly effected by the integration is the administration of the CPHE teams which until to date have been under the auspice of MAJI. There seems to be some confusion as to their present status, basically due to:

- i) The 1990 Joint CPHE Review recommends that the CPHE Teams be dismantled and the personnel be transferred back to their respective Departments. The Review also recommends that MAJI participate in a team for preparing guidelines for use of MAENDELEO, AFYA and MAJI. This team has never been constituted.
- ii) The above recommendation was, according to the Agreed Minutes, endorsed by NORAD in the second Annual Meeting - nothing is said about the Region!
- iii) The recommendation was also reiterated in the LFA workshop - which had no decision making authority -, and in the Integration Report - which has not yet been operationalised.

- iv) The KIDEP Coordinator is therefore, as is a number of other persons interviewed, of the firm opinion that the CPHE activities should continue under MAJI and claims that a formal decision to the contrary has yet to be made.

The result of the above is that the CPHE Teams are still operational under MAJI, a situation which everybody interviewed is satisfied with (including, for the time being, MAENDELEO). This has again resulted in the fact that the RWE and the DEDs have included the CPHE Teams' activities in their budgets for 92/93.

### **Recommendations:**

The inspection Team firmly believes that it is extremely important to organise an information campaign on the future KIDEP concept directed towards the relevant Departments.

The information campaign should include (but not necessarily be limited to):

- i) The KIDEP concept and main objectives;
- ii) The KIDEP organogram;
- iii) The responsibilities of the key personnel and departments at Regional and District levels;
- iv) The timing of various transition activities, e.g. the CPHE functions;
- v) The **practical** implications for the various players and departments, both with regard to funds and activities. This will be of particular importance when it comes to the CPHE activities;
- vi) The composition, responsibility and work schedule of the proposed Integration Committees at Regional and District levels;
- vii) The planning workshops and training activities which will be initiated in connection with the integration process;

Otherwise reference is made to recommendation made in Chapter 3.4.

### **4.5.3 The KIDEP Concept**

#### **Observations and Comments:**

The KIDEP Coordinator makes a point of emphasising that KIDEP is **not** an organisation, but a Fund which will sponsor a number of agreed activities - among which will be included the Water Programme.

Nevertheless it is felt necessary to establish a KIDEP organogram which clearly determines the relations and lines of decision-making and communication, and the responsibilities vested with the relevant partners in the Programme once the integration is constituted.

The undefined roles and responsibilities of the local "KIDEP personnel" and the ambiguous way in which some of the TAs' Job Descriptions have been formulated, makes this all the more important.

**Recommendation:**

The organogram proposed in Appendix 9 defines the formal positions and responsibilities related to the source of Funds and reporting procedures.

The role and positions of two of the key positions, the KIDEP Coordinator and the Finance Controller, have been further elaborated in paragraph 4.5.7 below.

**4.5.4 Funding for the Water Programme**

**Observations and Comments**

The funding sources for the projects in the Water Programme are as follows:

- (a) NORAD
- (b) Government of Tanzania
- (c) Village contribution

**(a) NORAD Funds**

The NORAD funds are in principle for development only. Should, however, in isolated cases the Government contribution be inadequate, there may be an element of recurrent funding also in the NORAD contribution. As an example it was reported that one District included recurrent costs for his office under this budget item.

The NORAD Funds are traditionally divided into:

- (i) Direct Funds and
- (ii) Local Funds

There may be a rationale seen from NORAD in dividing the funds in this manner, but for budgeting reasons it is considered unnecessary to operate with two types of funding.

**(b) Government Funds**

According to the Agreement, clause IV-1, Tanzania shall provide all necessary manpower, capital and recurrent cost expenses above the NORAD Grant. Recurrent costs are defined as local staff salaries, allowances, O&M costs etc. Reportedly it

appears to be at the DWEs' discretion to include what they consider appropriate. The rest is budgeted under NORAD Development Funds.

A superficial check on the Water Programme Budget indicates that Government Funds are not included in the Budget.

**(c) Village contribution**

The Village budget contribution is for development only. The Villages do also contribute to the Operation and Maintenance costs of the schemes, but these figures do not appear in the District budgets.

**(d) General**

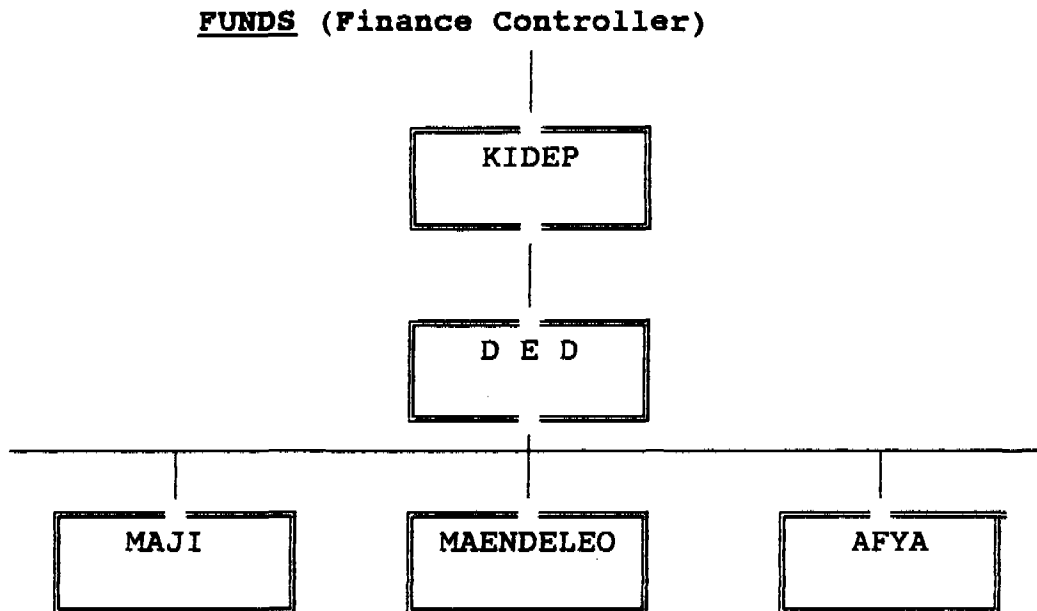
It is also observed that from the available documentation, it is difficult to establish the correct contributions to the various schemes/projects.

**Recommendations:**

- i) All contributions to a project should appear in the budget. This implies that the same figures will appear in the budget to NORAD as in the budget for the PMO;
- ii) A clear distinction between development and recurrent expenditures shall be made in the budget;
- iii) The division between Cash(local) and Direct funds should not appear in the budget as this is merely an (im)practical division of allocated funds;

#### 4.5.5 Proposed Procedure for Disbursement of KIDEP Funds to the Districts

##### Recommendations:



A cheque is submitted to the DEDs. The accounts are kept by a KIDEP District Accountant who reports quarterly to the Regional KIDEP Accountant and the FC (for control only) on progress and expenditures for each project.

#### 4.5.6 Signatories

##### Observations and Comments

Today the Signatories for the NORAD Development Funding is dictated by NORAD to be the RDD or RPLO and FC or KIDEP Coordinator. (Reference is made to NORAD's letter dated 15.09.1990).

One is here faced with the situation where the Finance Controller's control function is contravened by the status as a signatory. Not only may the Finance Controller be controlling the FC, but may also be faced with the situation where (s)he is controlling the person (s)he is reporting to, i.e. in this case the RDD. This is principally wrong and it is the Team's considered opinion that the signatories should be on a level below the level where the overall responsibility rests.

It is noted that neither the Regional Accountant nor the RWE accountant are involved as signatories.

### **Recommendations:**

- i) The responsibilities of the FC must be changed to that of a controller only. Reference is made to paragraph 4.5.7 (b) where the FC's present responsibilities and Job Description are discussed.
- ii) The signatories are proposed to be changed to:
  - \* For the Water Programme:  
Region: The RWE or RWE Advisor and the RWE Accountant or the Regional Accountant  
District: The DWE or Ass. DWE and the DWE Accountant
  - \* For KIDEP:  
Region: The relevant Dep. Head or the Coordinator and the Regional Accountant  
District: The relevant Dep. Head or the DED Advisor and the District Accountant;
- iii) A streamlined communication system between the signatories and the FC must be devised to facilitate continuous monitoring and control by the FC;
- iv) The FC will advance funds on a quarterly basis to the respective Departments when (s)he is satisfied that the progress- and financial reports represent a true picture of the departments' performance;

### **4.5.7 Key Personnel**

- (a) **The KIDEP Coordinator**

### **Observations and Comments:**

The main observation is that there is no Job Description for the KIDEP Coordinator, neither for the present nor for the successor. It is rather obvious that this has caused problems both for the Coordinator himself and for his colleagues as to the division of responsibility for the integration planning and implementation activities. It is the Team's opinion that this situation may have been a major reason for the fact that nobody has taken the initiative to operationalise the Integration and the LFA-Workshop documentation.

### **Recommendations:**

- (a) A Job Description shall be prepared for the incoming Coordinator (in position from medio January 1992)
- (b) As the new Coordinator has been recruited without a detailed Job Description it would be natural that he himself would participate in the formulation of the same.

- (c) However, based on information available and observations made by the Team, it is proposed that the following tasks be included in the Job Description:
- i) The Coordinator shall in principle be an ADVISOR, but be delegated the responsibility for certain central planning and implementation functions as proposed below.
  - ii) The Coordinator shall be responsible to RDD only.
  - iii) The following main tasks are proposed to be delegated to and be the responsibility of the Coordinator:
    - \* Management and administration of the KIDEP fleet of vehicles at Regional level;
    - \* Reconsideration of the Transportation procedures, i.a. in light of the conditions relevant to TX-/ST-registration situation;
    - \* Over all control-function with the disposition of vehicles at District level;
    - \* Initiate cost calculations as to cost effective use of vehicles and workshops, ref. paragraphs 4.3.4 and 4.3.5;
    - \* Coordinator, catalyst and inspirator to the integration teams at District level
    - \* "Chief Whip" when it comes to the Region's and the Districts' responsibilities to comply with agreed activities, time schedules and budgetary limits;
    - \* Assist the FC, upon request, with specified controlling functions;
    - \* Dissemination of KIDEP information to the various departments and participants at all levels;
    - \* Signatory responsibilities as recommended under paragraph 4.5.6;
    - \* Overall coordination of procurements at Regional level, particularly with reference to international purchase requests;
    - \* Ensure communication with similar programmes in other Regions for exchange of experience, know-how, etc;
    - \* Be responsible for arranging Seminars, Workshops, etc for the benefit of the Programme and its personnel;



- \* Overall coordination of the planning and implementation of the Training Programme proposed under paragraph 4.3.6 - Manpower Development;
- \* Be responsible for developing the Job Description for the KIDEP Coordinator. This would include updating of same as experience is gained during the contract period;
- \* Participate in the evaluation of and prepare information material for candidates as possible successor to the position as KIDEP Coordinator;

d) Due consideration should be given to:

- i) The employment of a local Assistant KIDEP coordinator;
- ii) In line with the urgency of some of the integration activities proposed, consideration should be given to appoint immediately the present Advisor to DED, Kigoma the position as Acting KIDEP Coordinator. In this manner time will not be lost in waiting for the new KIDEP Coordinator to take up his position.

**(b) The Finance Controller**

**Observations and Comments:**

Reference is made to the enclosed Job Description (JD), Appendix 11, which is valid for the present FC position. An analysis of this JD shows that the FC has an ambiguous job situation where it is virtually impossible to distinguish between implementation and control functions and responsibilities. This situation, which must be considered unsatisfactory to all parties concerned, is exemplified by the fact that the FC is controlling the dispositions of the same staff as to which (s)he is reporting, i.e. the RWE and the RPLO

**Recommendations:**

The job responsibilities of the FC should be changed to that of a controlling function. The day-to-day implementation activities should be transferred to other staff positions within the future KIDEP Programme:

**i) Accounting**

Reference is made to paragraph 4.3.1

The Regional Accountant shall be made overall responsible for the accounting activities in KIDEP and RWE, i.e. the KIDEP and the RWE/DWE accountants shall be responsible to the Regional Accountant.

The accounts shall be monitored and controlled on a continuous basis by the FC. This presupposes that the FC shall have continuous access to relevant documentation according to procedures to be developed and agreed.

**ii) Procurement**

Reference is made to paragraph 4.3.2.

The procurement responsibilities shall to the maximum extent possible be decentralised to the Districts and be coordinated at that level through the DED Advisors and at Regional level through the KIDEP coordinator. The DED Advisors and the Coordinator shall have the professional and the administrative control responsibilities whilst the FC shall monitor, control and effect the agreed payments according to the agreed procedures.

It is important that the control functions are performed in advance of the final payments.

**iii) Stores**

Reference is made to paragraph 4.3.3. The proposal is again to decentralise to the extent possible the store functions, thereby reducing the importance of the Regional KIDEP (including MAJI) store to a minimum.

The store-keeping responsibilities shall rest with the various, relevant departments, whilst the FC shall be responsible for carrying out stock verifications and control of the ledger/invoicing system at suitable intervals.

**iv) Transportation**

Reference is made to paragraph 4.3.4.

The proper and orderly management and administration of the KIDEP vehicle fleet is crucial to the ultimate success of the KIDEP Programme. It is proposed that the responsibility be vested with the KIDEP Coordinator at Regional level and the DED Advisors at District level. The FC's responsibility shall be to control that the agreed procedures for deployment of vehicles are complied with.

In principle, the above shall be valid whether or not the Programme vehicles are registered as TX- or ST-vehicles.

**v) Budgets and corresponding Funds**

Reference is made to paragraph 4.5.4.

The FC shall ensure that the budget figures provided by NORAD are used in the budget preparation work at District and Regional levels.

The Funds shall be disbursed/made available through the FC.

**vi) Training**

Reference is made to paragraph 4.3.6.

In accordance with the recommendations made under paragraph 4.3.6 - Manpower Development, the FC shall provide practical training in accountancy and book-keeping according to an agreed Training Programme.

**vii) Handing over**

In the case of the FC position, it is considered of particular importance that handing over to the successor is institutionalised to ensure that there will be no gap in the controlling process.

**It should be noted that the consequence of this recommendation is that NORAD has to make sure that there will be an adequate overlap in the recruitment process.**

**viii) Controlling Procedures**

The detailed procedures to facilitate an easy and continuous access to relevant accounts shall be decided in cooperation with the External Auditor proposed under paragraph 4.3.1 (b).

**ix) FC Successor**

Participate in the evaluation of and prepare information material for candidates as possible successor to the position as Finance Controller;

**x) Recruiting the FC**

The contract expires for the FC at the end of 1992. As emphasised earlier, it is essential that an overlap is arranged with the successor. It is therefore recommended that the following alternatives be considered by NORAD without delay:

- \* The present FC should be requested to extend the contract for another period. A reply should be requested no later than medio January 1992;
- \* In the (unlikely) event that the answer is no, recruiting procedures should be initiated immediately;
- \* As an alternative to the latter, to ensure continuity, the recruiting process should be initiated irrespective of a yes or no from the present FC. The recruitment may then be stopped at a suitable time when it is established beyond reasonable doubt that the present FC will continue.

**xi) Job Description**

A revised Job Description is proposed in Appendix 10

(c) **Technical Assistance (TA) personnel**

**Observations and Comments:**

a) **TAs and their contractual relations and obligations**

It is evident that the TAs are for all practical purposes considered by the Regional and District administration to be an extended arm of NORAD. This means that the local administration expects the TAs to be under obligation to NORAD to report on any and all situations and happenings as they see fit. Needless to say, this may in a number of situations undermine the collegiality and close cooperation required in their positions.

b) **Manpower Schedule**

Below is presented the personnel situation for MAJI/KIDEP as understood by the Team.

The first Annual Meeting has recorded a request for an inventory of qualified Tanzanian personnel as an alternative to TAs from NORAD. As far as can be established this inventory has never been made. There is no other indication that plans have been considered for an orderly phasing out of NORAD TAs. It may therefore be stated that the above TA schedule has developed in a haphazard manner.

c) **Assistants to DWEs**

It is understood that there will be no further recruitments to this position.

It is also understood that one is discussing the possibility of changing the position of the present Assistant DWE to that of Advisor to the DED, Kibondo.

d) **Advisor to RWE**

An Advisor to the RWE is in the process of being recruited. He is expected to be in position by April/May 1992. The agreed Job Description is included as Appendix 14.

e) **Advisor to DED, Kasulu**

It is understood that there are plans to recruit an advisor to the DED in Kibondo. The proposed Job Description is enclosed as Appendix 11.

## **Recommendations:**

### **i) TAs' contractual relations and obligations**

NORAD should officially clarify with the Regional and District Administrations TAs' position and their official and unofficial relations and responsibilities to Tanzania and NORAD. This may be included in the recommended information on NORAD's new policy (3.3.1)

### **ii) Manpower Schedule (key personnel)**

A Manpower Schedule shall be developed based on the activity plans and budgets for 92/93, including the anticipated future need for and phasing out of TA personnel.

### **iii) District Integration Teams**

The TAs in their respective capacities shall be members of the District Integration Teams.

### **iv) DED Advisors**

The Job Descriptions for the Advisors to the DED ( ref. Appendix 11) shall be altered to include the following:

- \* Management and administration of the KIDEP vehicles at District level;
- \* Participation in the Integration planning team;
- \* Dissemination of KIDEP information at District and Village level;
- \* Administration of the External Account, should this be introduced at District level,- ref proposal made under paragraph 4.3.2;
- \* Procurement coordination at District level, both local and international, including communication and coordination with the KIDEP Coordinator at Regional level as and when required;
- \* Be responsible for arranging Seminars, Workshops etc at District level as required and in communication and cooperation with the other Districts and the Region;
- \* Ensure that District oriented Training Programmes are planned and implemented;

v) **RWE Advisor**

The Job Description of the RWE Advisor shall be altered to include the following:

- \* Develop procedures for cost calculations to compare feasibility of various acceptable Water Supply solutions;
- \* Monitor the training programme and propose and develop additional training components as the need for this becomes evident within the Water Programme component;
- \* Prepare procedures for the RWEs personnel and their approach at District level. Further reference is made to paragraph 4.1.2;
- \* Assist the District integration planning committees as required;
- \* Assist the RWE in enforcing the transfer of personnel from the Regional Office to the Districts, according to agreed plans and procedures;
- \* Participate as trainer and trainer of trainers in the Manpower Development plan;

**TECHNICAL ASSISTANT MANPOWER SCHEDULE**

PERSONNEL	POSITION	TIME FOR SERVICE	
		1992=	=1993
STØVRING, PER	Adv. DED, Kigoma	[REDACTED]	[REDACTED]
EKLUND, JAN	Ass. DWE, Kigoma	[REDACTED]	[REDACTED] *
JACOBSEN, ODVAR	KIDEP Reg. Coord.	[REDACTED]	[REDACTED]
THORSEN, REIDUN	Reg. Fin. Control	[REDACTED]	[REDACTED] **
SYVERTSEN, ERLING	Ass. DWE, Kibondo	[REDACTED]	[REDACTED]
RØED, SVEIN	Adv. RWE, Kigoma	[REDACTED]	[REDACTED]
NN	Adv. DED, Kasulu	[REDACTED]	[REDACTED]

\* Will not be replaced

\*\* Overlap with the new FC is essential !

## 5. SUMMARY OF RECOMMENDATIONS

### 3.2 Annual Meetings/Agreed Minutes

#### 3.2.3 Procedures for Annual Meetings

##### Recommendations

The following process and corresponding timing is proposed:

##### (a) Documentation

- i) A ceiling budget figure shall be submitted by NORAD to the Region medio October (ref also paragraph 4.3.1(c));
- ii) The Region submits preliminary project proposals and action plans with relevant budget proposals to NORAD primo/medio January;
- iii) The Region prepares and submits to NORAD a proposed programme for the visit and an Agenda for the official Annual Meeting primo/medio January, i.e. with its budget proposal;
- iv) NORAD submits its comments to the RDD medio February;
- v) The budget figures agreed in the Annual Meeting may then be included when the RDD/RDC submit the Region's budget proposal to PMO medio/ultimo April;
- vi) a proposal for required documentation is presented in Appendix 4;

##### (b) The Annual Meeting

- i) To comply with the above documentation deadlines, the Annual Meeting should take place ultimo March/primo April.
- ii) It is considered important to allow adequate time for proper completion of the Annual Meeting's important business. Therefore, it is proposed that a preparatory and informal meeting be arranged on the first day. This is to iron out any possible misunderstandings and /or difficulties with the relevant Department Heads/project officers and to decide on the details for, and subjects to be considered on, for example, a site visit to relevant Programme area(s).
- iii) An Agreed Minutes drafting committee representing NORAD, the Region and the Districts (preferably not more than three(3) persons) should be established and constituted. Draft Agreed Minutes should be prepared and presented in the Annual Meeting forum and all points discussed and agreed before signature by

appointed representatives. In this manner any misunderstandings and misapprehensions may be avoided.

- iv) As the Annual Meeting represents the decision making forum for professional and administrative issues, the NORAD and the Tanzanian delegations should comprise of professional and administrative experts relevant for the issues at hand and with the required Power of Attorney. The decisions made shall be binding for both parties. Region's/Districts' possible non-compliance with agreed procedures, activities and corresponding time schedules may (should) result in NORAD withholding funds until the requirements have been fulfilled.
- iiiv) The Programme Agreement states that the Districts may be invited to the Annual Meetings. It is proposed that it be institutionalised that the Districts shall be represented by DEDs, TAs, and those section heads which are involved in the KIDEP/Water Programme.
- iiiv) Accepting the Annual Meeting as the decision making body, ad hoc decisions (outside the Annual Meeting) shall in principle not be made.

### 3.3 Planning Criteria and Policy Issues

#### 3.3.1 NORAD and the "new" Development Policy

##### Recommendations

The above observation may as yet not be very serious. It is nevertheless recommended that the next Annual Meeting be used as an opportunity to present the policy and its practical implications with reference to the Water/KIDEP Programme. This will undoubtedly have a positive psychocological effect on the Programme cooperation.

### 3.4 Review Missions, Integration Report and Planning workshops

#### 3.4.1 The Report on the Integration of TAN 055 into KIDEP

##### Recommendations:

NORAD's comments as well as the comments and recommendations of this Report should therefore also be included as relevant input to the integration planning exercise.



### 3.4.2 The LFA-Workshop Report, January 1991

#### Recommendations:

Based on the above observations and reasonings, the following alternative solution to operationalising the integration is proposed:

- i) The already appointed Integration Committee may serve as a Steering Committee (SC) for the exercise. The SC should establish common planning criteria and procedures and ensure that the objectives and agreed timing are adhered to. The SC should also establish the criteria for defining Indicators as discussed above.
- ii) District Integration Committees (DIC) shall be appointed at District level by the DMT, one for each of the three Districts. It is proposed that the DICs shall comprise the relevant District Department Heads, the Advisor to the DEDs and other resource person(s) who may be available in the District.
- iii) The planning work shall be obliged to follow the same format in all Districts and shall therefore be coordinated as follows:
  - \* A planning seminar shall be arranged with representatives from the three Districts under the auspice of the KIDEP Coordinator. The Seminar will decide on a common format and a realistic timing for each of the three Districts.
  - \* The integration and planning works to be performed by each District's DICs shall be coordinated and supervised by the Advisor to the DED in close cooperation with the KIDEP Coordinator. Expertise may be called in from the Region or the Central Government when such assistance is required.
- iv) The integration and planning work shall be completed in time for the result to be presented at the next Annual Meeting.

(The Team is aware that this timing may be unrealistic. However, it is recommended that NORAD discusses this recommendation without delay and that the present Advisor to the DED, Kigoma Rural temporarily takes on the proposed coordinating role of the KIDEP Coordinator until the latter is in position.)

#### 4. WATER PROGRAMME AND KIDEP

##### 4.1 The MAJI Regional Office

###### 4.1.1 The Manpower situation

The Regional Water Engineer

###### Recommendation:

NORAD should address the RWE employment situation and request an assurance in writing from the RDD that a qualified RWE will be appointed permanently and as soon as practically possible and no later than January 1992.

###### 4.1.2 Division of responsibilities between RWE/DWEs

###### Recommendations:

###### Manpower transfer

The manpower transfer development should be monitored and be included in the Progress Reports as a reporting item.

To this end the RWE should be requested to prepare a status and progress report for the next Annual Meeting on the following issues:

- i) A status report on the manpower transferred from the RWE's office during the present financial year;
- ii) An updated Manpower transfer plan for the 92/93 financial year;
- iii) A confirmation (from the RDD) that a budget for the required transfer allowances is included in the 92/93 budget - (if required, including retroactive payments for transfers which have taken place in previous and present financial years);
- iv) The Regional administration should communicate with PMO on the practical implications of their transfer policy;

##### 4.2 The MAJI District Offices

###### 4.2.2 Manpower Situation

###### Recommendation:

- i) Considering the scant resources at District level in general it is proposed that the Districts themselves execute a MANPOWER INVENTORY and MANPOWER NEEDS ASSESSMENT related to the KIDEP integration and the corresponding

activities planned for 92/93. The result should be related to the recommended manpower transfer plan.

This exercise should be reported on and discussed during the next Annual Meeting.

- ii) The housing and office situation in the Districts must be addressed without delay and proposals be made for the necessary extension. Attention should be paid to the possibility of including in the DDF a credit scheme for District personnel to provide their own housing.

## 4.3 Administrative Activities

### 4.3.1 Accounting

#### (a) Accounts

##### Recommendations

- i) The RWE accountant should be given the ongoing budget exercise as an opportunity to familiarise himself with the Water Programme accounts. If required, the RDD should ensure that this arrangement be effected without delay and that the FC be instructed to formally hand over the RWE accounts to initiate the process.  
**Should this process not be initiated immediately, it is proposed that NORAD funds be terminated until the FC is satisfied that the process is functioning satisfactorily.**
- ii) It is proposed that the KIDEP accounts be made the ultimate responsibility of the Regional Accountant.
- iii) The role of the FC should be that of an internal controller reporting to the RDD. This is further elaborated under 4.5.7 (b).

#### (b) Auditing

##### Recommendation

#### i) Regional Audit

It is proposed that the Regional Auditor shall be required to audit the NORAD funds, in cooperation with the FC, applying the same procedures and guidelines as for the auditing of Government funds. The Auditing Report shall be submitted (semi-) annually by the RDD to NORAD. The exact timing shall, if at all possible, be tailored to suit NORAD's internal reporting requirements. NORAD should also demand that the Norwegian Government Auditor be given unlimited access to the Programme accounts upon request.

ii) **External independent assistance**

The need for external, independent assistance should be considered to scrutinise the present accounting and control system. Appropriate simplifications shall be proposed to simplify and streamline the internal auditing process and to ensure that Government regulations and NORAD requirements are adhered to.

(c) **Budgeting**

**Recommendations**

- i) NORAD shall without delay provide the Region with a Budget planning figure to which the relevant parties shall relate their budget components;
- ii) The FC shall be responsible for providing the Region and the District with the budget planning figure and their relevant portions;
- iii) When the Water Programme is integrated in KIDEP, there shall be one KIDEP budget only;
- iv) NORAD shall, in compliance with the Agreed Minutes from the first Annual Meeting, inform the Region of the budget item, its content and magnitude, discussed under (c) ii) above and shall provide the Region with semi-annual statements of expenditures charged to this budget item as well as for the Direct funds under the Programme;

4.3.2 **Procurement**

**Recommendations**

The following procedure is proposed to be introduced in connection with the integration of the Water Programme into KIDEP:

- i) A copy of the contract between NORAD and SCAN-AFRICAN shall be submitted to the Region and the Districts **immediately**.
- ii) With reference to the recommendation to establish an External Account, ref (iii) below, the Contract between NORAD and SCAN-AFRICAN shall be re-negotiated and the Regional Administration take over the role as Contract partner in NORAD's place.
- iii) By 1.07.92 the Region shall be given an External Account, to be administered by the FC, for the Direct Funds for the KIDEP programme, including the funds for the Water Programme. The Region may thus pay SCAN-AFRICAN, or any other international agents for that matter, directly without involving NORAD.
- iv) NORAD will be kept informed through quarterly summary reports.

- v) In line with the District focus, and based on experience gained through the arrangement proposed above, External Accounts shall be considered in due time also for the individual Districts. The experience and progress may be monitored by the Annual Meetings which will make the decision when and if considered appropriate.
- vi) The Finance Controller shall not be made responsible for the approval of purchase requests. It is proposed that this function be given to the KIDEP Coordinator, whilst the Finance Controller's role will be that of an internal controller only.
- vii) As to the proposed future role of the MAJI store, reference is made to paragraph 4.3.3 below.

**(c) Local Procurement**

**Recommendations:**

- i) It is recommended that the Districts may place their own purchase requests without necessarily having to go via the RWE and the Regional Administration.
- ii) The Advisor to the DED may serve in the role as scrutiniser and approver, whilst the FC again assumes the role as controller.
- iii) To facilitate easy access to the procurement documentation and to ensure effective controlling procedures, it may be necessary to reconsider some of the internal procurement control routines.

This could be included in the Terms of Reference of the independent external auditing exercise proposed in paragraph 4.3.3.b).

**4.3.3 MAJI Stores**

**Recommendations:**

Based on the above observations, the fast improving local supply situation and the policy of District focusing, the following policy and procedures are recommended:

- i) The Regional Administration shall be given, in writing, one month within which the Theft Report shall be submitted to NORAD. Failing this, NORAD's support to the MAJI Regional stores and workshop should automatically be terminated.
- ii) There is a need for an external independent stocktaking to ensure a complete verification of the total stock and the corresponding value, both at the Regional and the District stores.

To that end, the Water Programme should contract an independent company to carry out the stocktaking, e.g. Price Waterhouse, Coopers and Lybrant or another local reputable company who is intimately familiar with the Government system. Immediately the decision is made to do so, the Stores should be locked and secured.

- iii) The DWEs in cooperation with the DEDs shall carry out a needs assessment for goods and materials based on their plans for the present and coming financial years.

Based on this assessment, the relevant stock shall be distributed from the RWE's store to the District stores for subsequent utilisation on the Programme.

- iv) Stock items of no practical value to the Programme shall be sold on the local market and the proceedings be utilised for the benefit of the Programme.
- v) The future stock at the RWE stores shall be reduced to a minimum and only constitute such items which are not readily available on the local market and which, based on experience may be needed in an emergency.

In this manner the Programme's economic support to the RWE's stores may be drastically reduced.

- vi) The external independent auditor proposed under (ii) above shall also be requested to:
- \* assess the present ledger/pricing/control system to propose improvements as/if required and to introduce procedures which will ensure improved control possibilities.
  - \* prepare an assessment of the staffing situation, both at Regional and District level, based on the proposed reduction at Regional level and the distribution of goods to the District Stores.
- vii) Training of store-keepers at the District stores shall be given priority.

#### 4.3.4 Transportation

##### Recommendations

- i) It is recommended that the decision to register the Programme vehicles as ST-vehicles be reconsidered and the final decision be based on a thorough analysis of the likely implications as discussed above;
- ii) Should the St-registration be implemented, it is recommended that the next Annual Meeting discusses this issue and that an agreement be reached as to the disposition of the vehicles, i.e. that the Regional Administration shall agree that priority be given to the KIDEP Programme activities. Close monitoring as to the utilisation of the vehicles shall be introduced. Should it become evident that priority is not given to Programme activities, NORAD should consider termination of the Programme funding;
- iii) In line with the District focus policy, new vehicles shall in principle be made available to the Districts. The RWE fleet of vehicles shall be monitored and gradually reduced in line with decreasing demand and increased decentralisation;

- iv) For the Water Programme the RWE shall be made responsible for proper and effective disposition and utilisation of the vehicles at Regional level, but answerable to the KIDEP Coordinator.

At District level the DWE shall be similarly responsible;

- v) The KIDEP Coordinator shall be responsible at Regional level, whilst it is proposed that DEDs be made responsible at District level for the overall disposition of vehicles;
- vi) The FC's role shall be that of a controller both at Regional and District level;
- vii) Forward spare-parts planning should be introduced. The possible coordination required from the RWE may depend on local availability at District level and should be continuously considered in that context;
- viii) The possibility of tendering for spare-part supplies from the local market shall be investigated;
- ix) To combat misuse of the vehicles and drastically reduce operation and maintenance costs, consideration should be given to reducing the RWE/DWE fleet of vehicles and instead tender for transportation services on the local market. This will be particularly relevant for construction work when heavy duty vehicles are required. This solution has been practised with success in other countries under similar conditions, e.g. Burundi, Botswana, Kenya, Nigeria, etc.;
- x) To encourage the local transportation market, the DDF should consider providing credits to enterprising local transport entrepreneurs and support their business by contract haulage;
- xi) One consequence of the above recommendation is that the present Scandia truck may be sold on the local market;
- xii) Acknowledging the fact that transportation administration is difficult and requires consistent management and control, it is proposed that the KIDEP administration communicates with other Regions to familiarise itself with their ways of solving the problems;

#### 4.3.5 Workshops

##### Recommendations

It is in the opinion of the Team necessary to consider at least two possible scenarios:

**i) TX-registration continues**

The Programme support to the RWE Workshop should decrease as the work increases in the Districts.

Cost calculations should be made to determine:

- i) the cost effectiveness of utilising local private garages compared to RWE/DWE workshop for servicing the Programme vehicles at Regional and District levels;
- ii) the cost effectiveness of upgrading the DWE workshops to handle major repairs which today is handled by the RWE workshop only.
- iii) to introduce invoicing when Programme vehicles are serviced at the RWE/DWE workshops instead of procuring spare-parts with Programme funds (pilfering of spare-parts will then only be a Government problem).

The study (i, ii) should be carried out by an independent local consultant. This work may possibly be incorporated in the TOR for the independent auditor proposed under paragraph 4.3.3.b) above.

Should it prove cost effective due consideration should be given to the equipping of the DWE workshops.

**ii) ST-registration**

Should this solution be confirmed, there are in the Team's opinion no arguments for further NORAD support to the Regional and District Workshops.

As the vehicles and Programme's transport requirements then will be the responsibility of the Government, no further claims regarding vehicle maintenance can be made to NORAD.

It is therefore recommended that NORAD's support to the MAJI workshops is terminated as from the coming financial year.



#### 4.3.6 Manpower Development Programme

##### Recommendations

- i) A Training Workshop shall be called by the Water Programme and KIDEP management. All heads and decision makers at the Region and District levels shall be invited to participate. The agenda of the Workshop is proposed to include (but not necessarily be limited to):
  - \* A discussion on practical issues which the participants find of particular importance and where the present performances do not meet required standards.
  - \* A discussion as to how training should be planned and implemented in an attempt to improve the performance of the relevant sections and personnel in question. The intentions and proposed activities of the present training programme will be a natural input to these discussions.
  - \* The preparation of an additional Training Programme as required, utilising the practical and pedagogical experience and qualifications of the Programme personnel (or others, preferably locally available).
- ii) The Team does not feel in a position to evaluate the merits of the different courses as proposed in the Training Programme. It is the Team's general opinion, however, that the Water Programme as such will not benefit from the courses proposed and it is proposed that NORAD reconsiders its support and rather concentrate on the practical approach as proposed above.

#### 4.3.7 Routines and Procedures

##### Recommendations:

- i) In view of the increased workload of the District personnel, it may be useful to introduce an instruction session on the practical use of the "Liengen Reporting Formats". This may be an appropriate task for the in-coming RWE Advisor.
- ii) The details of NORAD's reporting requirements, both in content and form, shall be established as soon as possible, e.g. through a two day work shop called by the Regional Administration.

It is recommended that this discussion be initiated in conjunction with the preparation for the next Annual Meeting so that final agreement may be recorded in the Agreed Minutes.

A proposal meant for discussion purposes is enclosed in Appendix 4.

- iii) With reference to the above, the agreed reporting procedure shall include the type of feed-back required from NORAD by the Region.
- iv) NORAD shall comply with the Agreement stipulation and submit to the Region bi-annual Reports on Direct Funds expenditures. The Format should be discussed and agreed with the Regional Administration.

This shall also include expenditure statement on the TA budget as discussed under paragraph 4.3.1(c)(ii).

- v) Reallocations within the overall budget as required for the last quarter of the ongoing financial year should also be included to avoid problems caused by exhausted budget items.

#### 4.4 Technical Activities

##### 4.4.2 Construction

###### (a) WS Coverage

###### Recommendations:

The KIDEP Coordinator and the Advisers should initiate a discussion on the present water supply coverage in the villages. The District Water Committees would be the natural fora for the discussion on whether everybody should be given some safe water supply or the few be provided with "full service". The affordable cost level should also be established.

###### (b) Sanitation

###### Recommendations:

Although no analysis of the present situation has been made by the Team, it is still recommended that the Sanitation issue be a subject for discussion at the next Annual Meeting. The objective of this discussion should be to give more attention to the Sanitation issue. A status report and recommendations for the future should be presented to the Annual Meeting for consideration.

###### (c) Urban Water Supply

###### Recommendations:

Even if this hardly is within the Team's TOR it has taken it upon itself to recommend to the relevant Administrations that "Norwegian spares" and water supply to the hospitals in Kigoma and Kibondo should be presented as separate Project Proposals to the next Annual Meeting.

#### 4.4.3 Operation and Maintenance

##### **Hand-pumps**

##### **Recommendations:**

##### **i) Cost comparisons/technology choice**

In the planning process of a new (or rehabilitation of an old) water supply, a cost calculation (net present value) to compare different solutions should be carried out to decide on type and size of scheme and choice of technology.

This cost comparison should be based on unit costs developed by comparing construction cost plus O&M cost over a 10 or 15 years period on a number of existing schemes. The introduction of this exercise may be combined with the feasibility study of the Kasulu and Kibondo water supplies to be carried out by MAJI HQ this year (REF. 4.4.1).

##### **ii) Hand-pumps**

It is recommended that to ensure a coordinated and national solution to the problem, the Ministry of Water should evaluate the situation throughout Tanzania and make recommendations.

In the meantime the Kigoma Region should contact other Regions with similar problems, e.g. Mwanza, Kagera and Rukwa to share their experience and possibly find satisfactory solutions to the problem.

#### 4.4.4 Progress

##### **Recommendations:**

- i) An accurate assessment of the progress of the past two financial years, 89/90 - 90/91, i.e. number of schemes completed and corresponding costs shall be made.
- ii) The total number of water points in function at present should also be established.
- iii) The above findings shall be presented to the next Annual Meeting.

#### 4.5 Integration of the Water Programme(TAN 055) into KIDEP

##### 4.5.2 Status of the Preparatory Work

###### Recommendations:

The inspection Team firmly believes that it is extremely important to organise an information campaign on the future KIDEP concept directed towards the relevant Departments.

The information campaign should include (but not necessarily be limited to):

- i) The KIDEP concept and main objectives;
- ii) The KIDEP organogram;
- iii) The responsibilities of the key personnel and departments at Regional and District levels;
- iv) The timing of various transition activities, e.g. the CPHE functions;
- v) The practical implications for the various players and departments, both with regard to funds and activities. This will be of particular importance when it comes to the CPHE activities;
- vi) The composition, responsibility and work schedule of the proposed Integration Committees at Regional and District levels;
- vii) The planning workshops and training activities which will be initiated in connection with the integration process;

Otherwise reference is made to recommendation made in Chapter 3.4.

##### 4.5.3 The KIDEP Concept

###### Recommendation:

The organogram proposed in Appendix 9 defines the formal positions and responsibilities related to the source of Funds and reporting procedures.

The role and positions of two of the key positions, the KIDEP Coordinator and the Finance Controller, have been further elaborated in paragraph 4.5.7 below.

##### 4.5.4 Funding for the Water Programme

###### Recommendations:

- i) All contributions to a project should appear in the budget. This implies that the same figures will appear in the budget to NORAD as in the budget for the PMO;
- ii) A clear distinction between development and recurrent expenditures shall be made in the budget;

- iii) The division between Cash(local) and Direct funds should not appear in the budget as this is merely an (im)practical division of allocated funds;

#### 4.5.5 Proposed Procedure for Disbursement of KIDEP Funds to the Districts

##### Recommendations:

##### FUNDS (Finance Controller)

A cheque is submitted to the DEDs. The accounts are kept by a KIDEP District Accountant who reports quarterly to the Regional KIDEP Accountant and the FC (for control only) on progress and expenditures for each project.

#### 4.5.6 Signatories

##### Recommendations:

- i) The responsibilities of the FC must be changed to that of a controller only. Reference is made to paragraph 4.5.7 (b) where the FC's present responsibilities and Job Description are discussed.
- ii) The signatories are proposed to be changed to:
  - \* For the Water Programme:  
Region: The RWE or RWE Advisor and the RWE Accountant or the Regional Accountant  
District: The DWE or Ass. DWE and the DWE Accountant
  - \* For KIDEP:

Region: The relevant Dep. Head or the Coordinator and the Regional Accountant  
District: The relevant Dep. Head or the DED Advisor and the District Accountant;

- iii) A streamlined communication system between the signatories and the FC must be devised to facilitate continuous monitoring and control by the FC;
- iv) The FC will advance funds on a quarterly basis to the respective Departments when (s)he is satisfied that the progress- and financial reports represent a true picture of the departments' performance;

#### 4.5.7 Key Personnel

##### (a) **The KIDEP Coordinator**

##### Recommendations:

- (a) A Job Description shall be prepared for the incoming Coordinator (in position from medio January 1992)
- (b) As the new Coordinator has been recruited without a detailed Job Description it would be natural that he himself would participate in the formulation of the same.
- (c) However, based on information available and observations made by the Team, it is proposed that the following tasks be included in the Job Description:
  - i) The Coordinator shall in principle be an ADVISOR, but be delegated the responsibility for certain central planning and implementation functions as proposed below.
  - ii) The Coordinator shall be responsible to RDD only.
  - iii) The following main tasks are proposed to be delegated to and be the responsibility of the Coordinator:
    - \* Management and administration of the KIDEP fleet of vehicles at Regional level;
    - \* Reconsideration of the Transportation procedures, i.a. in light of the conditions relevant to TX-/ST-registration situation;
    - \* Over all control-function with the disposition of vehicles at District level;
    - \* Initiate cost calculations as to cost effective use of vehicles and workshops, ref. paragraphs 4.3.4 and 4.3.5;

- \* Coordinator, catalyst and inspirator to the integration teams at District level
- \* "Chief Whip" when it comes to the Region's and the Districts' responsibilities to comply with agreed activities, time schedules and budgetary limits;
- \* Assist the FC, upon request, with specified controlling functions;
- \* Dissemination of KIDEP information to the various departments and participants at all levels;
- \* Signatory responsibilities as recommended under paragraph 4.5.6;
- \* Overall coordination of procurements at Regional level, particularly with reference to international purchase requests;
- \* Ensure communication with similar programmes in other Regions for exchange of experience, know-how, etc;
- \* Be responsible for arranging Seminars, Workshops, etc for the benefit of the Programme and its personnel;
- \* Overall coordination of the planning and implementation of the Training Programme proposed under paragraph 4.3.6 - Manpower Development;
- \* Be responsible for developing the Job Description for the KIDEP Coordinator. This would include updating of same as experience is gained during the contract period;
- \* Participate in the evaluation of and prepare information material for candidates as possible successor to the position as KIDEP Coordinator;

d) Due consideration should be given to:

- i) The employment of a local Assistant KIDEP coordinator;
- ii) In line with the urgency of some of the integration activities proposed, consideration should be given to appoint immediately the present Advisor to DED, Kigoma the position as Acting KIDEP Coordinator. In this manner time will not be lost in waiting for the new KIDEP Coordinator to take up his position.

**(b) The Finance Controller**

**Recommendations:**

The job responsibilities of the FC should be changed to that of a controlling function. The day-to-day implementation activities should be transferred to other staff positions within the future KIDEP Programme:

**i) Accounting**

Reference is made to paragraph 4.3.1

The Regional Accountant shall be made overall responsible for the accounting activities in KIDEP and RWE, i.e. the KIDEP and the RWE/DWE accountants shall be responsible to the Regional Accountant.

The accounts shall be monitored and controlled on a continuous basis by the FC. This presupposes that the FC shall have continuous access to relevant documentation according to procedures to be developed and agreed.

**ii) Procurement**

Reference is made to paragraph 4.3.2.

The procurement responsibilities shall to the maximum extent possible be decentralised to the Districts and be coordinated at that level through the DED Advisors and at Regional level through the KIDEP coordinator. The DED Advisors and the Coordinator shall have the professional and the administrative control responsibilities whilst the FC shall monitor, control and effect the agreed payments according to the agreed procedures.

It is important that the control functions are performed in advance of the final payments.

**iii) Stores**

Reference is made to paragraph 4.3.3. The proposal is again to decentralise to the extent possible the store functions, thereby reducing the importance of the Regional KIDEP (including MAJI) store to a minimum.

The store-keeping responsibilities shall rest with the various, relevant departments, whilst the FC shall be responsible for carrying out stock verifications and control of the ledger/invoicing system at suitable intervals.

**iv) Transportation**

Reference is made to paragraph 4.3.4.



The proper and orderly management and administration of the KIDEP vehicle fleet is crucial to the ultimate success of the KIDEP Programme. It is proposed that the responsibility be vested with the KIDEP Coordinator at Regional level and the DED Advisors at District level. The FC's responsibility shall be to control that the agreed procedures for deployment of vehicles are complied with.

In principle, the above shall be valid whether or not the Programme vehicles are registered as TX- or ST-vehicles.

v) **Budgets and corresponding Funds**

Reference is made to paragraph 4.5.4.

The FC shall ensure that the budget figures provided by NORAD are used in the budget preparation work at District and Regional levels.

The Funds shall be disbursed/made available through the FC.

vi) **Training**

Reference is made to paragraph 4.3.6.

In accordance with the recommendations made under paragraph 4.3.6 - Manpower Development, the FC shall provide practical training in accountancy and book-keeping according to an agreed Training Programme.

vii) **Handing over**

In the case of the FC position, it is considered of particular importance that handing over to the successor is institutionalised to ensure that there will be no gap in the controlling process.

**It should be noted that the consequence of this recommendation is that NORAD has to make sure that there will be an adequate overlap in the recruitment process.**

viii) **Controlling Procedures**

The detailed procedures to facilitate an easy and continuous access to relevant accounts shall be decided in cooperation with the External Auditor proposed under paragraph 4.3.1 (b).

ix) **FC Successor**

Participate in the evaluation of and prepare information material for candidates as possible successor to the position as Finance Controller;

x) **Recruiting the FC**

The contract expires for the FC at the end of 1992. As emphasised earlier, it is essential that an overlap is arranged with the successor. It is therefore recommended that the following alternatives be considered by NORAD without delay:

- \* The present FC should be requested to extend the contract for another period. A reply should be requested no later than medio January 1992;
- \* In the (unlikely) event that the answer is no, recruiting procedures should be initiated immediately;
- \* As an alternative to the latter, to ensure continuity, the recruiting process should be initiated irrespective of a yes or no from the present FC. The recruitment may then be stopped at a suitable time when it is established beyond reasonable doubt that the present FC will continue.

**xi) Job Description**

A revised Job Description is proposed in Appendix 10.

**(c) Technical Assistance (TA) personnel**

**Recommendations:**

**i) TAs' contractual relations and obligations**

NORAD should officially clarify with the Regional and District Administrations TAs' position and their official and unofficial relations and responsibilities to Tanzania and NORAD. This may be included in the recommended information on NORAD's new policy (3.3.1)

**ii) Manpower Schedule (key personnel)**

A Manpower Schedule shall be developed based on the activity plans and budgets for 92/93, including the anticipated future need for and phasing out of TA personnel.

**iii) District Integration Teams**

The TAs in their respective capacities shall be members of the District Integration Teams.

**iv) DED Advisors**

The Job Descriptions for the Advisors to the DED shall be altered to include the following:

- \* Management and administration of the KIDEP vehicles at District level;

- \* Participation in the Integration planning team;
- \* Dissemination of KIDEP information at District and Village level;
- \* Administration of the External Account, should this be introduced at District level,- ref proposal made under paragraph 4.3.2;
- \* Procurement coordination at District level, both local and international, including communication and coordination with the KIDEP Coordinator at Regional level as and when required;
- \* Be responsible for arranging Seminars, Workshops etc at District level as required and in communication and cooperation with the other Districts and the Region;
- \* Ensure that District oriented Training Programmes are planned and implemented;

v) **RWE Advisor**

The Job Description of the RWE Advisor shall be altered to include the following:

- \* Develop procedures for cost calculations to compare feasibility of various acceptable Water Supply solutions;
- \* Monitor the training programme and propose and develop additional training components as the need for this becomes evident within the Water Programme component;
- \* Prepare procedures for the RWEs personnel and their approach at District level. Further reference is made to paragraph 4.1.2;
- \* Assist the District integration planning committees as required;
- \* Assist the RWE in enforcing the transfer of personnel from the Regional Office to the Districts, according to agreed plans and procedures;
- \* Participate as trainer and trainer of trainers in the Manpower Development plan;
- \*



TAN RAMME  
Fondelt 8/7-88

**A G R E E M E N T**

between

**THE GOVERNMENT OF THE KINGDOM OF NORWAY**

and

**THE GOVERNMENT OF THE UNITED REPUBLIC OF TANZANIA**

regarding

co-operation for promotion of the economic and social  
development of the United Republic of Tanzania.

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The Government of the Kingdom of Norway (hereinafter referred to as "Norway") and the Government of the United Republic of Tanzania (hereinafter referred to as "Tanzania") desiring to co-operate in promoting the economic and social development of Tanzania have agreed as follows:

**Article I**  
**Scope**

This Agreement sets forth terms and conditions in respect of development assistance to be provided by Norway to Tanzania. Upon requests received from Tanzania Norway will, subject to Parliamentary appropriations, provide:

Financial Assistance  
Commodity Assistance  
Technical Assistance  
Import Support

**Article II**  
**Specific Agreements**

Financial assistance and, when appropriate, commodity assistance and technical assistance shall in each case be determined by the Parties in Specific Agreements.

The Terms "Specific Agreement" shall in connection with this Agreement and during the period of its validity, mean any understanding reached between the two Governments or their competent representatives and containing an express reference thereto.

Article III  
Representation

In the implementation of this Agreement as well as any Specific Agreement, the Ministry of Development Cooperation (MDC) shall be competent to represent Norway and the Ministry of Finance, Economic Affairs and Planning (the Treasury) shall be competent to represent Tanzania.

Article IV  
Financial Assistance

Norway shall make available contributions on grant terms or loans to support the projects and programmes which the Parties at any time have agreed upon in Specific Agreements. The terms and conditions for the assistance will be incorporated in such Agreements.

Article V  
Commodities

1. All equipment and supplies (commodities) made available to Tanzania under this Agreement shall become the property of Tanzania upon entry into Tanzania or upon procurement in Tanzania unless the Parties decide otherwise.

Consignment of commodities made available by Norway to Tanzania shall be placed under the regulations and conditions set forth in Annex I to this Agreement.

2. Tanzania shall arrange for effective and careful use of the commodities, and shall place all proceeds from sales of the commodities to the credit of development projects in Tanzania.

3. Tanzania shall provide Norway with such information as Norway may reasonably request concerning the distribution and the use of the commodities, and permit Norwegian representatives to study such distribution and use.

4. The Parties shall co-operate fully and do their utmost to agree upon annual Plans of operation regarding consignments of commodities, including type of commodities, quantities, number of consignments, schedules, method of conveyance and ports of destination.

5. Except for harbour dues, no custom duties, taxes, sales tax, excise tax or other fees shall be charged to Norway by Tanzania in respect of commodities brought into Tanzania. This provision shall also apply to equipment, material and supplies including motor vehicles, owned by MDC and registered in MDC's name for its own use or for the professional use of personnel, consultants and contractors.

4

Article VI  
Technical Assistance

1. Personnel

Personnel will upon Tanzania's request be provided by Norway for technical assistance, subject to the availability of suitable qualified and experienced personnel at the appropriate time.

The obligations of the Parties with regard to the personnel shall be as set forth in Annex II to this Agreement.

1.1 Types of Personnel

The personnel provided by Norway may serve as experts or volunteers and may perform advisory and/or operational duties.

1.2 Status of the Personnel

In the performance of their duties the personnel provided by Norway shall be under the direction of the authorities of Tanzania, its agencies or parastatal organizations to which they have been assigned. The personnel shall comply with the laws and regulations of Tanzania, unless otherwise decided in this Agreement.

1.3 Use of the Personnel -  
Appointment of counterparts from Tanzania

Tanzania shall take all appropriate measures to ensure the effective use of personnel provided under this Agreement and shall, when feasible, appoint Tanzanians as counterparts to the Norwegian personnel.

The personnel provided by Norway shall in the course of the work make every effort to train any technical staff which Tanzania might associate with them.

2. Consultancy Services

Norway shall provide consultancy services to the projects and studies which the Parties at any time may agree upon in Specific Agreements. The consultancy services will be performed by consultants who will co-operate with state or local institutions designated by Tanzania. Further conditions regarding the consultancy services shall be as set forth in Annex III to this Agreement unless otherwise decided in a Specific Agreement.

3. Indemnity - Arrest

3.1 Tanzania shall indemnify Norway and the personnel provided by Norway serving in Tanzania under this Agreement and hold them harmless against any liability, suits, actions, demands, damages, costs or fees claimed by third parties on account of death, injuries to person or property, or any

other losses resulting from or connected with words spoken or written or any act performed or omission made in the execution within the territory of Tanzania of assistance under the terms of this Agreement, short of acts amounting to gross negligence or wilful misconduct of such personnel. In case of gross negligence or wilful misconduct, Tanzania will be liable to third parties to the same extent as it would be in respect of its own employees. In all cases Tanzania shall be entitled to exercise and enforce the benefit of any defence or right of set off, counterclaim, insurance, indemnity, contribution or guarantee to which such personnel become entitled.

If claims arise in a case where gross negligence or wilful intention on the party of the personnel provided by Norway has been established by Tanzanian court of law, Tanzania may hold the person concerned liable to indemnify Tanzania.

Norway shall not withhold from Tanzania access to personnel information or other assistance reasonably required for the handling of any matter to which this clause relates.

3.2 In the event of arrest or detention, for any reason whatsoever, of any person provided by Norway, or of any member of his family, or criminal proceedings being instituted against them, The Royal Norwegian Embassy in Dar es Salaam shall be immediately notified by Tanzania.

Representatives from the Norwegian Embassy shall be entitled to visit the arrested or detained person.

4. Recall

4.1 Tanzania shall have the right to request the recall of any person provided in accordance with this Agreement, whose work or conduct is deemed unsatisfactory. Before exercising such right Tanzania shall consult with Norway.

4.2 Norway shall have the right to recall any person at any time. In case of such recall, Norway shall, unless exceptional circumstances demand that the person be recalled immediately, give one month's notice to Tanzania.

4.3 Norway shall make every effort to obtain a replacement for the recalled person if Tanzania so requests.

Article VII  
Import Support

Norway shall make available funds to be utilized to finance imports to Tanzania preferably from developing countries to the extent agreed upon by the Parties. Such financing and imports shall be placed under the regulations and conditions set forth in Annex IV to this Agreement. In addition, the provisions of Article V, 2, 3 and 5 shall apply.



Article VIII  
Training Opportunities

In accordance with the regulations in force from time to time for the MDC fellowship programme, Norway may grant training opportunities for nationals from Tanzania for participation in organized Diploma courses, seminars or for individual project-oriented studies.

Article IX  
Currency Control

No currency or foreign exchange controls shall be imposed upon financial resources brought into Tanzania by Norway for the purpose of this Agreement. Any outstanding amount in bank accounts opened in Tanzania by MDC and fed exclusively by funds or resources outside Tanzania shall be freely transferable into Norwegian or any other convertible currency.

Article X  
Evaluation

The Parties shall agree upon measures for the purpose of evaluation of activities undertaken under this Agreement, and will make available to each other all information necessary for such evaluation. In order to examine the manner in which their contributions are utilized, the Parties may send their representatives to the site of the various activities undertaken under this Agreement.

Article XI  
Entry into Force and Termination

This Agreement shall enter into force on the date of its signature.

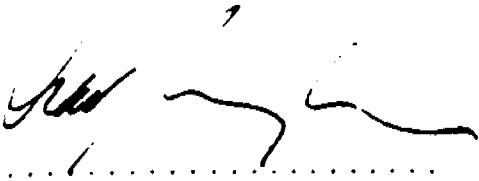
This Agreement shall remain in force for a period of 5 - five - years unless terminated earlier by either Party upon six months' notice in writing.

In Witness Whereof, the undersigned, acting on behalf of their respective Governments, have signed the present Agreement in two originals in the English language.

Done at *Dar es Salaam* this *13<sup>th</sup>* day of *June* 1988 .

For the Government of  
the Kingdom of Norway

For the Government of the  
United Republic of Tanzania



.....



.....

- ANNEX I (regarding commodity assistance)
- ANNEX II (regarding personnel)
- ANNEX III (regarding consultancy and contractor service)
- ANNEX IV (regarding import support)

## ANNEX I

## OBLIGATIONS IN REGARD TO COMMODITIES MADE AVAILABLE TO TANZANIA BY NORWAY

1. Obligations of Norway

1.1 Norway shall make available to Tanzania such capital goods, inputs and supplies (hereinafter referred to as "commodities") as shall in each case be determined by the two parties.

1.2 Norway shall, to the extent agreed upon in Specific Agreements, cover the costs such as purchase, transport and insurance, connected with each consignment of commodities.

1.3 Norway shall notify designated agencies in Tanzania of the estimated date of arrival of all consignments of commodities immediately upon dispatch, and shall also forward shipping documents, invoices and other related information.

2. Obligations of Tanzania

2.1 Tanzania shall, if not otherwise decided in Specific Agreements:

- a) notify Norway of the import clearance agents to be used by Tanzania and of the documentation required for customs clearance;
- b) promptly issue import licences;
- c) take all appropriate steps to ensure swift berthing and clearance of vessels and quick and safe reception of cargo;
- d) in case of shipment by ocean liner or by air:
  - acknowledge receipt of each consignment of commodities;in case of shipment by chartered vessel:
  - accept the cargo on the terms laid down in the charterparty;
  - jointly with the first officer of the vessel, sign statement of facts and time sheet. The consignee shall forward these documents to Norway not later than twenty eight days after discharge;
  - acknowledge receipt of each consignment of commodities;
- e) take appropriate measures for storage and early onward transportation in Tanzania;

- f) defray all costs and fees, such as customs duties pertaining to the entry of commodities into a Tanzanian port, with storage and further transportation in Tanzania;
- g) take on its own account as consignee with respect to any consignment of commodities such demurrage or dispatch as may accrue at a Tanzanian port;
- h) take all appropriate measures, and institute any proceeding that may be required with regard to claims for loss or damage, whether total or partial of any consignment of commodities, such as lodging of sea protest against shipowner, obtainment of damage reports, etc., and shall notify Norway as soon as possible thereafter.

2.2 No customs duties, taxes or any related fees shall be charged to Norway in relation to the said commodities.

### 3. Damage and Loss

3.1 In the event of establishment of loss or damage of any consignment of commodities, Norway will pursue the matter vis a vis the insurance company if in Norway's opinion such action is justified. Norway shall at its earliest convenience, within the limit of any amount that may be paid to Norway under the policy of insurance taken out, compensate the loss or damage.

3.2 If the consignments of commodities are partly or entirely lost or damaged, Norway is under no further obligations than those stated in the previous paragraph unless otherwise decided in Specific Agreements.

## ANNEX II

**OBLIGATIONS IN REGARD TO PERSONNEL MADE AVAILABLE TO TANZANIA  
BY NORWAY****1. Obligations of Norway**

1.1 The personnel shall be recruited and contracted by MDC after approval by Tanzania.

In an endeavour to prepare the personnel for their tasks, MDC in consultation with the relevant Ministry, may include a period of orientation in Tanzania prior to their assignments. Tanzania shall facilitate such orientation.

1.2 MDC shall pay to the personnel salaries and related emoluments, except those mentioned under paragraph 2 below.

1.3 MDC shall provide transportation of personnel and their families to and from their place of work in Tanzania.

**2. Obligations of Tanzania**

2.1 Tanzania will furnish MDC with complete job descriptions of the positions to be held and services to be rendered by Norwegian personnel, including titles of positions to be held, descriptions of institutions in which they shall serve, and requirements concerning their qualifications and experience. It shall be clearly stated in the job description whether the expert or volunteer will undertake operational functions.

2.2 If the relevant Ministry and MDC so agree, personnel may be transferred from one function or duty station to another during the period of employment.

2.3 Tanzania shall provide or cause to be provided:

2.3.1 Suitable rentfree housing with hard furnishing and cooking facilities for personnel and their families who are to serve in Tanzania for a continuous period of more than six months at the time of their arrival in Tanzania;

2.3.2 suitable hotel/hostel accommodation, free of charge, but exclusive of meals, laundry and telephone for the personnel and their families if the assignment does not exceed more than six months or until housing under sub-paragraph 2.3.1 above has been provided;

2.3.3 local transport, or allowances in lieu thereof in accordance with Tanzanian regulations for official travel;

2.3.4 local support for the work of the personnel such as office and/or laboratory space and related facilities, including secretarial service and local telecommunications, as provided to Tanzanian personnel of comparable status;

2.3.5 such medical services and facilities for the personnel, their spouses and dependants as accorded to Tanzanian personnel of comparable status;

2.3.6 annual and sick leave in accordance with MDC's regulations, which shall be made known to the Treasury by MDC;

2.3.7 to the personnel and members of their families, free of charge, necessary entry, exit and other permits including employment permits and ID-cards for the personnel. Furthermore, exemption from work-permit requirements shall be granted with regard to the employment of the spouses of the personnel;

2.3.8 exemption from registration fees applying to the professions of the personnel;

2.3.9 external account facilities for the personnel. Any balance on such accounts shall be treated in accordance with the provisions of Article IX of this Agreement;

2.3.10 exemption from income taxes and any other direct taxes on the emoluments paid to the personnel by MDC for services in Tanzania under this Agreement;

2.3.11 exemption from payment of import and export duties and taxes on used household goods and personal effects brought into Tanzania from Norway by the personnel or their spouses and dependants within six months of their first arrival in Tanzania.

The personnel shall be permitted to import free of duty and sales tax, (or purchase from bond) one new deepfreezer or one new refrigerator, and one new air conditioning unit.

Additionally the personnel shall be allowed importation free of duty and sales tax (or purchase from bond), of one motor car within six months of first arrival in Tanzania. If the motor car is totally damaged by accident or lost by theft, the expert shall, after approval by the Treasury, be entitled to import a second vehicle in replacement of the first one according to the provisions of this sub-section.

If any of these items are disposed of in Tanzania otherwise than to a person entitled to the same exemptions, appropriate duty and tax shall be paid thereon.

## ANNEX III

**OBLIGATIONS IN REGARD TO CONSULTANCY AND CONTRACTOR SERVICE  
MADE AVAILABLE TO TANZANIA BY NORWAY****1. Obligations of Norway**

1.1 The Consultant/Contractor shall, if not otherwise decided in Specific Agreements, be recruited and contracted by MDC after approval by Tanzania.

1.2 MDC shall pay to the Consultant/Contractor salaries and related emoluments with the exceptions mentioned in Section 2 below.

1.3 MDC shall bear the cost of transportation of the employees of the Consultant/Contractor to and from Tanzania.

**2. Obligations of Tanzania**

2.1 Tanzania shall make available to the Consultant/Contractor all existing information such as relevant documents, maps, photographs, research- and other reports, drafts, facts and provide other corresponding assistance relating to the implementation of projects and studies under this Agreement.

2.2 Tanzania shall without costs for the Consultant/Contractor, issue export and import licences and other necessary permits and exempt the Consultant/Contractor from payment of import and export duties, taxes and other fees on equipment imported to Tanzania in connection with consultancy/contractor services performed under this Agreement. If any of the items are disposed of in Tanzania, and in accordance with authorization to be obtained from Tanzania, duties, taxes or fees will be paid pursuant to the laws and regulations of Tanzania.

2.3 Tanzania shall issue necessary entry, re-entry, exit and other permits for the Consultant/Contractor and his employees other than Tanzanian nationals with their families, including employment permits and identity cards. These services shall be free of charge.

2.4 Tanzania shall provide for the Consultant/Contractor suitably supplied offices and necessary laboratory space with all related services such as secretarial service and/or laboratory assistance.

2.5 For the purpose of the application of the Convention between the Kingdom of Norway and the United Republic of Tanzania for the Avoidance of Double Taxation and the Prevention of Fiscal Evasion with respect to Taxes on Income and Capital, signed at Oslo 28 April 1976:

2.5.1 The Consultant/Contractor shall not be regarded as having a "permanent establishment" in Tanzania in respect of services or projects contracted under the Agreement or Specific Agreements, provided the Consultant/Contractor is a Norwegian enterprise not having a branch in Tanzania.

2.5.2 The salaries and emoluments referred to in paragraph 1.2 of this Annex which are received by a resident of Norway employed by the Consultant/Contractor shall be regarded as falling under paragraph 1 (a) of Article 20 (Governmental Functions) of the said Convention, thus being taxable only in Norway.

2.6 The expatriate employees of the Consultant/Contractor shall be exempted from payment of import and export duties and taxes on used household goods and of personal effects brought into Tanzania from Norway by the employees or their spouses and dependants within six months after their arrival in Tanzania.

Expatriate employees who will serve in Tanzania for more than six consecutive months' shall be permitted to import free of duty and sales tax, (or purchase from bond) one new deep-freezer or one new refrigerator and one new air conditioning unit. These employees shall also be allowed importation free of duty and sales tax (or purchase from bond) of one motor car within the first six months after their first arrival in Tanzania. If the motor car is totally damaged by accident or lost by theft, they shall, after approval by the Treasury, be entitled to import a second vehicle in replacement of the first one, according to the provisions of this sub-section.

If any of these items are disposed of in Tanzania other than to a person entitled to the same exemptions, appropriate duty and tax shall be paid thereon.

2.7 No currency or foreign exchange controls shall be imposed upon financial resources brought into Tanzania by the Consultant/Contractor for the purpose of this Agreement.

### 3. Indemnity - Arrest - Recall

The regulations in Article VI, sub-paragraphs 3 and 4, in the Agreement shall apply to the employees of the Consultant/Contractor serving in Tanzania under this Agreement.



## ANNEX IV

## OBLIGATIONS IN REGARD OF IMPORT SUPPORT MADE AVAILABLE TO TANZANIA BY NORWAY

1. Funds made available by Norway in accordance with Article VII, including any interest that might accrue, shall mainly be utilized to finance raw materials, spare parts and other inputs to the agricultural sector, the transport sector, the energy sector and for existing industries.

Due consideration shall be given to urgent requirements connected with Norwegian-supported activities in Tanzania, including joint ventures.

2. The funds will be made available in such instalments as shall be determined by the Parties through consultations. Such consultations shall be held at least twice a year and the Parties shall thereunder reach an agreement on the disbursement plan defining the activities to receive support and the amount of funds involved in the individual activities.

3. Norway shall make payments according to the disbursement plans referred to in paragraph 2 either:

- directly to the individual suppliers, or
- by opening of Letters of Credit on terms and conditions to be agreed upon, or
- in reimbursement of expenditure incurred by Tanzania in connection with imports undertaken.

1

A G R E E M E N T

between

THE GOVERNMENT OF THE KINGDOM OF NORWAY

and

THE GOVERNMENT OF THE UNITED REPUBLIC OF TANZANIA

concerning

Water Programme in Kigoma Region, Phase V

The Government of the Kingdom of Norway ("Norway") and the Government of the United Republic of Tanzania ("Tanzania"),

in pursuance of the Agreement between Norway and Tanzania regarding co-operation for promotion of the economic and social development of the Republic of Tanzania, dated 13 June 1988 ("the Main Agreement"), and with reference to the provisions therein relating to Specific Agreements, and

desiring to continue the co-operation in the development of water supplies in Kigoma Region,

have reached the following understanding which shall constitute a Specific Agreement as mentioned above:

Article I  
Scope and Objectives

Norway will assist Tanzania in the further development of the water supply in Kigoma Region. This Agreement sets forth the procedures for the provision of financial assistance to cover the cost of necessary equipment, personnel and professional services in connection with the implementation of Phase V of the Water Programme in Kigoma Region, as outlined in Annex I to this Agreement ("the Programme").

The development objectives of the Programme are to improve the public health and the social welfare in the Region and reduce the workload for women, and the immediate objectives are to increase the use of water, increase the local capacity for operation and maintenance of the water supply facilities, increase the community involvement and ensure that women are given a reasonable number of the paid jobs created within or by the Programme. This is foreseen to be achieved through strengthening of the local administrative capacity, development of infrastructure on the Region and District levels, improvement and rehabilitation of existing water supply facilities and

construction of new facilities, involvement and training of local people in the maintenance to ensure sound economical operation, involvement of women in all stages of planning, construction, operation and maintenance, and human resource development in general.

## Article II Cooperation - Representation - Administration

1. Norway and Tanzania shall cooperate fully to ensure that the purpose of this Agreement is successfully accomplished. To that effect each Party shall furnish the other with all such information as may reasonably be required pertaining to the Programme. Tanzania shall permit representatives of Norway to visit the Programme and inspect all relevant works, goods, records and documents.

2. In matters relating to the implementation of this Agreement the Norwegian Agency for Development Cooperation ("NORAD") and the Prime Ministers Office ("PMO") represented by the Regional Development Director in Kigoma ("RDD"), shall be competent to represent Norway and Tanzania respectively.

PMO shall be the responsible ministry at central level, participating with the Ministry of Local Government, Cooperatives and Marketing ("MLGCM") and the Ministry of Water ("MOW").

The RDD shall be responsible for the coordination and the implementation of the Programme, including supervision of all Programme personnel, through the Regional Water Engineer ("RWE").

3. Representatives of NORAD, PMO, MLGCM, MOW and RDD shall meet in February/March each year in order to review the development of the Programme ("the Annual Meeting"). Representatives of district authorities may be invited if deemed necessary. The agenda for the Annual Meeting shall contain inter alia:

- review of the ongoing Programme
- proposal for changes in the Programme
- a work plan and budget for subsequent years for the Programme.

The discussions shall be conducted on the basis of the documents referred to in Clause 5 and 6 below.

After having considered the proposals referred to in Clause 6 below, the Parties shall assess the priorities and the financial requirements of the Programme for the subsequent year and make recommendations and decisions regarding its future implementation, including approval of project budgets for the subsequent year. The understanding to that effect shall be recorded in "Agreed Minutes" from the Annual Meetings to be attached to this Agreement.

4. In October/November each year representatives of NORAD and relevant Tanzanian authorities shall carry out a midterm field review of the Programme or selected aspects. The Parties may however agree to cancel a review if it is not considered necessary.

5. Tanzania shall within two months before the Annual Meeting referred to in Clause 3 above, submit to Norway:

- proposals for major amendments to the ongoing Programme and new projects under the Programme. Each proposal shall contain a detailed project description and budget.
- a report on the implementation of the Programme.
- a report on each project under the Programme containing information on progress in relation to the established time schedule, problems encountered and other information related to the implementation.
- a time schedule and budget for the subsequent year of the Programme.
- a statement of expenditure incurred under the Programme during the preceding financial year.

6. Before any disbursements of funds allocated for 1990 or later can take place, the Parties shall have agreed upon new procedures for the administration and decisionmaking of the Programme and a budget frame for the utilization of the Grant for the coming years.

7. Norway will, upon request from Tanzania, enter into contracts with consultancy firms ("the Consultants"), contractors ("the Contractors") and non-governmental organizations ("NGOs") necessary for the implementation of the Programme.

Terms of Reference for the Consultants, Contractors and NGOs are subject to approval from Tanzania.

The Consultants, Contractors and NGOs shall be contractually responsible to Norway for the conduct, execution and quality of the services.

### Article III Contributions and Obligations of Norway

Norway shall:

1. subject to Parliamentary appropriations, provide a financial grant not exceeding NOK 33 000 000,- (thirtythreemillion) ("the Grant") to be utilized exclusively to finance the implementation of the Programme.
2. upon request from Tanzania, make every effort to provide personnel as deemed necessary by the Parties for the successful implementation of the Programme. The costs connected therewith shall be covered within the Grant. The status and privileges of such personnel shall be as defined in Annex II to the Main Agreement.

Article IV  
Contributions and Obligations of Tanzania

Tanzania shall have the overall responsibility for the administration, planning and implementation of the Programme and for the maintenance of the completed works.

Tanzania shall hereunder:

1. provide all necessary manpower, resources and funds to cover all capital and recurrent expenses that may be required over and above the Grant for the successful implementation of the Programme.
2. grant, free of charge, all necessary permits, licences and foreign exchange permits that may be required in connection with the implementation of the Programme.
3. undertake obligations in regard to import of goods for the Programme in accordance with Article V, Clause 5 of the Main Agreement.
4. undertake obligations in regard to Contractors, Consultants and NGOs commissioned by Norway as defined in Annex III to the Main Agreement.
5. promptly inform Norway or its representatives of any condition which interferes with or threatens to interfere with the successful accomplishment of the Programme.

Article V  
Procurements

1. Norway may enter into a contract with a suitable company to provide procurement services under the Programme. Any such contract shall be sent Tanzania for information.
2. The goods shall be made available to Tanzania on the terms defined in Article VII of the Main Agreement.

Article VI  
Disbursements - Reports

1. Norway shall effect disbursements semi-annually in advance in accordance with the request referred to in Clause 2 (i) below, after approval of the budget, the progress reports and programme of activities which are to accompany these requests.
2. Tanzania shall submit to Norway:
  - (i) semi-annual applications for disbursement from the Grant. Each request shall contain:
    - budget and estimate of financial requirements for the forthcoming six months,
    - progress reports describing activities performed in

relation to an established time schedule, cost estimates for the construction works, and the Programme activities for the next six months;

- (ii) semi-annual statements of the expenditure incurred pertaining to the Programme within three months after the end of the period to which they refer;
- (iii) within eighteen months after the end of each Tanzanian fiscal year, audited accounts in respect of the Programme.

3. Any costs connected with services and procurements referred to in Article II, Clause 8 and Article V above, will be remunerated directly by Norway to the firms, organizations or persons in question in conformity with the procedures laid down in the respective contracts.

4. Norway shall submit to Tanzania semi-annual statement of expenditure in respect of the costs mentioned in Clause 3 above.

#### Article VII Evaluation, planning and monitoring

In accordance with Article X in the Main Agreement, the Parties will agree upon measures for evaluation and reviews of the Programme.

#### Article VIII Disputes - Entry Into Force - Termination

1. If any dispute arises relating to the implementation or interpretation of this Agreement, there shall be mutual consultations between the Parties, with a view to secure a successful realization of the purpose of the Grant.

2. This Agreement shall enter into force on the date of its signature.

3. This Agreement shall terminate on the date upon which both Parties have fulfilled all obligations arising from it.

4. Notwithstanding the preceding clause the Agreement may be terminated by either Party by giving three months' written notice to the other Party.

In witness whereof the undersigned, acting on behalf of their respective Governments, have signed the present Agreement in two originals in the English language.

Done in Dar es Salaam this                      day of                      1990.

2.2.90

For the Government of  
the Kingdom of Norway

For the Government of the  
United Republic of Tanzania

## WATER PROGRAMME IN KIGOMA REGION

## PHASE V

## BACKGROUND:

Norway began supporting activities in the water sector in Tanzania 1979. Since mid-1988 the Rukwa component has been incorporated into RUDEP (the Rukwa integrated rural development programme). In total, Norway has provided 300 million kroner to the two regions in the previous four phases.

The project was reviewed by a joint Norwegian-Tanzanian team in autumn 1987. The review concluded that the project had achieved positive results so far. The review also noted, however, that more emphasis should be placed on operations and maintenance right down to village level, more systematic human resource development, and improvement of monitoring including setting up key indicators of performance. In the new phase, particular emphasis will therefore be placed on ensuring that the programme achieves its ultimate objectives, and that these are sustainable. (This requires close monitoring and feedback to ensure that the programme does result in the increased use of better quality water, and modifications to the approach adopted so as to ensure that when external support to the programme ends it can successfully continue).

## PROGRAMME DESCRIPTION

The main outputs in this phase are:

- strengthening of local capacity
- development of infrastructure at regional and district level
- improvement/rehabilitation of existing water supplies and new construction
- community participation and education in maintenance to ensure sustainability
- involvement of women at all levels in the planning, construction and operation and maintenance
- human resource development in general.

The major components of the programme may be outlined as follows:

For gravity schemes, rehabilitation of existing supplies will be given priority over construction of new supplies. Drilling of deep boreholes, started at the end of 1988, will continue as supplementary supplies for places where other sources alone are inadequate. More weight will, however, be placed on development of sources already in use, and on shallow wells where possible. The emphasis will be on finding appropriate solutions which are cost-effective and in keeping with local capacity for maintenance.

In order that water use increase, and supplies be maintained, it is important to involve users both in planning and implementation: The existing CPHE (Community Participation and Health Education) team works under the Regional Water Engineer. More resources will be allocated to this task. Arrangements should be made to ensure that relevant village committees are involved in the day-to-day running and maintenance of water schemes in their villages.



Community mobilisation is the most important mechanism for ensuring the involvement of women. Women's membership of village water committees is 50% while women's share of the paid work under the programme is small. Very few maintenance workers are women. Efforts will be made to increase the number of women employed.

Health and hygiene education (HE) is an important part of the Ministry of Health's current work, and efforts will be made to increase this in "water villages" in the next phase.

More emphasis will be placed on working out and establishing procedures for operation and maintenance. Little has so far been done with regard to purchasing, distribution and availability of spare parts. Village members must be trained so that they can undertake minor repairs as well as preventive maintenance.

Although the number of experts has been reduced, it has been found difficult to obtain qualified Tanzanians. Means should be investigated to rectify this situation. This may require organisational changes (see below).

Strengthening of district level organisation and infrastructure will be given priority.

Advisers to the District Water Engineer will be recruited in two districts (Kigoma and Kibondo). The District Executive Director will be involved more in the decision-making processes.

Until now substantial resources have been used for urban water supply in Kigoma/Ujiji. In future these will be greatly reduced, with more emphasis on purchase of materials for operation and maintenance. The project should, however, be able to support planning/project preparation of urban water supplies for the other District headquarters, Kasulu and Kibondo.



## TERMS OF REFERENCE

### FOR NORAD INSPECTION OF ASPECTS OF THE WATER SUPPLY PROGRAMME IN KIGOMA

#### . BACKGROUND

Norway began supporting activities in the water sector in Tanzania in 1979. In total, Norway has provided NOK 300 mill. to Rukwa and Kigoma regions in the previous four phases.

The Water Programme in Kigoma was started in 1983 and is now in its third stage (1989-91), with a Norwegian contribution of NOK 33 mill. The Programme was reviewed by a joint Tanzanian-Norwegian team in 1987. The review concluded that the project had achieved positive results so far. The review also noted, however, that more emphasis should be placed on operations and maintenance right down to village level, more systematic human resource development, and improvement of the monitoring system including setting up key indicators of performance. In the new phase, particular emphasis should therefore be placed on ensuring that the programme achieves its ultimate objectives, and that these are sustainable. The review in 1989 confirmed the findings of the 1987 Review Team, and further specified certain recommendations: a shift from implementation based on the Master Plan priority list to responding to the expressed need of the community, following a decentralized planning and implementation model. It was recommended that choice of technology be adapted to affordable and community based operation and maintenance.

NORAD has reasons to believe that the present situation with regard to the administration and the management of the activities in the Water Programme is not satisfactory. Referring to this year's Annual Meeting, NORAD's representatives expressed its concern at what could be interpreted as lack of commitment on behalf of the Region for the Water Programme. This was demonstrated in the general unpreparedness and the absence of key representatives of the Regional authorities at the meeting. NORAD concluded that the continued support for the Water Programme would be dependent upon demonstration of strict cost control, physical progress and adherence to the conditions laid down in the agreement.

This inspection initiated by NORAD is based on Article II.1 of the Project Agreement between Tanzania and Norway, where it is stated that "Tanzania shall permit representatives of Norway to visit the Programme and inspect all relevant works, goods, records and documents".

The purpose of this inspection is to provide a basis for:

1. A dialogue between representatives of Kigoma Region and NORAD as to how the necessary changes in the water

programme can be put into practice.

2. A forum for discussion with the regional and district authorities on how crucial issues in the water programme can be handled in the integration process with KIDEP.
3. A basis for discussion on NORAD's role in the water sector in Kigoma.

#### SCOPE OF WORK

The Team shall assess:

##### I Policy issues.

- the follow-up of recommendations made in Project Reviews and LFA Workshop.
- progress and constraints in implementing sustainable and replicable water supply.
- problems related to decentralizing responsibilities to districts and villages.

##### II Administrative/Management issues.

1. Administrative procedures and performance in the area of:
  - accountancy
  - budgetary follow up
  - cost control
  - reporting
2. Management of Maji stores and vehicle workshop, including the issue of stock verification.
3. Administration and utilization of project vehicles.
4. Procurement routines
5. Plans made and actions taken to integrate Maji into KIDEP (this includes commenting on the Integration Report submitted to NORAD 3 June 1991 and the LFA Workshop recommendations).

The Team shall discuss:

1. The responsibilities of the regional and district authorities in the Water Programme (including the RDD, RPLO and DEDs), based on the project agreement and the practice developed in Kigoma
2. The present staff situation in Maji, Kigoma, with special emphasis on the performance of the RWE and his unit heads with regard to handling NORAD funds and implementing the Water Programme
3. The division of work between Maji at regional and district level.

The Team shall advise on:

1. Actions to be taken by Tanzanian and Norwegian authorities to ensure that improvements are made in critical areas identified by the team to ensure that the Water Programme is implemented according to the plans agreed upon and ultimately to the benefit of the people of Kigoma.

FORM OF WORK

The Team will visit and have discussions with Government staff involved in the Water Programme, both at regional and district level. It will furthermore go through all relevant documentation concerning the planning and implementation of the Water Programme. This will require active participation and cooperation from people involved in the programme at all levels.

TEAM COMPOSITION

NORAD has appointed:

- Mr. Åge Krüger, Senior Adviser to NORAD
- Mr. Bjørn Lunøe, Consultant

to undertake the assignment.

TIME AND REPORTING

The assignment is to be conducted within the time frame of 3 weeks, field work and report writing included. It is to commence 15 November 1991. A final report should be made available to NORAD by 31 December 1991.

Date: ..... 24/10-91 .....

.....  .....

## PERSONS MET

Mr.	RC, Kigoma (courtesy call)
Mr. Kileo	RDD, Kigoma (courtesy call)
Mr. A. Mathiesen	KIDEO Coordinator
Ms. R. Thorsen	Finance Controller
Mr. J. Mutazamba	Acting RWE, Kigoma
Mr. A. Musilanga	Town Water Engineer, Kigoma
Mr. V. Makusaro	O&M Section Head (Acting RWE one week)
Mr. E. Elias	Acting Construction Engineer
Mr. J. Ngodagula	Town Water Supply section
Mr. T. Kahesha	O&M section
Mr. Kiyenze	DWE, Kigoma Rural
Mr. J. Eklund	Asst. DWE, Kigoma Rural
Mr. M. F. Mutau	O&M in ch. + CPHE, Kigoma Rural
Mr. H. Baruti	Construction in CH, Kigoma Rural
Mr. Kinyele	Off. Supervisor, Kigoma Rural
Mrs. Musinge	Store keeper, RWE stores
Mr. Musinge	PCO-KIDEP
Mr. H. A. Mwidadi	Acting DWE, Kasulu District
Mr. Nkuluzi	Acting DWE, Kibondo District
Mr. E. Syvertsen	Assisting DWE, Kibondo District
Mr. S. S. Lukosi	Acting DED, Kibondo District
Mr.	District Commissioner, Kibondo
Mr. N. A. M. Batakidyoba	O&M in ch., Kibondo District
Mr. J. P. Mutaki	CPHE in ch., Kibondo District
Mr. P. Benny	Construction in ch., Kibondo District
Mr. Mukila	Acting DED, Kasulu District
Mr. Mabula	Section Head CPHE, RWE Kigoma
Mrs. Mariam	Training Officer, RWE Kigoma
Mr. Sayile	DED, Kigoma District
Mr. P. Støvring	DED Adviser, Kigoma and Kasulu



ROYAL NORWEGIAN EMBASSY



Development Co-operation  
(NORAD)

→ 70  
12/750

Our ref.

Your ref.

Regional Development Director,  
P.O.Box. 125,  
KIGOMA.

Date

July 3, 1990

KIGOMA WATER SUPPLY PROGRAMME - AGREED MINUTES FROM 1ST ANNUAL MEETING. DECISIONS TO BE FOLLOWED UP.

Reference is made to the attached copy of the Agreed Minutes from the annual meeting held in Kigoma, June 26, 1990.

Enclosed please find for your information, a memorandum on activities to be taken as a consequence of the decisions and recommendations made in the meeting. The memorandum refers to the different clauses in the Agreed Minutes, outline what actions should be taken and who has the responsibility/ power to do so.

The memorandum will hopefully contribute to avoid misunderstanding on who is supposed to start acting on the different items and I sincerely hope that with close cooperation between yourself, your Regional Water Engineer and NORAD we will be able to contribute to the development in Kigoma region.

I will use this opportunity to thank you and your staff for the hospitality shown to the Norwegian delegation during their stay in Kigoma.

  
Gunnar Føreland  
Resident Representative

Copy to.

Prime Minister's Office, Dodoma.  
Ministry of Water and Energy, Dar es Salaam.  
Regional Water Engineer, Kigoma  
Regional Planning Officer, Kigoma  
KIDEP Coordinator, Kigoma  
DED, Kigoma district, Kigoma  
DED, Kasulu district, Kasulu  
DWE, Kibondo, Kibondo  
DWE, Kasulu, Kasulu  
DWE, Kigoma, Kigoma

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AGREED MINUTES FROM THE 1ST ANNUAL MEETING  
IN THE WATER SUPPLY PROGRAMME  
HELD IN KIGOMA 26 JUNE 1990.

Agenda I Opening remarks

The meeting was chaired by the Regional Development Director on behalf of the Prime Minister's Office. The Chairman opened the meeting by welcoming members from NORAD Oslo and Dar es Salaam as well as ministerial members and other members from the region.

Agenda II Review of the ongoing programme

The January 1990 Progress Report depicting half year progress (July - December 1989) was presented to the meeting; together with the Petty Cash Progress report 3rd quarter 1989/90.

The Chairman wanted an explanation on the term "loans" amounting to 1.144 mill. TAS appearing in the report. The RWE informed the meeting that the term loan didn't mean cash money but rather value of equipment & tools loaned to Maji employees for working at work sites which are to be returned to stores.

NORAD commented on the loans given from the project funds and stressed that NORAD-funds cannot be utilized to give loans either in cash or in kind. The meeting was informed that the practice had been discontinued on the RDD's instructions.

The meeting stressed that all the outstanding loans must be recovered.

3rd Quarter 1989/90 Physical Progress Report was presented to the Meeting. NORAD informed the Meeting that all reports to be dealt with at the Annual Meeting must be submitted to NORAD two months before the Annual Meeting.

NORAD asked for a status report on the theft cases within Maji. The meeting was informed that several people had already been imprisoned and other suspended pending further investigations. The region is awaiting a full report on the cases from the Regional Police Commander. This report will be submitted to NORAD. NORAD requested a review of the internal procedures to ensure that strict control is exercised and irregularities reduced. RDD emphasized that the region is doing its utmost to expose

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irregularities and introduce procedures to get rid of the problems.

### Agenda III Proposal for changes in the Programme

NORAD confirmed that it was decided in the country programme negotiations that the Water Programme will be integrated into KIDEP from 1991. The region was advised to discuss the implications of the merger and prepare for the changes needed to avoid any conflicts. NORAD proposed that an LFA-workshop be arranged before the budget preparation for next year starts, to discuss the implications of the decision to integrate the two programmes.

#### - NORAD's comments to the Water Programme Review Report

NORAD commented on the Water Review Report. NORAD fully supports the Tanzanian policy of strengthening the role of the districts in the development process. The debate on how to transfer more responsibility and resources to the districts and at the same time secure satisfactory control and planning, must continue. NORAD will participate in the discussion of different approaches which must secure satisfactory progress within the Programme.

NORAD is aware that it will take time to change the programme approach and that one should start carefully with full decentralization as the ultimate aim. It was agreed that the districts and the region should continue the discussion on how the decentralization of funds can be implemented.

NORAD supports the recommendation to shift the emphasis to low-cost alternatives, based on community participation and the capacity of the target group to run and maintain the schemes. New gravity schemes can only be accepted if it is clear that the operations maintenance can be secured by local resources.

NORAD informed the meeting that support to urban water supplies will be considered on the basis of sustainability. Support for minor rehabilitation will be considered if it is documented that the technical and economic performance of the water supply system will be improved.

Any major investments will be considered on the basis of presentation of satisfactory plans for future administration and local financing of operational costs. Such plans should be presented as separate proposals.

NORAD further underlined the need to give the end-users the main responsibility for the utilization as well as the implementation of future programmes. This means moving from the priorities set in the Water Master Plan to an approach where those villages which show interest and willingness to participate are given priority.

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### Women's participation

It was agreed that more emphasis must be put into involving women in initiating and planning of the Water programmes. NORAD proposed that the region develops an action plan to increase the participation of Women and design indicators to measure the involvement of Women in the activities. A report should be presented to the next Annual Meeting.

### Procurement

The Meeting agreed that the region will look into the experiences with the present procurement system and study alternatives in collaboration with RUDEP.

### Agenda IV Workplan and Budget

NORAD announced that the workplan and budget did not satisfy the need for information upon which to give its final approval. NORAD would therefore have to give its final approval after an alternative presentation had been decided upon which should clearly show how much money would be spent in the different districts and for what purposes.

NORAD also noted that the budget and workplan should reflect the recommendations of the review. It was decided that a new budget with a corresponding workplan would be worked out and submitted to NORAD for final approval before the end of the first quarter of the 1990/91 financial year. The meeting agreed that bridging financing of the activities in the first quarter should be recommended.

NORAD indicated that the total allocation for the 1990/91 financial year would be approximately 255 million TAS.

### Staff Development Plan

NORAD commended the region on the initiative to have the staff development plan made. NORAD will study it and revert with comments. Without having studied it in detail, NORAD draw the attention to the need to put more emphasis on the CP training needs, as the CPHE element will be crucial to the success of the new approach. NORAD also would recommend that gender issues were discussed in relation to training needs in the programme.

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### Manpower.

NORAD expressed grate concern regarding the manpower situation in the Programme as several key members of staff had been suspended without being replaced by qualified people. The RDD informed the Meeting that a special Commission has been formed to investigate the conduct of the affected persons and submit a report to the Regional Authorities for action. This process will be expedited to reduce the negative effect on the Programme.

NORAD requested the region to to define their need for technical assistance. The Norwegian policy for Technical assistance is that it shall have transfer of skills as its main purpose. It was further pointed to the possibility of utilizing technical assistance personell in the districts both for KIDEP and Water Programme activities. The following kinds of assistance could be considered:

- Short term consultancies by Norwegian consultants, either to start activities or make surveys and special studies.
- Use of specially qualified Tanzanian personnel on short term consultancies, for the same purpose as mentioned above.
- Assistance from institutions in Tanzania or neighbouring countries for long-term backup support.

The region requested NORAD to recruit an experienced engineer who could act as an Advisor within the PP & P, O & M.

Agenda V New procedures for administration and decision making of the Programme.

The meeting agreed that the Steering Committee will be converted into a Regional Water Committee. It will be a subcommittee to the Regional Development Committee. It was decided that the Committee would meet four (4) times a year. It was also agreed that at least three women would be appointed as permanent members of the Committee. The annual workplan and budget will be discussed by the Committee before they are submitted to NORAD.

### Organisation, Monitoring, Reporting Guidelines

The meeting was informed that the guidelines for planning, monitoring and evaluation which were prepared in 1989, are under implementation and will be reviewed after one year's experience has been gained.

NORAD requested the region to present proposals for regulations for the use of vehicles in the Water Programme. The regulations must be clear and there must be a monitoring and control system

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for the vehicles which makes it possible to take action when misuse occurs. The meeting stressed that cars are provided for the benefit of the programme and that no private use of vehicles are allowed.

It was underlined that the Financial Controller has the responsibility both to Tanzania and Norway of ensuring proper utilization of allocated funds. Reports to NORAD on irregularities shall be copied to the region. His job description should be amended accordingly.

It was further agreed that transport expenses should be charged to the different activities in order to show the real expenditure on each activity.

#### Release of funds

It was agreed that funds will be released from NORAD on a quarterly basis upon receiving a request containing progress reports and financial reports from the previous quarter.

#### Joint Review

The meeting agreed that there will be a Joint Review this year of the Community Participation activities within the programme. The review should preferably take place after the LFA workshop.

#### Environmental issues

The meeting agreed that all the Maji plans should incorporate environmental conservation considerations in order to secure good management of the natural resources and protection of the catchment areas. Close cooperation between the Water Programme and the Regional Natural Resource Officer was advised. CP has an important role to play in spreading information about the dangers of deforestation. RDD recommended that the districts which do not have by-laws to prevent bush-fires and other environmental degradations should enact such by-laws. Those who have enacted them should make use of them to ensure proper management of the natural resources.

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Incentives and bonuses

NORAD informed the meeting that when bonus and incentive schemes are proposed, they must be in accordance with governmental guidelines.

Next Annual Meeting

It was agreed that the next Annual Meeting will be held jointly with KIDEP at the end of February 1991.

Signed in Kigoma on the 29th day of June 1990.



-----  
J.K. Kileo  
Regional Development Director



-----  
L B. Sauvik  
Deputy Resident Repr.  
NORAD

## LIST OF PARTICIPANTS - WATER PROGRAMME 1ST ANNUAL MEETING

Name	Position	Representing
Tanzanian delegation:		
J.K. Kileo	RDD Head of delegation	Kigoma region
P.S. Rulimbiye	Chairperson UWT	Kibondo
H. Nkuluzi	Ag. DWE	Kibondo
I.S. Dalen	Asst. DWE	Kibondo
S.N. Cedrick	DWE	Kasulu
H.A. Mwidadi	Ass. DWE	Kasulu
A.J. Kissala	O/M i/c	Maji, Kigoma
A. Mathisen	Coordinator	KIDEP
J. Eklund	Asst. DWE	Kigoma rural
S. Kiyenze	DWE	Kigoma rural
W.T. Kisanji	DED	Kasulu
J.P.N. Mosha	Zonal Constr.Eng.	Ministry of Water
N. Karwani	Training Planner	Water Institute
F.W. Masanja	Reg. Hydrologist	Maji, Kigoma
Hassan Mtwenge	Ag. Reg.H. Officer	Health, Kigoma
B. Mfuno	Reg.Liv. Dev. Officer	Mifugo, Kigoma
Dr. G. Mbaruku	Ag.Reg.Medic.Officer	Health, Kigoma
S.W. Juma	Reg. Natural Res.Off.	Kigoma region
A. Msumba	Planning Officer	RDD's office, Kigoma
W.D. Chijana	Planning Officer	RDD's office, Kigoma
A. Haruna	UWT	Region office, Kigoma
J. Ngodagula	DWE	Kigoma urban
M. Munanka	Accountant	Maji/RDD's office
R. Mnzava	PCO	PMO's office, Dodoma
C.M.W. Maheri	RWE	Maji, Kigoma
S.J. Katiyuhagira	Construction i/c	Maji, Kigoma
H. Super	Comm. Dev. Officer	Maji, Kigoma
C.F. Ryambo	for Town Director	Town council, Kigoma
C. Nkwezi	Ag. DED	Kigoma district
Norwegian delegation:		
L.B. Sauvik	Deputy Res.Repr. Head of delegation	NORAD, DSM
I. Klepsvik	Senior Progr.Officer	NORAD, DSM
A. Kruger	Adviser to NORAD	NORAD, Oslo

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MEMORANDUM

ON ACTIVITIES AND RESPONSIBILITIES TO BE FOLLOWED UP AS AGREED IN THE ANNUAL MEETING HELD IN KIGOMA JUNE 26, 1990.

KIGOMA WATER SUPPLY PROGRAMME.

ACTIVITY TO BE UNDERTAKEN

RESPONSIBLE

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Agenda II:

Even if it was mentioned in the meeting that Loans does not indicate private loans, it was later discovered that a considerable amount of outstanding private loans still exist. RDD has been presented with a list of names on debtors.

A schedule for downpayment of outstanding loans has to be presented to all debtors. NORAD should be informed on when the outstanding loans is scheduled to be paid back.

RDD and Finance  
Controller.

The theft cases is still under investigation. However, the report given at the annual meeting did not disclose the value of the stolen goods in the different incidents, nor did it present any suggestions on consequences for the programme or on how the losses should be covered. NORAD should not be held responsible for replacement of the stolen items.

In a effort to calculate the losses and to control that funds has ben spent in accordance with agreed budgets, NORAD will, in cooperation with RDD, appoint an independant auditor to audit the accounts and stores. A proposed TOR will be presented to RDD for comments.

NORAD, RDD and  
Finance  
Controller.

Agenda III:

The preparations for incorporating the water supply programme in KIDEP should be completed before December 1990. If a workshop is decided to be held NORAD will need at least two months notice if requested to provide a facilitator.

RDD, RWE and KIDEP  
Coordinator.

NORAD.



The agreement to put more emphasize on low cost technology and users participation is in line with the policy on self reliance and on sustainable water supplies. However, the capacity of the few well-supervisers and the design of the of the shallow wells make the progress slow and the expences of well-construction too high. There is therefore a need to improve both capacity and design. To accomplish this it is recommended that key personnel within Maji, Kigoma Region and trainers from Water Resource Institute should be sent for introduction/training in low cost water supply and sanitation thecnology, shallow and deep well siting, well-digger training of villagers, builder training, sanitation techniques, and pump construction. CPHE personnel should be given opportunity to look into how similar activities are practiced in neighbouring countries.

The Blair Institute, Harare and the Low Cost Water and Sanitation Training Center at University of Zimbabwe are alternatives for such training.

The decission to include support to water supply in Kigoma, Kasulu and Kibondo towns implies that feasibility studies of alternative solutions has to be carried out. The studies should come up with recommendations on water supply systems that are sustainable i.e. the maintainance has to be simple and affordable. Recurrent expenditures and revenue income have to be carefully balanced in urban water supply. The feasibility study for Kigoma should be finalized taking into account the comments above.

An action plan on involvement of women should particularly look into:

- Possibilities of involving women in the decissionmaking process in the villages related to number and location of waterpoints.
- Possibilities for women to generate

WRI, RWE, DWES and CPHE to present requests to NORAD, DSM.

WRI alternatilyvely NORAD, Oslo to make contacts with institutions.

RWE: Propose TOR and shortlist of consultants. Arrange tender and contract.  
NORAD; DSM: Approve TOR, shortlist and contract.

CPHE: Propose programme, strategies and activities.

Tender for a new procurement contract should be out no later than October 1990. Specifications should therefore be presented to NORAD in the beginning of September. It is recommended that the contract should be signed by RDD, Kigoma, RDD, Rukwa and NORAD, DSM.

RWE and  
Coordinator.

#### Agenda IV:

A total allocation of 255 mill. TAS to be approved by NORAD, Oslo.

NORAD, Oslo.

Funds to be reserved for TAPs, Consultants etc. to be stipulated by NORAD and presented to RWE a.s.a.p.

NORAD, DSM.

New workplan and corresponding budget to be presented to NORAD for approval before end of August.

RWE, DWEs.

NORAD should present comments to the staff training plan presented by WRI mid August.

NORAD Oslo and DSM.

The present manpower situation in Maji, Kigoma is detrimental to the programme and therefore unacceptable for NORAD. Immediate action has to be taken to get qualified personnel appointed as head of sections. Since no decisions were taken on providing an expatriate TAP to Kasulu district, the DWE will certainly need professional assistance from RWE H.O.

RDD

Ministry of Water  
and Energy.

RWE

A TAP to assist RWE in management and supervision of design, construction and O&M to be provided by NORAD a.s.a.p.

NORAD, Oslo

An inventory on obtainable qualified Tanzanian personnel as an alternative to expatriates should be initiated.

RWE.

The Regional Water Committee should be constituted to assist RWE in presenting a workplan and budget 1990/91 f.y.

RWE and RDD.

Regulations for use of vehicles has to be presented to NORAD before any procurement of new vehicles will be effected.

RWE.

Job description for financial controller will be ammended to include a responsibility to report to NORAD (on irregularities in the programme) The

NORAD, DSM/ Oslo.

Starting this financial year all expenses on transport shall be charged to the relevant activity/ project. The expenses have to be authorized by the relevant officer in charge of the activity. Procedures for request/ account for the transport have to be worked out immediately.

RWE, DWEs, Section Heads, Transport Officer, Accounting Officer, Storekeeper in charge of fuel supply.

Progress reports and accounts should be submitted to NORAD, DSM on quarterly basis as appendices to requests for disbursement of funds to the programme.

RWE, Coordinator, acting Financial Controller.

In the joint revue to take place later this year it is recommended that Tanzania and Norway appoint two members each. A TOR will be presented to Tanzania for comments.

NORAD, Oslo to prepare TOR.

Proposals for water supply schemes should always include an Environmental Impact Assessment. This is particularly pertinent to gravity schemes. Remedies to reduce pollution and siltation of rivers and streams, and soil erosion from construction works should be included. By-laws to prevent environmental degradation should be introduced. A close cooperation with environmental departments in the planning process is therefore recommended.

RWE, DWEs and NORAD.

RDD.

Regulations for incentives has to be approved by RDD, Regional Water Committee or relevant ministry to be accepted. The approved regulations must be presented to NORAD for approbation.

RWE, RDD, Coordinator, Financial Controller.

Dar es Salaam, 2 July 1990.

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**AGREED MINUTES FROM THE SECOND ANNUAL MEETING  
IN THE WATER SUPPLY PROGRAMME  
HELD IN KIGOMA ON  
7TH MARCH 1991**

**1. Agenda Item: 1            OPENING REMARKS**

The meeting was chaired by the representative of the Prime Minister's Office. He opened the meeting by welcoming members from Oslo and DSM as well as other members from the region. The Chairman and NORAD strongly regretted the lack of key representatives from the Regional authorities at the Meeting.

**2. Agenda Item: 2            JUNE, 1990 ANNUAL MEETING MINUTES**

The Minutes were adopted as giving an accurate record of the discussions.

**3. Agenda Item 3:            MATTERS ARISING FROM THE AGREED MINUTES  
FROM LAST ANNUAL MEETING**

The Region informed the meeting that procedures are now adopted whereby Loans are being repaid on a monthly basis.

NORAD had the following remarks to matters arising from Annual Meeting:-

- NORAD confirmed that it still wanted to receive a report on the theft causes within Maji. RWE promised to produce the report within one month.

- The report on involving women in initiating and planning of the water programme was distributed at the Meeting. NORAD said it would forward its remarks after having studied the report.

NORAD confirmed that it, in the near future would send out a tender invitation for a new procurement contract. It is expected to finalize the contract with a procurement agent by the start of Financial Year 1991/92.

- NORAD noted that women members were still not appointed to the Regional Water Committee. The Region was urged to rectify this as soon as possible.

- The meeting was informed that funds are now transferred to the districts. DEDs are co-signatories to effect the payments.

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benefits of involving the women more in the programme.

NORAD shared the concern of the Review Team regarding the planning process adopted by KIDEP in its initial stage. It is essential that the activities are initiated at the village level and that the villages prioritize their needs before the proposals go to the district level. The sectoral departments must take responsibility for the planning and priority setting of sectoral activities and involve the villages in discussions on options and financial consequences of the different options.

5. **Agenda Item: 5                    PROGRESS REPORT**

The Meeting observed that progress reports had been delayed due to the manpower situation in the Region. The Region will work out a new format for such reports, which show clearly financial and physical progress in relation to targets set for each period.

6. **Agenda Item: 6                    ANNUAL BUDGET FOR FY 1991/92**

NORAD announced that the delegation was not prepared to discuss the budget in detail. It was strongly regretted that the Region once again had failed to forward an annual budget to NORAD in time for the organization to secure the required processing of the matter. The NORAD delegation furthermore pointed out that the workplan and budget did not satisfy the need for information upon which to give its approval. NORAD would therefore have to give its final approval after an alternative presentation had been made which should clearly show how much money to be spent in the different districts and for what purposes. Upon request from the Region, NORAD promised to forward a possible format for workplan and budget.

NORAD commended the increased district profile of the present draft budget. It was furthermore pointed out that administrative matters, allowances and bonuses still represented a too high proportion of the total budget. Referring to Annual Meeting 1990 NORAD reconfirmed the request for a reporting system for the control of purchases and stores.

NORAD indicated that the total allocation for the 1991/92 FY would be approximately TAS 245 mill., out of which TAS 130 for local expenditure.

It was suggested that budget cuts were done in the following areas: administration, allowances, bonus system and transport.

The Meeting agreed that the revised work program and budget

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should be submitted to NORAD before 1 May 1991.

The training budget is to be discussed separately, depending on the outcome of an evaluation of the ongoing programme which the Region has to undertake.

7. **Agenda Item 7: INTEGRATION OF THE WATER SUPPLY PROGRAMME INTO KIDEP. REPORT FROM THE LFA SEMINAR.**

The region had not had time to prepare comments to the LFA report as it had just been received. NORAD endorsed the recommendations made in the report from the LFA seminar and made the following comments:

The choice of technology recommended by the seminar is in line with the recommendations from the 1989 Review and concurs with what NORAD and the region have agreed upon:

- spring protection and point sources are given first priority.
- shallow wells and tube wells are second priority.
- boreholes are used if no other options are available.
- piped gravity schemes are used when other technical solutions are not feasible.

NORAD supports the recommendations from the LFA workshop regarding CPHE. NORAD recommended that the schedule and modalities for the transfer of knowledge from the present CPHE team to the relevant departments should be followed, starting with a pilot scheme to gain experience.

NORAD further supported the adoption of the redefined project design prepared by the seminar.

NORAD stated that when the integration is implemented, the water department should present project proposals for inclusion in the Annual Budget along with the other sectoral ministries.

NORAD noted that there should be a review of the stores and workshop and the transport situation in Maji, in order to assess the present situation and secure smooth integration of the two programmes.

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It was decided that the Region would prepare their comments to the LFA-seminar report and that a meeting would be convened at the end of April where the final decisions regarding the integration process would be made and a time schedule adopted.

8. Agenda Item: 8 ANY OTHER BUSINESS

Technical Assistance

NORAD raised the issue of redefining the role of the technical assistance personell, to ensure that their skills are utilized within various sectors. Thee meeting decided that NORAD would present a written proposal to the Region on this issue.

NORAD expressed satisfaction on the way the Annual Meeting had proceeded and commended the representatives from the Region for the efforts to secure that the Meeting could conclude its business. NORAD however, repeated its concern at what could be interpreted as lack of commitment on behalf of the Region for the Water Programme as demonstrated in general unpreparedness and the absence of key representatives of the Regional authorities. NORAD concluded that the continued support for the Water Programme would be dependent upon demonstration of strict cost control, physical progress and adherence to the conditions laid down in the agreement.

Signed in three copies

this 27<sup>th</sup> day of April....., 1991 at ... Dar. Es. Salaam

.....  
on behalf of the  
Tanzanian Government

.....  
on behalf of the  
Norwegian Government

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LIST OF PARTICIPANTS - Kigoma Water Supply Programme AM  
7th. MARCH 1991

**Tanzanian delegates:**

Charles Igogo	Asst. Comm. TAMISEM	Chairman
Kayora Senyange	Ag. RWE	
Stanley Katiynhagic	Head of Constr. MAJI	
Asbjorn Mathisen	Project Coordinator - KIDEP	
Reidun Thorsen	Financial Controller -	
	KIDEP/MAJI	
Jackson Mutasamba	DWE, Kibondo	
Jan Eklund	Asst. DWE, Kigoma Rural	
Joseph Ngondagola	DWE, Kigoma Urban	
Mariam Utergya	MNO, MAJI Kigoma	
H.A. Mwidadi	AG. DWE, Kasulu	
F.W. Masanja	Hydrologist, Kigoma	
Wilson Ruheta	Ag. P.P.&P, Maji, Kigoma	
Hassan Mtwenge	Ag. NHO, Kigoma	
Dr. I.N. Kikoito	RMO, Kigoma	
Thomas Kahesha	AG. CPHE	
I.S. Dalen	Ass. DWE, Kibondo	
S. Kiyenze	DWE, Kigoma Rural	
A.N.M. Sayile	DED Kigoma	
D. Mutaboyerwa	PCO - Kigoma Regional Office	
R. Musingi	PCO - Kigoma	

**Norwegian delegates:**

L.B. Sauvik	Deputy Resident Representative, NORAD, Dar es Salaam	Head of Delegation
T. Gaustadsaether	Senior Programme Officer, NORAD	Oslo
I. Klepsvik	Senior Programme Officer, NORAD,	Dar es Salaam
S. Volan	Senior Programme Officer, NORAD,	Dar es Salaam

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## FORMAT OF DOCUMENTATION TO BE PRESENTED TO NORAD

The Programme Agreement clause II. no. 5 states a number of particular documents that **shall be presented to NORAD prior to the Annual Meeting**. However, the clause does not explain the format of these documents.

The Team disclosed a great deal of confusion in MAJI concerning the need for and the format of the documentation demanded in the Programme Agreement.

The Team has as a consequence prepared this format proposal based on similar formats in other NORAD funded programmes.

### 1. Format of Project Proposals.

The Agreement calls for detailed project descriptions to be submitted for all new activities proposed for funding and for major amendments on ongoing activities.

### Observation and Comments.

The **detailed project description** is normally named a Project Proposal and the activity will ultimately be named a Project.

- i) The Project Proposal is a document presenting the objective, the target group, the participants, responsibilities, the duration and timing and the expenses included in the project described. A Project Proposal for a new project will naturally have to be more comprehensive than a proposal for amendments on an ongoing project.

A Project is i.a. :

- \* A water supply scheme for a village (or a group of villages if it is a group gravity scheme) but not a single well or borehole unless it is the only one to be made in a particular village.
- \* Procurement of new or replacement of old vehicles,
- \* A credit scheme,
- \* A training programme, etc.

The Project Proposal is the reference document when proposal for later funding is presented. It is also the donors's reference when assessing whether the proposal falls within the agreed programme conditions.

- ii) Projects supposed to run for several years (as for example a training programme).

New proposals need not to be made in the consecutive years once it has been agreed in the programme. The project's reference number will identify the project as formerly agreed.

## **2. Format of Implementation Report.**

### **Observation and comments.**

The term Implementation Report does not occur in the reporting guidelines used in the Region. There are, however, quarterly and annual Progress Reports. An Implementation Report normally reports on progress compared to the agreed project proposal, discusses achievements and constraints related to the activities and the programme in general. The Implementation Report also presents statistics and financial status of the programme and discusses recommendations made in programme reviews and evaluations. The Implementation Report therefore is a comprehensive Progress Report.

## **3. Format of the Progress Reports.**

### **Observations and comments.**

The information in the present Annual Progress Report is not sufficient to be termed an Implementation Report. However, the format used for the progress report can be improved to make the information more in line with the donor's requirements.

The procedures for preparing activity plans and progress reports are well established at Regional level. The reports from the Districts are still too fragmented as no compilation of information has been made in the Districts. It may still be a need for RWE to compile and complete the reports but efforts should be made to enable the Districts to complete their own reports.

Although the annual progress reports refer to an annual activity plan, no reference is made to the rate of completion of a project. For NORAD the main interest will be to receive information on the status of the project and the related expenses compared to the project proposal and the activities agreed in the Annual Meeting. As it is now the format of the quarterly progress report differs little from the annual report. The annual progress report has to have indicators for documented progress related to the project's schedule.

### **Recommendations.**

The Progress Reports should present information on state of completion with reference to the Project Proposal (or Project Plan) as well as with reference to the activity plans. Information should be given verbally and not in percentages as presently used. The report should in particular report on:

#### **Physical progress.**

The physical progress compared to the project proposal as well as to the annual activity plan. Activities completed without problems should be briefly described while

particular problems and/or achievements/solutions should be described more in detail. It should be noted that experiences that could be of later use should be most thoroughly discussed. The progress compared to the corresponding costs has to be commented.

#### **Financial Status.**

A financial statement for each project with a breakdown of expenses compared to the budget and the physical progress will be one of the major issues in this chapter. Overexpenditures on some items should in general be compensated by savings in others. Where overexpenditures or major savings occur explanations should be given.

The cost control system introduced by the Finance Controller is a tool that will make the reporting on this issue easier. A cost control summary should therefore be included.

#### **District reports.**

The Districts' reports should include all information available in the Districts. With more responsibilities laid on the Districts concerning the physical and financial management of the projects in the Districts, RWE's possibilities to report on issues not under his command will be reduced. It is recommended that the Districts write District Progress Reports and that RWE write a Regional summary.

With the annual progress reports completed in September it will form a basis for discussions with NORAD on the planning figure for the next financial year. It is therefore recommended that the progress reports be completed before October 1st.

#### **4. Format of Time schedule.**

##### **Recommendations.**

As the Project Proposal and the time schedule for the proposed project is made before the Annual Meeting, a temporary time schedule for the project should be made. The Annual Meeting will then discuss and agree on a time schedule and funding requirements for the project. A detailed time schedule (if necessary) can then be made between the Annual Meeting and the start of the next financial year.

For ongoing projects the time schedule should be part of the next year's activity plan, taking into consideration the experience so far in the project.

## **5. Format of Statement of Expenditures.**

### **Observations and Comments.**

The statement of expenditures are not the audited accounts but a summary with comments of the programme expenses whether audited or not. Until recently the statement of expenditures has been fragmented as the Districts and the Region only have had control over the local funds. By implementing the recommendations made in this report the Finance Controller in cooperation with the Districts and Regional Accountants should be able to prepare annual statements.

### **Recommendations.**

The statement of expenditure should include the total Programme expenditures till end of last financial year i.e. from its first day. Preferably the expenses related to a particular project should include all accounted expenses as from its first day, however, a programme status should be made whenever one programme phase comes to an end and before starting on a new phase. Projects carried over from one phase to another will then be reported by expenses related to each phase.

The Statement of Expenditures should also include a breakdown of expenditures on the different items included in the annual budgets i.e. every item included in the budget should appear in the statement.

In addition the statement should present an overview of expenses and commitment in the present financial year (for example to January 1st) and anticipated expenses for the remaining period of the pertaining financial year.

All reported figures should be compared to the relevant budget figure with a +/- statement.

EXAMPLE  
EXAMPLE

FORMAT OF  
A  
PROJECT PROPOSAL

(This example has no connection to any actual projects)

PROJECT NO. 666/91

PROJECT NAME: ABC VILLAGE WATER SUPPLY, KASULU DISTRICT

**a. Objective.**

The objective of this project is to provide ABC village with an improved water supply and to introduce the concept of ventilated pit latrines (VIP).

The objective is also to enable the villagers to establish and maintain a sustainable O&M system for the water supply scheme introduced.

The last objective is to enable the village to continue constructing wells, spring protections and VIP latrines after the completion of the project.

**b. Description of the project.**

The village has about 4000 inhabitants. The traditional sources are two springs and three open wells and some ponds in the rainy season. The wells normally go dry in August/September. The village has an old pumping scheme which has not been in operation for several years. The pump and engine have been removed.

The attached cost analysis documents that the most feasible solution within the village's ability is to:

- construct two spring protections (perennial)
- rehabilitate and deepen one well
- refurbish the existing water tank and six DPs,
- construct a new intake and 500 m of gravity main to the tank.

The scheme will then provide approximately 50 % of the population with reliable water within 400 m walking distance.

Full coverage for the village will increase the implementation cost with 50 % and the O&M cost with 100 % which is beyond the village's present ability.

The project includes two training seminars for the village water committee, a two week training course for the committee's accountant/secretary, a two week course for two water attendants, skills training for eight village fundis in construction of wells, spring protection and VIP construction.

**c. Cost and contribution.**

The detailed cost calculations are attached.

Total cost of the project is calculated to TAS 7 million (NOK 245 000)

Proposed funding:

Village water fund (collected)	TAS	100 000
Free labour calculated to the value of	TAS	600 000
District (govt) funds	TAS	500 000
District manpower (calculated)	TAS	500 000
NORAD	TAS	5 300 000

Construction cost per capita: TAS 1750/-

Annual O&M costs are calculated to TAS 80 000 which is regarded as the present limit for village contribution.

Funds required from the donor:

1992/93	TAS 3 000 000
1993/94	TAS 2 300 000

**d. Project schedule (timing)**

Activity	1992	1993	1994
Survey and design	---		
Village training		-----	--
Shallow well		-----	
Spring protect.		-----	
Rehab tank and DPs			-----
Intake and gravity main			-----



KIDEP - WATER DEVELOPMENT PROGRAMME  
KASULU DISTRICT

PROJECT PROPOSAL NO.  
PROJECT NAME:

COST CALCULATIONS

ITEM	TRANSP.	ALLOW.	EQUIPM.	MISC.	SUM
------	---------	--------	---------	-------	-----

---

CPHE

PLANNING

TRAIN.

TENDER

CONSTR.

SKILLS

---

TOTAL





ROYAL NORWEGIAN EMBASSY

**NORAD**

NORWEGIAN AGENCY FOR DEVELOPMENT CO-OPERATION

(All Official correspondence should be  
Addressed to the Resident Representative.)

NORAD  
13 OKT. 1991

HELSE T/O

SVW 21/10.9  
98

Regional Development Director  
P.O.Box 125  
Kigoma

Our ref. 2588/91/SV/mf

Your ref.

Date 11.10.91

### INTEGRATION REPORT MAJI - KIDEP

We acknowledge the receipt of the above report and apologize for our late answer which is due to a heavy workload in the office.

NORAD has studied the Integration Report with interest and we have the following comments:

#### 1. General

The general impression of the report is that the team has spent considerable time looking into the theoretical aspects of rural development and decentralized planning and implementation. The report will therefore be useful as a handbook for further development activities in the region. However, the team has not seriously looked into the present programme's strengths and weaknesses, the need for diversion of responsibilities and the role of the different departments at regional and district level. The report does not present recommendations or discuss the practical consequences of incorporating a massive technical programme as the water sector into a fragile concept of rural planning as KIDEP. This is particular pertinent as the water programme has demonstrated its inadequate implementing routines and inability to provide sustainable water supplies appreciated by beneficiaries. Our comments will therefore concentrate on the practical consequences of the integration less than on the process of decentralized development.

#### 2. The Planning Process

On page 23 the report outlines the different stages in an idealistic "plan" originated from family level in the village up to allocating funds in the national budget. However, the team has not discussed how the planning is done today and who is presenting what.

br-7/interat. sv

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36544

Bearing in mind the present problems of getting acceptable annual plans from RWE two months before the annual meetings and the delays of progress and financial reports from RWE, we believe that new procedures have to be worked out, time schedules to be discussed and weaknesses and limitations have to be described. Will integration make this easier or more difficult? Will time schedules have to be altered? Should the lines of responsibilities be changed? What practical problems are foreseen, etc.?

#### Ch. 4

P. 15, last paragr. and p. 16, first paragr.:

A consequence of integrating the water sector into KIDEP will be the inclusion of Kibondo unless it will be decided otherwise. From NORAD's side a separate water programme in Kibondo will be more cumbersome to administer.

P. 16, last paragr.:

What are the direct consequences?

We appreciate that RDD (KIDEP) will have a coordinating role versus the districts, but cannot see how the RWE will be in charge of water development in the districts. What kind of responsibilities will RWE, DWE, DED, DDC, etc. have, and what lines of commands and communication have been discussed by the team?

#### Ch. 5

P. 22

What are the basis for the village plans? Have they been given a financial frame? What kind of routines and directives exist in the water sector that could be useful in KIDEP? How is the DDF concept suited for including water projects? What practical arrangements ought to be discussed?

If a village plan has been pruned, does it go back to the village?

P. 24

What time frame has been made for the 15 steps from household to parliament? Where is NORAD as funding agent for development programmes in the region supposed to fit in?

P. 26

With a decentralized planning and implementing responsibility this setup is hardly adaptable. Why should CDW be responsible for ensuring beneficiary participation if it is the beneficiaries project? If they do not want the project, why should it be implemented?

P. 27

Handing over from whom?

The whole concept in this chapter indicates that it is not a bottom up approach as the project is carried out by government agencies and not with the government agencies as supporters and guiders.

P. 30

The conditions for NORAD funds to be channelled to the programme are proper progress and finance reporting. It is also conditioned on adherence to agreed project plans. Are these routines adequate?

P. 35

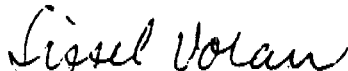
If a workshop manager should be recruited, would it not be wise to have an advisory role for the district workshops too?

3. Closing Remarks

The report, as said earlier, should be a good basis for working out routines and responsibilities, prepare schedules and formats for plans and reports and concretize manpower plans at different departments and levels. Since NORAD's involvement as a funding agent is so closely linked to the development programme of the region, close consultations between NORAD and KIDEP should be made to agree on the details needed to secure a smooth operational relationship.

We foresee that further discussions on the integration process will take place during the inspection mission (ref. our telex of 17.9.91) scheduled to take place in mid-November.

Yours sincerely,

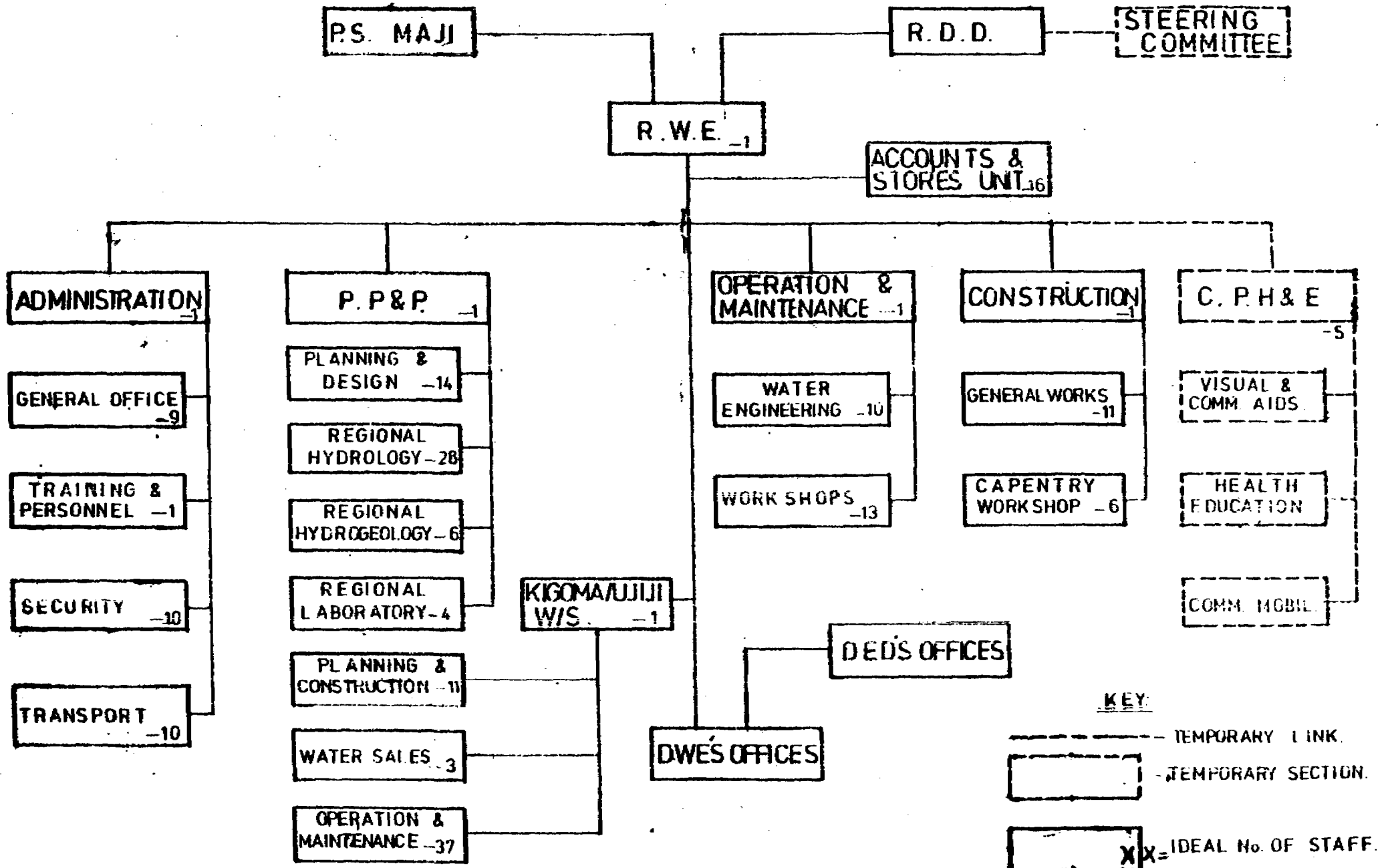


Sissel Volan  
Senior Programme Officer

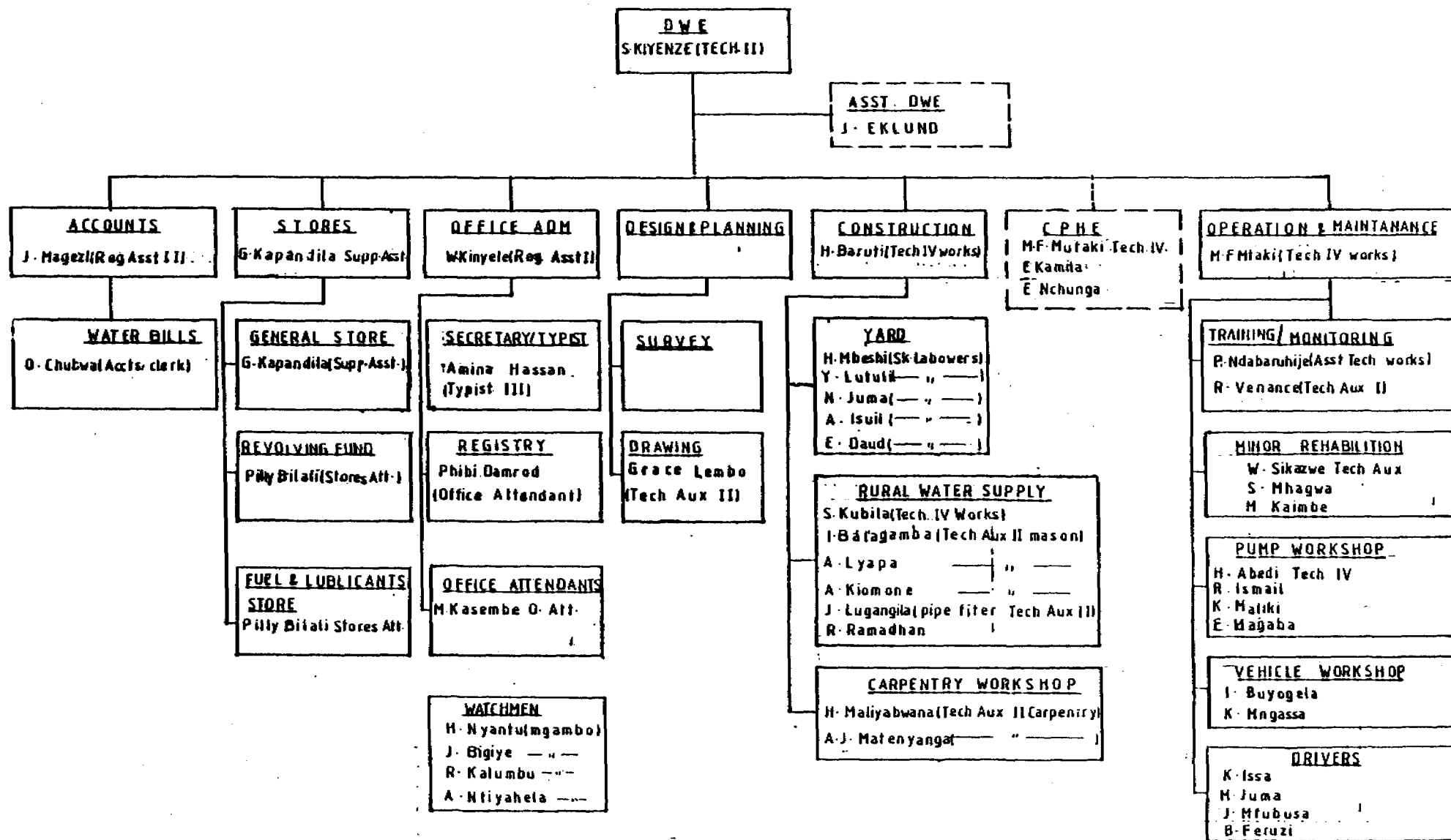
cc.: RWE, Kigoma  
KIDEP Coordinator

APPENDIX 6

# REGIONAL WATER ENGINEER'S ORGANISATION SET-UP



**EXISTING ORGANISATION CHART 1-6-1991**  
**DISTRICT WATER ENGINEER KIGOMA**





**STAFF INVENTORY NOV. 1991**

**DWE - KIGOMA**

JOB CLASSIFICATION	EST. STAFF	PRESENT	VACANCIES	
Civ. Engineer	1	-	1	L.T.E.
Tech. II (Works)	1	1	-	
Tech. IV (Works)	7	7	-	
Tech. IV (Mechanical)	1	-	1	T.
- " - (Pumps)	2	2	-	
- " - (Survey/Design) (Grav. schemes Point Sources)	2	-	2	T.
Asst. Tech. (Masonry)	2	2	-	
- " - (Pumps)	1	1	-	
- " - (Plumbing)	2	2	-	
Health Asst. (Public Health)	1	1	-	
Tech. Aux. (Masonry)	3	3	-	
- " - (Daughting)	2	2	-	
- " - (Plumbing)	2	2	-	
- " - (Mechanics)	2	2	-	
- " - (Electrical)	1	1	-	
- " - (Carpentry)	2	2	-	
- " - (Pump Attendants)	17	17	-	
<b><u>SUPPORTING STAFF</u></b>				
Registry Asst. I	1	1	-	
- " - II	1	1	-	
Supplies Asst. II	1	1	-	
- " - III	1	1	-	
Accounts Clerk (Billing)	1	1	-	
Store Attendants	2	1	1	
Typist III	1	1	-	
Driver III	3	3	-	
Office Attendants	3	2	1 )	
Watchmen	7	5	2 )	E.
Skilled Labourers	6	5	1 )	

L.T.E. = Long term education of existing DWE

T. = Transfer

E. = Employment.



Reidun

5 35 REGCOX TZ  
41221 NORAMB TZ  
TO: RDD, KIGOMA  
FM: NORAD, DSM  
DT: 4/11/91  
ATT: MR. ABUYA

COPY: KIDEP COORDINATOR  
RE: SALE OF PROJECT VEHICLES

1. THE PROCEDURE FOR DISPOSAL OF NORAD-OWNED TX-REGISTERED VEHICLES AS OUTLINED IN OUR TELEXES OF 12-9-91 IS IN CONFORMITY WITH THE NORWEGIAN GOVERNMENT'S RULES FOR DISPOSAL OF ITS PROPERTY.
2. PLEASE BE INFORMED THAT THIS OFFICE IS NOT COMPETENT TO APPROVE ANY PROCEDURE THAT CONTRAVENES RULES LAID DOWN BY THE NORWEGIAN GOVERNMENT.
3. ALTHOUGH THE GOV. GUIDELINES STIPULATE OPEN TENDERS FOR SALES OF SUCH SALES MAY AT TIMES AND IN CERTAIN LOCATIONS TAKE PLACE WITHIN A SOMEWHAT MORE RESTRICTED FRAMEWORK, I.E. LIMITED TENDER. HOWEVER, THIS SHOULD NOT BE CONSTRUED TO MEAN THAT LIMITED TENDER MAY REPLACE OPEN TENDER OR THAT IT IS ACCEPTABLE TO PURSUE A LIMITED TENDER PER SE.
4. UNDER THE CIRCUMSTANCES WE WILL CONSIDER TAKING STEPS TO ABOLISH THE SYSTEM OF TX-REGISTERED VEHICLES IN RUDEP AND KIDEP AND HAVE ALL VEHICLES TRANSFERRED TO ST-REGISTRATION. YOU WILL THEN BE FREE TO USE AND DISPOSE OF THE VEHICLES IN ACCORDANCE WITH GOT'S RULES FOR SUCH ACTIVITIES.
5. AS IT WILL TAKE SOME TIME TO CHANGE THE PRESENT SYSTEM, NORAD IS WILLING TO ACCEPT THAT TX-REGISTERED PROJECT VEHICLES WHICH ARE DUE FOR DISPOSAL CAN BE TRANSFERRED TO OTHER GOVERNMENT DEPARTMENTS IN THE REGION WHICH HAVE A DOCUMENTS FOR SUCH TRANSFER ARE TO BE MET:
  1. THE VEHICLES HAVE TO BE REGISTERED ON GOT'S NUMBER PLATES.
  2. ALL MAINTENANCE AND RUNNING COSTS ARE TO BE COVERED BY THE SAID DEPARTMENTS.
  3. THE VEHICLES SHOULD BE AT THE DISPOSAL OF THE SELECTED DEPARTMENTS FOR A MINIMUM PERIOD OF 24 MONTHS AFTER THE TRANSFER.

RGDS  
SISSEL VOLAN

41221 NORAMB TZ#  
5 355 REGCOX TZ

APPENDIX 8

FINANCIAL REPORT

COST BREAK DOWN

Month: per oct.-91

Section: Administration

Activity	Gen. adm.	Equipm.	Procurem. : : abroad	Allowances	Transport	Total : : Expend.	Budget	Balance
Office 110	:	295,920	:	245,419	1,194,526	1,735,865	2,845,000	1,109,135
Accounts 111	:	:	:	25,800	12,450	38,250	845,000	806,750
Store 113	:	28,800	:	33,135	94,518	156,453	4,970,000	4,813,547
<b>TOTAL</b>	0	324,720	0	304,354	1,301,494	1,930,568	8,660,000	6,729,432
Direct funds:	:	:	:	:	:	:	:	:
	:	:	:	:	:	:	:	:
	:	:	:	:	:	:	:	:
	:	:	:	:	:	:	:	:
	:	:	:	:	:	:	:	:
<b>APPROVED BUDGET</b>	820,000	515,000	:	1,075,000	6,250,000	:	8,660,000	:
TRAINING	:	135,800	:	3,510,316	189,820	3,835,936	17,949,300	14,113,364
<b>APPROVED BUDGET</b>	:	:	:	:	:	:	:	:

Total kilometer 20,137 Budget kilometer 35,100 Balance kilometer 14,963

FINANCIAL REPORT

COST BREAK DOWN

Month: per oct.-91

Section: construction

Activity	Mat. & Equipm	Proc. abroad	Allowance	Transport	Total expend	Budget	Balance
drilling 130	:	:	374,400	437,855	812,255	0	(812,255)
Yard 131	1,804,076	:	79,069	59,500	1,942,645	1,415,700	(526,945)
Supervision:	:	:	:	:	:	:	:
Kibondo 132	57,200	:	81,900	28,000	167,100	1,739,270	1,572,170
Kasulu 133	76,068	:	210,000	23,500	309,568	2,150,560	1,840,992
Kigoma 134	:	:	:	:	:	180,000	180,000
Shallow wells	:	:	:	:	:	:	:
&	:	:	:	:	:	:	:
Spring prot.	6,250	:	74,300	82,300	162,850	617,600	434,750
<b>TOTAL</b>	<b>1,943,594</b>	<b>0</b>	<b>839,669</b>	<b>631,155</b>	<b>3,414,418</b>	<b>6,103,130</b>	<b>2,688,712</b>
Direct funds:	:	:	:	:	:	:	:
:	:	:	:	:	:	:	:
:	:	:	:	:	:	:	:
:	:	:	:	:	:	:	:
<b>total</b>	:	:	:	:	:	:	:
<b>APPROVED BUDGET:</b>	<b>1,153,230</b>	<b>:</b>	<b>882,800</b>	<b>4,067,100</b>	<b>:</b>	<b>6,103,130</b>	<b>:</b>

Total		Budget		Balance
kilometer	11,514	kilometer	38,696	kilometer
				27,182

FINANCIAL REPORT

Month: per oct.-9

DISTRICT; KIBONDO

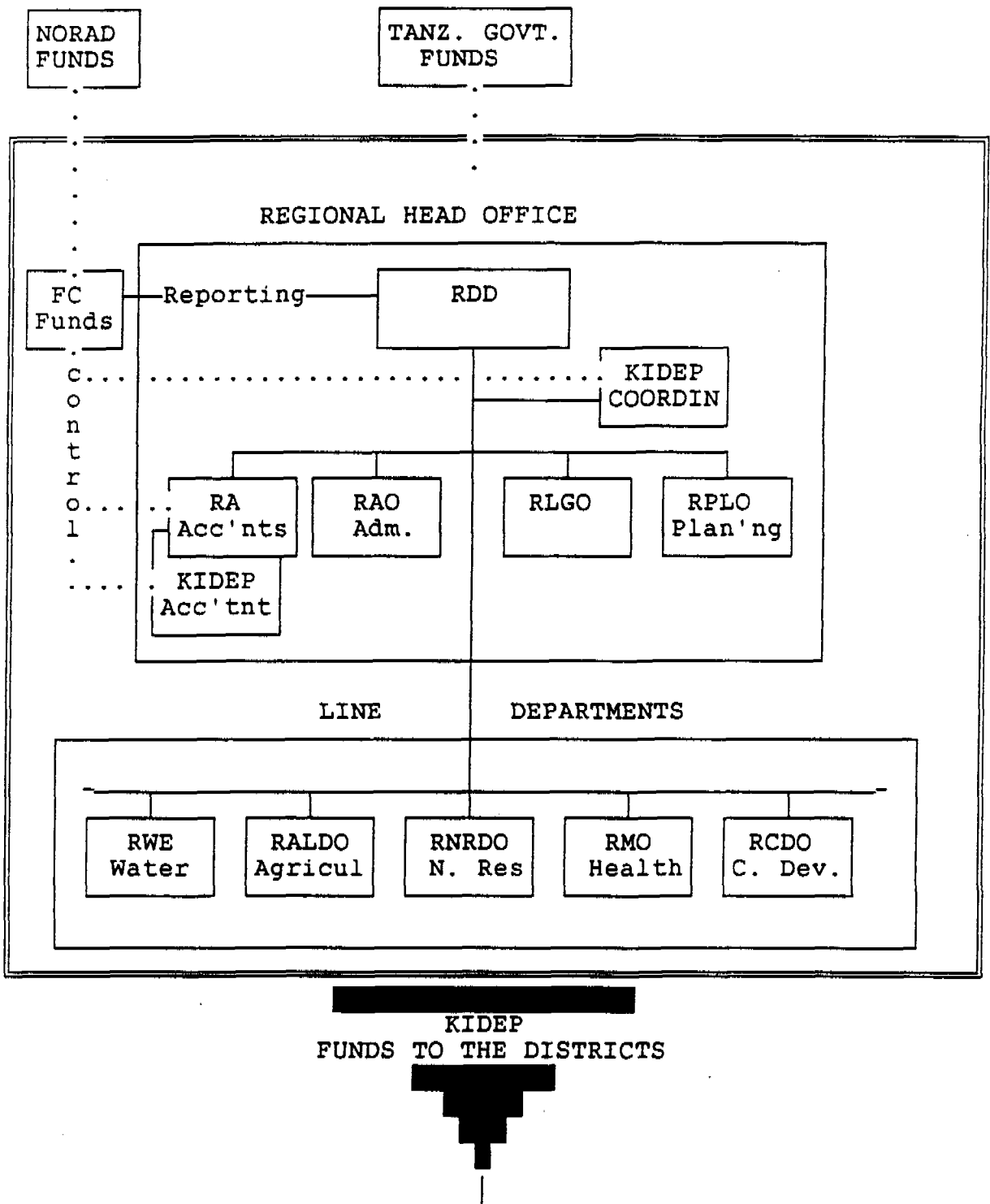
*****				
description	*acc. expend/cost	*total budget	*Balance	*
*****				
amount released	*	*	*	*
by cheques	8,040,600	*	*	*
local funds:	*	*	*	*
equipment: 840,183	*	*	*	*
allowance: 87,500	*	*	*	*
transport: 820,622	1,748,305	*	*	*
-----*	*	*	*	*
direct funds:	*	*	*	*
KM 1705 2,583,908	*	*	*	*
KM 1706 1,714,199	*	*	*	*
KM 1707 1,000,000	*	*	*	*
KM 1708 1,493,340	*	*	*	*
KM 1709 1,641,220	*	*	*	*
KM 1710 2,657,820	*	*	*	*
-----*	11,070,487	*	*	*
*****				
TOTAL	20,979,392	29,230,240	8,350,848	*
*****				

Total Kilometer	Budget Kilometer	Balance
Total Kilome	36,824	

equipment 840103 payment for staffhouse acc. to contract, not budgeted







At District level the Advisors to the DED should in practice become KIDEP District Coordinators.

APPENDIX 10

JOB DESCRIPTION

TAN 054 Finance Controller - KIGOMA INTEGRATED RURAL DEVELOPMENT PROJECT

TAN 055 Finance Controller - MAJI DEPARTMENT

STATION:

Regional Planning Office/Maji Headquarters, Kigoma

RESPONSIBILITY:

The Financial Controller is directly responsible to the Regional Planning Officer, and Regional Water Engineer respectively.

MAIN TASKS:

The main tasks for the Financial Controller will be to coordinate and advise on the activities within the Regional Finance/Accounts sections for KIDEP and within the Finance and Administration section with Regional Water Engineer; and to advise the Regional Planning Officer and the Regional Water Engineer on the following aspects:

Finance and Accounts, including

- to prepare and compile financial programmes in collaboration with the various section heads
- to order necessary funds and control bank accounts of KIDEP and MAJI, Kigoma
- to receive, disburse and keep accounts of local payments (day to day book keeping)
- to carry out cost and budget control procedures for local disbursements in the foreign exchange component
- to work out required financial reports to NORAD
- to report to NORAD in the case of irregularities in the programme.

Administration, including

- general office administration
- administration of NORAD housing
- administration (coordination) of all vehicles in KIDEP/MAJI

Procurement and stores, including

- procurement orders to the procurement agent
- purchase of goods locally available
- supervision and control of storing, recording and store accounts                      units
- control of issues of goods to schemes
- to assist and advise Section Head of Finance and Stores in the above-mentioned aspects

Training, including

- training of staff within the above fields

The duties should not necessarily be limited to the above fields as the

financial controller might be requested to undertake additional and relevant assignments under the the RPLO/RWE.

**QUALIFICATION:**

Degree in business administration/accountancy. At least 8 years relevant experience

Knowledge of Swahili is an advantage

RH/3-04-1989

**PROPOSED JOB DESCRIPTION  
FINANCE CONTROLLER  
COMMENTS**

1. The Finance Controller (FC) reports to the Regional Development Director (RDD) with copy to NORAD when deemed required.

3. **ROLE AND RESPONSIBILITIES**

The FC is responsible for the control of utilisation of funds within the development programme and to report on the financial management in accordance with the Programme Agreement and the Agreed Minutes from the Annual Meetings.

The FC shall in particular be responsible on:

i) Accounting.

KIDEP (and the water Programme) Accounts shall be continuously monitored and controlled by the FC. The FC shall have continuous access to all relevant documentation according to agreed procedures.

(The detailed procedures to facilitate an easy and continuous access to relevant accounts shall be decided in cooperation with the External Auditor).

ii) Procurement.

The FC shall monitor and control the procurement procedures agreed in the Annual Meeting. The FC shall make external payments when satisfied that the agreed procedures have been followed. The control may be performed in advance of payments at the FC's discretion.

iii) Stores.

The FC shall be responsible for stock verification and ledger/invoicing control in all stores funded under the KIDEP programme. Stock verification and ledger control may be performed by qualified personnel approved by the funder under the FC's supervision. Stock verification shall be made at suitable intervals but at least once per year.

iv) Transportation.

The FC shall control that the agreed procedures for deployment of vehicles are complied with.

v) Budget and Funds.

The FC shall ensure that the budget figures provided by NORAD are used in the budget preparation work at District and Regional level in accordance with agreed procedures.

The FC is responsible for disbursement of funds on a quarterly basis to the Districts and respective departments when (s)he is satisfied that the progress- and financial reports represent a true picture of the departments performance.

The FC shall ensure that the Programme's external and internal reporting requirements are complied with.

vi) Reporting.

The FC shall ensure that the Programme's external and internal reporting requirements are complied with.

The FC shall submit quarterly financial summary reports on the Programme accounts to NORAD through the RDD.

vii) Decentralisation.

To further the District Focus policy, the FC shall be obliged to visit the District Programme Administration for monitoring and controlling purposes at intervals to be agreed;

viii) Training.

The FC shall provide practical training in accountancy and book-keeping according to an agreed Training Programme.

ix) FC Successor.

The FC shall participate in the evaluation of and prepare information material for candidates as possible successor to the position as Finance Controller.

x) Handing over.

The FC shall complete and submit a Handing Over Report to the successor, containing all relevant information and a balance of accounts before terminating the contract. RDD and NORAD shall be provided with one copy each of the report.

APPENDIX 11

JOB DESCRIPTION FOR TECHNICAL ADVISER TO DED, KIGOMA.  
(After recruitment of new expatriate to Kasulu District)  
Station: DED, Kigoma.

Responsibility:

The main tasks for the Technical Advisor will be to coordinate, advice and supervise all construction activities attached to KIDEP in Kigoma District.

The advisor shall advice the DED concerning procurement needs, store facilities and distribution of equipment.

Since most of the KIDEP-projects shall be implemented on self-help basis, the advisor has a responsibility to train the villagers in construction and rehabilitation of buildings. The advisor shall advice and supervise the maintenance of all schemes which have been constructed or rehabilitated.

The advisor shall assist the DED in budgeting and implementation of all construction projects.

The advisor shall assist the DED in developing small scale industries in the District.

JOB DESCRIPTION FOR TECHNICAL ADVISER TO DED, KASULU.

*V. N. Kundu*

Station: DED, KASULU

Responsibility:

The main tasks for the Technical Advisor will be to coordinate, advice and supervise all construction activities attached to KIDEP in Kasulu District.

The advisor shall advice the DED concerning procurement needs, store facilities and distribution of equipment.

Since most of the KIDEP-projects shall be implemented on self-help basis, the advisor has a responsibility to train the villagers in construction and rehabilitation of buildings. The advisor shall advice and supervise the maintenance of all schemes which have been constructed or rehabilitated.

The advisor shall assist the DED in budgeting and implementation of all construction projects.

The advisor shall assist the DED in developing small scale industries in the District.