



The Ministry of Works  
and Transport, Tanzania

FINAL REPORT

# Gap Analysis on Road Infrastructure Safety Management

DECEMBER 2022



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Tanzania

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## Acronyms

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AfDB	African Development Bank
AQSRB	Architects and Quantity Surveyors Registration Board
CRB	Contractors Registration Board
CSO	Civil Society Organisations
DANIDA	Danish International Development Agency
ERB	Engineer's Registration Board
FY	Financial Year
GDP	Gross Domestic Product
iRAP	International Road Assessment Programme
IRF	International Road Federation
JICA	Japan International Cooperation Agency
LATRA	Land Transport Regulatory Authority
M&E	Monitoring and Evaluation
MDGs	Millennium Development Goals
MOHA	Ministry of Home Affairs
MOID	Ministry of Infrastructure Development
MOWT	Ministry of Works and Transport
NCC	National Construction Council
NIT	National Institute of Transport
NRSC	National Road Safety Council
PIARC	World Road Association
PO-RALG	President's Office Regional Administration and Local Government
RAIS	Road Accident Information System
RCOERS	Regional Centre of Excellence for Road Safety
RISE	Roads to Inclusion and Socio-Economic Opportunities
RSA	Road Safety Audit
TanRAP	Tanzania National Road Assessment Programme
TANROADS	Tanzania National Roads Agency
TARA	Tanzania Roads Association
TARURA	Tanzania Rural and Urban Roads Agency
TZS	Tanzanian Shillings
UN	United Nations
UNECA	United Nations Economic Commission for Africa
UNRSC	United Nations Road Safety Collaboration
UNRSF	United Nations Road Safety Fund
US\$	United States Dollar
WHO	World Health Organization

## Executive Summary

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The Ten Step Plan for Safer Road Infrastructure Project is jointly funded by the United Nations Road Safety Fund (UNRSF) and by the Foreign Commonwealth and Development Office (UKAid), through the Global Road Safety Facility (GRSF) of the World Bank. Ten Step Plan Project has been designed to help countries build a national capacity for “improved safety of road infrastructure and broader transport networks” using a step-by-step process. The aim is to achieve UN Member states agreed Target 3 and Target 4 for safer new and existing roads. Target 3 states that *“by 2030, all new roads achieve technical standards for all road users that take into account road safety or achieve a three-star rating or better”*. Target 4 states that *“by 2030, more than 75% of travel on existing roads is on roads that meet technical standards for all road users that take into account road safety.”*

Tanzania is the first country in the world to use the United Nations Road Safety Collaboration (UNRSC) Ten Step approach. Under the guidance of the United Nations Economic Commission for Africa (UNECA), the project is being implemented by a consortium led by the International Road Federation (IRF) and includes the International Road Assessment Programme (iRAP), the World Road Association (PIARC) and the Tanzania Roads Association (TARA). Three project working groups have been established to support the implementation of the project and meet the objective of building local leadership and ownership for sustainability beyond the life of the project.

Three working groups have been established and comprise key stakeholders such as the Ministry of Works and transport (MOWT), Ministry of Home Affairs (MOHA), Tanzania National Roads Agency (TANROADS), Tanzania Rural and Urban Roads Agency (TARURA), National Institute of Transport (NIT), Engineers Registration Board (ERB), other relevant public institutions, Private Sector and Civil Society Organisations (CSOs). Working group 1 is established to develop and support the review of the infrastructure safety strategy and action plan while working group 2 and 3 have been established to Review of Road Design Standards and Establishing a National Road Assessment Programme (TanRAP) and the National Training, Accreditation and Certification Scheme respectively.

The Gap Analysis on Road Infrastructure Safety Management in Tanzania is a key input in the review of infrastructure safety strategy and action plan. The study aims to define key responsibilities and accountabilities for road infrastructure management in Tanzania, identify existing gaps and provide recommendations for improvement of management of road safety in Tanzania. This report is a result of interactions and consultations with the primary stakeholders in road safety infrastructure management in Tanzania.

The following issues emerged during the study as the challenges in road management in Tanzania in line with the Global Plan for the Decade of Action for Road Safety:

1. Lack of a lead national road safety agency
2. Insufficient financial resources for road safety
3. Insufficient human resources for road safety
4. Inadequate technical standards
5. Outdated Road Safety Policy
6. Inadequate crash data for undertaking studies for black spot identification.
7. Low implementation of road safety assessments and road safety audits in projects

There are seven Recommended Actions for safe road infrastructure in the Decade of Action for Road Safety 2021-2030 being implemented in Tanzania, which are:

1. Develop functional classifications and desired safety performance standards for each road user group at the geographic land-use and road corridor level.
2. Review and update legislation and local design standards that consider road function and all road users' needs and specific zones.
3. Specify a technical standard and star rating target for all designs linked to each road user and the desired safety performance standard at that location.
4. Implement infrastructure treatments that ensure logical and intuitive compliance with the desired speed environment (e.g., 30km/h <80km/h undivided rural roads <100km/h expressways)
5. Undertake road safety audits on all sections of new roads (pre-feasibility through to detailed design) and complete assessments using independent and accredited experts to ensure a minimum standard of three stars or better for all road users.
6. Undertake crash-risk mapping (where crash data are reliable) and proactive safety assessments, and inspections on the target network with a focus on relevant road user needs as appropriate.
7. Set a performance target for each road user based on the inspection results with clear, measurable metrics at the road-attribute level (e.g., sidewalk provision).

# 1 Introduction

## 1.1 Background

Tanzania is a country in East Africa with Dodoma as its capital city and its largest city is Dar es Salaam. It is bordered by the Indian Ocean to the East, Kenya and Uganda to the North, Mozambique to the South, Zambia and Malawi to the Southwest, and Rwanda, Burundi, and the Democratic Republic of Congo to the West. Tanzania has a total land area of 945,087 sq. km, of which 6.3% is water and 93.7% is an island. The land area for Tanzania's Mainland is 883,600 sq. km while Tanzania Zanzibar has a land area of 2,500 sq. km. The population of Tanzania is approximately 57million people as per 2021 report<sup>1</sup>.

In 2016, Tanzania reported 3,256 fatalities<sup>2</sup> making it one of the leading countries in East Africa with high levels of road crashes. The cause of road crashes and deaths are unsafe road infrastructure and human errors, vehicle defects, high vehicle speeds and inadequate responses to road crash victims. The transport system in Tanzania includes primary, secondary, and tertiary roads, maritime and inland lake ports and services, and air and railway transport. It has both infrastructure and services which facilitate mobility and movement of freight. Road Transport in Tanzania is the dominant mode and accounts for over 80% of passenger traffic and over 95% of freight traffic.

Road infrastructure in Tanzania is managed by the Tanzania National Roads Agency (TANROADS) for the national roads and the Tanzania Rural and Urban Roads Agency (TARURA) for the district roads (rural and urban). Both agencies are semi-autonomous, with TANROADS under the Ministry of Works and Transport (MOWT) and TARURA under the President's Office Regional Administration and Local Government (PORALG). The Ministry of Works and Transport (MOWT) is the lead technical ministry managing the policy and standards related to road safety in Tanzania while the Ministry of Home Affairs is the custodian of legislation associated with road traffic management. Tanzania has a road network length of 180,790.83 km, of which 36,361.06 km are national roads managed by TANROADS and 144,429.77 km are district roads managed by TARURA. Details of the road network and its condition are shown in **Error! Reference source not found.** and **Error! Reference source not found.****Error! Reference source not found.**

**Table 1.1.1: TANROADS Road Network Length and Condition**

Road Class	Good		Fair		Poor		Total	
	(km)	%Age	(km)	%Age	(km)	%Age	(km)	%Age
Trunk Paved	5,437.34	67	1,556.78	19	1,166.54	14	8,160.66	100
Regional Paved	716.58	44	434.71	27	480.77	29	1,632.06	100
Trunk Unpaved	838.51	39	1,116.03	51	216.09	10	2,170.63	100
Regional Unpaved	5729.99	28	12,392.71	62	1,988.95	10	20,111.65	100
<b>Total Road Network</b>	<b>12,722.42</b>	<b>40</b>	<b>15,500.23</b>	<b>48</b>	<b>3,852.35</b>	<b>12</b>	<b>32,074.99</b>	<b>100</b>

**Source: TANROADS**

<sup>1</sup> [TANZANIA IN FIGURE COVER november 2017 kama 2016 \(nbs.go.tz\)](#)

<sup>2</sup> <https://www.roadsafetyfacility.org/country/tanzania>

**Note:** The whole road network was not covered because 4,286.16 km were not surveyed due to ongoing road works, others were impassable, and some were under Tanzania National Parks (TANAPA).

**Table 1.1.2: TARURA Road Network Length and Condition as of 30th November 2021**

Surface Type	Road Condition (Km)			Total (Km)	(%)
	Good	Fair	Poor		
Paved	1,841.90	459.67	171.98	2,473.55	1.71%
Gravel	13,550.19	13,059.38	4,146.94	30,756.51	21.30%
Earth	15,713.92	37,104.01	58,381.79	111,199.72	76.99%
<b>Total</b>	31,106.01	50,623.06	62,700.70	144,429.77	<b>100%</b>
(%)	<b>21.54%</b>	<b>35.05%</b>	<b>43.41%</b>	<b>100%</b>	

**Source: TARURA**

**Error! Reference source not found.** and **Error! Reference source not found.** show that many roads are in poor condition, thus providing discomfort, long travel times, and blocking access to many destinations. Most roads are unpaved and unstable during rainy seasons, causing accessibility to become very difficult in many sections. However, roads upgraded to paved surface come with the challenge of higher speeds, increased crashes, and more severe outcomes.

## 1.2 Ten Step Plan for Safer Road Infrastructure Project

Globally, road traffic crashes cause nearly 1.35 million preventable deaths and an estimated 20-50 million injuries each year – making it the leading killer of children and young people worldwide. They are set to cause a further estimated 13 million deaths and 500 million injuries during the next decade and hinder sustainable development, particularly in low- and middle-income countries (WHO, 2018). Recognising the importance of the problem and the need to act, governments from around the world declared unanimously – through UN General Assembly Resolution 74/299 – the Second Decade of Action for Road Safety 2021–2030 with the explicit target to reduce road deaths and injuries by at least 50% during that period.

The Ten Step Plan for Safer Road infrastructure has been produced by the United Nations Road Safety Collaboration (UNRSC) partners to support countries seeking to implement initiatives in relation to the “Improved safety of road infrastructure and broader transport networks”, the UN Convention on Road Traffic and Road Signs and Signals and the achievement of UN Member States Agreed Global Targets 3 and 4 for safer new and existing roads. Target 3 states that “by 2030, all new roads achieve technical standards for all road users that take into account road safety or achieve a three-star rating or better”. Target 4 states that “by 2030, more than 75% of travel on existing roads is on roads that meet technical standards for all road users that take into account road safety.”

Road infrastructure plays a significant role in influencing the likelihood or severity of a crash. An undivided road with head-on risk built in, a high-speed road with dangerous roadsides or an urban road with no facilities for safe pedestrian or cyclist movements are just some examples of road features that impact crashes. The cost of road trauma is estimated to be 3-6% of national GDP each year in low and middle-

income countries<sup>13</sup>. Unlocking the potential of safer roads to save lives, save money and achieve the UN Global Road Safety Performance Targets is the focus of the Ten Step Plan for Safer Road Infrastructure.

The UN Global Framework Plan of Action for Road Safety outlines the Safe System approach and aims to help any country in establishing and enhancing its national road safety system. The Ten Step Plan for Safer Road Infrastructure is structured in a way that will support the UN Global Framework Plan of Action for Road Safety and deliver institutional outcomes in both the Road Safety Management and Safe Road Pillars. Integrated with safe system action across all pillars will ensure the global fatality and serious injury reduction targets are met by 2030. The application of the Ten Step Plan is in three priority areas namely, gap analysis, capacity building and institutionalism.

### **Priority 1: Gap Analysis**

Provide technical assistance to identify shortcomings and/or gaps in the existing national road safety system and in preparation of national action plan for establishing comprehensive national road safety system based on the Global Framework Plan of Action.

### **Priority 2: Capacity Building**

Provide technical assistance to implement specific actions for improving and completing national road safety system in accordance with national strategy and action plans developed based on the Global Framework Plan of Action, or the existing national action plans under the Global Plan for the Decade of Action for Road Safety, or recommendations from the existing national road safety performance reviews in line with the Global Framework Plan of Action.

### **Priority 3: Institutionalisation**

Provide technical assistance to help improve overall road safety management in the national road safety system in the context of road safety management pillar detailed in the Global Framework Plan of Action.

Tanzania is the first country in the world to use the United Nations Road Safety Collaboration (UNRSC) Ten Step approach. Under the guidance of the United Nations Economic Commission for Africa (UNECA) the project is being implemented by a consortium led by the International Road Federation (IRF) and includes the International Road Assessment Programme (iRAP), the World Road Association (PIARC) and the Tanzania Roads Association (TARA). The 30-month project aims to support Tanzania in implementing road infrastructure safety initiatives to achieve the UN Member States Agreed Global Targets 3 and 4 for safer new and existing roads.

Three project working groups have been established to support the implementation of the project and meet the objective of building local leadership and ownership for sustainability beyond the life of the project. The working groups comprise of key stakeholders such as the Ministry of Works and transport (MOWT), Ministry of Home Affairs (MOHA), Tanzania National Roads Agency (TANROADS), Tanzania Rural and Urban Roads Agency (TARURA), National Institute of Transport (NIT), Engineers Registration Board (ERB), other relevant public institutions, Private Sector and Civil Society Organisations (CSOs). Working group 1 is established to develop and support the review of the infrastructure of safety strategy and action plan while working group 2 and 3 were established to Review of Road Design Standards and Establishing a National Road Assessment Programme (TanRAP) and the National Training, Accreditation and Certification Scheme respectively.

## 1.3 Objective of the Report

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Road Infrastructure Management Organisational Mapping is one of the outcomes of the Priority 1 focusing on Gap Analysis. The road infrastructure safety management organisational mapping and gap analysis is undertaken to assess the roles and capacity of existing national and rural administrations, research bodies and industry stakeholders.

The objective of this study is to define key responsibilities and accountabilities for road infrastructure management in Tanzania, identify existing gaps and provide recommendations for improvement.

## 1.4 Methodology

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To understand the way road infrastructure is managed in Tanzania, the following approach was undertaken:

1. Map out road infrastructure organisations in Tanzania.
2. Consultations with primary stakeholders in road management sector i.e., MOWT, TANROADS, TARURA etc.
3. Research on policies, data related to the development of road safety in Tanzania
4. Literature review of global status of road safety, safe system approach and capacity reviews from other countries

## 2 Road Safety Management in Tanzania

### 2.1 Organisational Mapping

The institutional setup of road management in Tanzania has focused on implementation, regulatory, private sector participation, financing, legal framework, and capacity building.

#### 2.1.1 Public sector

The figure below shows the institutional setup regarding road safety in Tanzania.

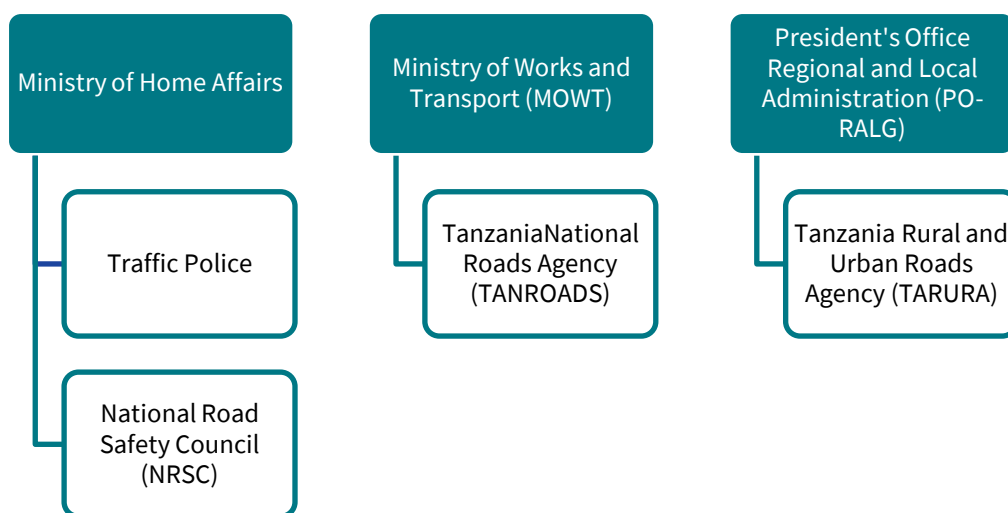


Figure 2.1: Road Safety Institutional Set up in Tanzania

#### Others:

1. Ministry of Finance and Planning responsible for macro policies, planning and strategies; and for budget allocations and overall financial regulations
2. Vice President's Office overseeing environment management.
3. Ministry of Industry, Trade and Marketing overseeing standards, import procedures, transport equipment.
4. Ministry of Lands and Human Settlement the custodian of land use planning procedures and regulations;
5. Ministry of Health and Social Welfare for trauma management.
6. Office of the Attorney General for all legal transactions.
7. Ministry of Science, Technology and Higher Education responsible for human resource training, research in technology and management;
8. Ministry of Education and Vocational Training for capacity building and training various cadres;
9. Ministry of Agriculture and Food Security and Ministry of Natural Resources and Tourism that have activities largely facilitated by the transport

## **Universities, Technical Institutions, Associations, Boards, and Training Institutions offering Civil Engineering and Road Infrastructure Courses.**

### **2.1.2 Universities, according to Tanzania Commission for Universities (TCU):**

1. University of Dar es Salaam (UDSM)
2. Ardhi University (ARU)
3. St. Joseph University in Tanzania (SJUIT)
4. St. Augustine University of Tanzania, Dar es Salaam Centre
5. St. Augustine University of Tanzania, Mwanza (SAUT)
6. Mbeya University of Science and Technology (MUST)

### **2.1.3 Technical Institutions, according to National Council for Technical Education (NACTE):**

1. Dar es Salaam Institute of Technology (DIT)
2. National Institute of Transport (NIT)
3. Arusha Technical College (Formerly: Technical College Arusha)
4. Karume Institute of Science and Technology (Formerly: Karume Technical College)
5. Misungwi Community Development Technical Training Institute
6. Mabughai Community Development Technical Training Institute
7. Institute of Construction Technology – Morogoro
8. Mary Immaculate Institute of Technology and Management
9. Vikindu Catholic Polytechnic College – Mkuranga

### **2.1.4 Boards (Public sector)**

1. Engineers Registration Board (ERB)
2. Contractors Registration Board (CRB)
3. Architects and Quantity Surveyors Registration Board (AQRB)

### **2.1.5 Associations**

1. Institution of Engineers Tanzania (IET)
2. Association of Consulting Engineers Tanzania (ACET)

### **2.1.6 Other Institutions**

1. Occupational Safety and Health Authority (OSHA)
2. The Ministry of Works and Transport is currently establishing the Institute of Construction Technology (ICOT), which, once established, will take over and enhance training presently being conducted at Morogoro Works Training Institute (MWTI), and Mbeya Appropriate Technology Training Institute (ATTI).

### 2.1.7 Non-Governmental organisations

1. Road Safety Ambassadors: deals with awareness of road safety
2. Amend: deals with awareness of road safety through trainings, workshops, school awareness campaign and improving road safety facilities along schools
3. Helmet Vaccine Initiative Tanzania Foundation: awareness of road safety through use of helmets.
4. Tanganyika Law Society (TLS): participated in review of legislation related to road safety such as Road Traffic Act Cap 168.
5. Tanzania Women Lawyers Association (TAWLA): participated in review of legislation related to road safety such as Road Traffic Act Cap 168.
6. Tanzania Media Women's Association (TAMWA): participated in review of legislation related to road safety such as Road Traffic Act Cap 168.
7. Mwanza Youth and Children Network: advocate for friendly legal frameworks for children and youth and their protection.
8. Gulino Safety Company Ltd.: conduct road safety audits and inspections.
9. Tanzania Road Safety Initiative (TARSI): deals with awareness through trainings, workshops, and research.
10. Anti-Poverty and Environmental Care Organisation (APEC): conduct training on road safety to schools and boda boda drivers (motorcyclists).

## 2.2 Coordination

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Road safety is being addressed by more than one institution or organisation with the key stakeholders being:

- Ministry of Home Affairs (MOHA),
- Ministry of Works and Transport (MOWT),
- President's Office Regional Administration and Local Government (PORALG),
- National Road Safety Council (NRSC),
- Police.
- Land Transport Regulatory Authority (LATRA).
- Tanzania National Roads Agency (TANROADS).
- Dar Rapid Transit Agency (DART); and
- Tanzania Rural and Urban Roads Agency (TARURA).

### President's Office Regional Administration and Local Government (PORALG)

The President's Office Regional Administration and Local Government (PORALG) is responsible for management of district and urban roads.

## **Ministry of Home Affairs (MOHA)**

The Ministry of Home Affairs is mandated to formulate and monitor implementation of Policies on Public Safety; Fire and Rescue Services; and Police Force Services Registration and Coordination of Societies and Non-Governmental Organization (NGOs amongst others. Through the Police Force Services, the Ministry is responsible for enforcement of the traffic law and regulations and driver testing. MOHA provides training and capacity building to traffic police, in terms of skills and equipment needed for enforcing laws that directly affect safe driving, such as dangerous/reckless driving, drink driving, over-speeding and vehicles unfit-for-road use; sustain traffic flow control and management; carry out investigation and prosecution of traffic safety offences in courts of law; and enforce rigorously the traffic laws.

## **National Road Safety Council (NRSC)**

The National Road Safety Council (NRSC) under the Ministry of Home Affairs is mandated to providing guidance on increasing awareness of road safety and promote the national strategy for road safety to improve the road safety situation in the country. The current NRSC comprises of 18 members all appointed by the Minister of Home Affairs. As of September 2022, the Minister of Home Affairs formed a new council with members including management of TANROADS and TARURA, Traffic Police, Road Safety Ambassadors, other representatives from public sector and private sector.

## **Ministry of Works and Transport (MOWT)**

MOWT is responsible for management and oversight of the execution of national road works, road safety and environment and setting policy and standards related to road safety. The Road Safety and Environment department under the Ministry of Works and Transport is responsible for managing the Road sector at the national level.

The Road Safety and Environment Department under the Ministry is led by a director and supported by engineers and auditors.

MOWT has projects related to:

1. Road Safety Management - which include safety campaigns, safety education, road safety audit and enforcement and establishment of the Road Safety Agency,
2. Environment Management - which provides for training and establishment of the capacity management system and.
3. Institutional Capacity Building.

## **Tanzania National Roads Agency (TANROADS)**

TANROADS under the Ministry of Works and Transport is responsible for management of national roads. The Road Safety Section in TANROADS is under the Infrastructure and Planning Directorate. This section is led by a Manager and supported with road safety engineers.

The road safety activities include:

- I. Conducting regular road safety inspections of existing roads to check conditions and availability of the road signs and recommend infrastructure-related improvements.
- II. Identification and implementation of road safety countermeasures to the black spots on the trunk and regional roads in all 26 regions.
- III. Routine repairs and maintenance of traffic lights and road markings.
- IV. Monitoring implementation of road safety activities in the regions, including road furniture and road markings.

- V. Conducting on-job training to TANROADS Engineers on how to conduct road safety audits and implementation of safety countermeasures.
- VI. Procurement of appropriate safety materials, manuals, and software.
- VII. Enhancing safety on major trunk roads to reduce road crashes as per national task force/committee recommendation.

### **Tanzania Rural and Urban Roads Agency (TARURA)**

TARURA under the President's Office of Regional Administration and Local Government (PO-RALG) is responsible for management of district and urban roads. Road Safety Section is under the Infrastructure Planning Directorate and is responsible for overseeing road safety issues. The road safety section is led by a Manager and one road safety engineer.

TARURA ensures that all roads are designed, built and maintained to be as safe as possible. Several policies and guidelines have been issued to the Regional Managers to instruct District Managers to ensure road safety matters are included throughout project cycles. TARURA implements the following:

- I. Road Safety Audits and inspections are carried to the projects and interventions recommended. The audits, inspections and interventions are implemented according to available resources.
- II. Black spots are identified and assessed on the existing road network, and interventions are proposed and implemented according to available resources.
- III. With limited, constrained financial resources, bottlenecks are removed in the rural and urban road networks to provide basic access.
- IV. Training is provided to technical staff to improve their capacity to implement road safety activities.
- V. Road Safety awareness is conducted to road user groups according to available resources.

### **Land Transport Regulatory Authority (LATRA)**

Land Transport Regulatory Authority (LATRA) is a Government Regulatory Authority established by the Act of Parliament No. 3 of 2019. The Authority is set to regulate the land transport sectors particularly, transportation of goods and passengers (commuter buses, intercity buses, goods carrying vehicles, taxis, motorcycles and try cycles), railways and cable transport.

The authority is responsible for promoting safety and security and minimise environmental degradation in the surface and maritime transport sector.

Other existing transport regulatory authorities and boards in the roads sub-sector include Contractors Registration Board (CRB), National Construction Council (NCC), Engineers Registration Board (ERB), and Architects and Quantity Surveyors Registration Board (AQSRB).

### **Dar Rapid Transit Agency (DART)**

Dar Rapid Transit Agency is responsible for providing mass transit transport through Bus Rapid Transit (BRT) in the city of Dar es Salaam. Together with other institutions such as the Police conducts road safety awareness campaigns on the BRT system which has exclusive lanes for buses.

### **Police**

The Police Force Services is responsible for enforcement of the traffic law and regulations and driver testing.

## 2.3 Legislation

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The Ministry of Home Affairs is the custodian of legislation associated with Road Traffic management.

The policy framework related to road safety in Tanzania comprises the following:

1. National Road Safety Policy (2009)<sup>3</sup>.
2. Tanzania Development Vision 2025 was launched in 1999. It has targets on having High Quality Livelihood, Good Governance, and the Rule of Law.
3. Five-Year Development Plans. First 2011/12 to 2015/16; Second 2016/17 to 2020/21; Third 2021/22 to 2025/26. The Plans are a continuation of Government's efforts in achieving the goals set in the National Development Vision 2025 of enduring exertion to further improve the standard of living for all Tanzanians.
4. United Nations Development Goals (MDGs).
5. National Strategy for Growth and Reduction of Poverty II (MKUKUTA II). It is a vehicle for realising the Tanzania Development Vision 2025, the Millennium Development Goals, and the aspirations of the ruling Party's Election Manifesto.
6. Kilimo Kwanza (Agriculture First). It is a vehicle for achieving the Tanzania Development Vision 2025, , the Millennium Development Goals, and the aspirations of the ruling Party's Election Manifesto
7. National Transport Policy (2003). Its mission is to develop safe, reliable, effective, efficient and fully integrated transport Infrastructure and Operations which will best meet the needs of travel and transport at improving levels of Service at lower costs in a manner, which supports government strategies for, socio-economic Development whilst being economically and environmentally sustainable.

The legal framework related to road safety in Tanzania comprises the following:

1. Roads Act No. 13 of 2007: in relation to road safety focuses on road furniture, speed limits, safety of road users and driving on public roads.
2. Road Management Regulations 2009 (These are regulations to the Roads Act No. 13 of 2007).
3. Road Traffic Act 1973: deals with registration of motor vehicles, driving licences, use of motor vehicles, control of traffic, enforcement, and the National Road Safety Council.

The Government of Tanzania has been undertaking reforms in the Transport sector, which enabled the establishment of TANROADS and the Roads Fund Board in the late 1990s. Reforms in the Local Government came later with the establishment of TARURA in 2017. TARURA was established to take responsibility for the operational roles and functions of rural and urban road networks, which were performed by the Local Government Authorities.

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<sup>3</sup> [National Road Safety Policy 2009 \(mwt.go.tz\)](http://mwt.go.tz)

## 2.4 Funding and Resource Allocation

### 2.4.1 Road Funds Board

The Roads Fund Board mainly finances road maintenance of Tanzania's road network established through the Roads Tolls Amendment No 2 Act of 1998. This has improved the road condition of the road network, but the financing only meets 50% of the total maintenance needs. Efforts to improve the funding are ongoing and must be approved by the Ministry of Finance and Planning. A Roads Fund Board comprises members from both the public and private sectors that manage the Roads Fund. The functions of the Roads Fund Board can be summarised into three main tasks ensuring sustainable availability of funds from approved sources, disbursement of funds to implementing agencies and ensuring sound utilisation of the funds.

The Act has ring-fenced sources for the Roads Fund, which are:

1. Fuel levy (contributes more than 95% of the Roads Fund's income)
2. Transit fees
3. Vehicle overloading fees
4. Heavy vehicle license fees (this was abolished in July 2005)

The Roads Fund Board allocates funds to the various agencies for the maintenance of roads according to a formula as shown in the Figure 2.2

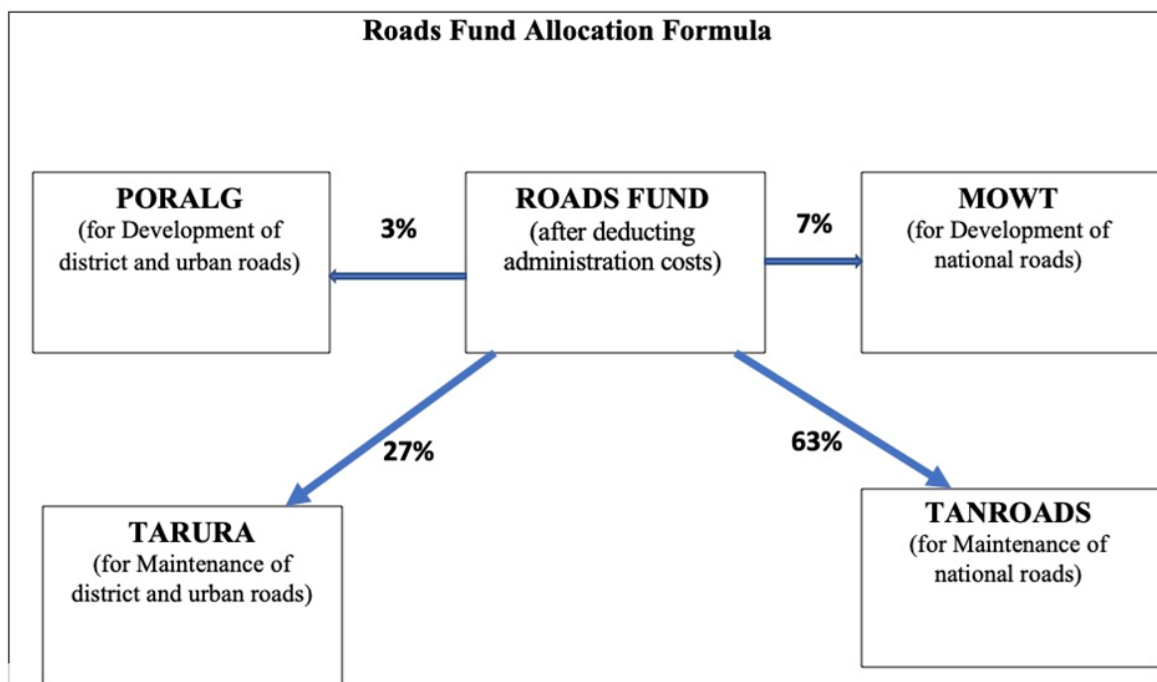


Figure 2.2: Roads Funds Allocation to Institutions

### 2.4.2 Other Sources

Apart from the Roads Fund, funding for Road Safety activities under the Ministry of Works and Transport (Works) are financed by: -

- (i) Government of Tanzania for the approved budget for the respective financial year through the Ministry of Finance and Planning.

Despite the approved budget, the allocated funds are not fully released at 100%. It has been shared that the approved budget for road safety activities does not meet the actual requirements by the agencies.

- (ii) Development partners such as the World Bank, European Union, African Development Bank, JICA, DANIDA, and others provide funding for road development through loans and grants.

While the Roads Fund is financed annually and disbursed continuously every month, funding from the other sources depends on planned and agreed projects.

## 2.5 Promotion/Advocacy

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The National Road Safety Council conducts an annual event of a road safety week where Government institutions and NGOs participate in awareness campaigns.

Institutions dealing with road safety use different methods for awareness such as advertisements, social media, TV programs, and live events on the roads.

## 2.6 Monitoring and Evaluation

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MOWT has a M&E section that is under the Directorate of Policy and Planning.

The Ministry of Works and Transport has a centralised computerised Monitoring & Evaluation System that is used by all institutions under it including TANROADS.

TANROADS has a two M&E sections, one named Project Monitoring and Evaluation section under the Directorate of Infrastructure Planning and the other named Planning Monitoring and Evaluation section under the Directorate of Business Support.

TARURA has a M&E section (unit) which combines planning activities under Directorate of Business Support.

The M&E sections work in collaboration with staff from respective directorates/units/sections and produce quarterly reports.

## 2.7 Research & Development and Knowledge transfer

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Training institutions play an essential role in the capacity building of staff in the sector. Training institutions mentioned in section 2.1 normally engage in carrying out research and building capacity in road safety.

The National Institute of Transport (NIT) has established a Regional Centre of Excellence for Road Safety (RCoERS) under the support of the African Development Bank (AfDB). The centre is to offer courses on road safety assessment and road safety audit that will help address the challenge of road crashes.

In addition, one of the key priorities of the Tanzania Ten Step project is capacity building. The working group 3 under the project was established to support the development of Tanzania Road Assessment Programme (TanRAP) and a national training and accreditation scheme. The main aim is to build institutional capacity ensure effective knowledge transfer to support coordination efforts in improving safety of road infrastructure in Tanzania. Adding to the capacity building efforts, the project is conducting training courses in Road Safety Engineering, Road Safety Audit and iRAP Star rating methodology as well as on-the-job training to stakeholders during the iRAP assessments on Tanzania roads.

## 3 Identified Gaps and Recommendation

### 3.1 Identified Gaps

#### 3.1.1 Lack of Lead Institution for Road Safety in Tanzania

Roles between the key stakeholders are unclear and overlapping leading to an uncoordinated approach in road safety in the country. The National Road Safety Council (NRSC) under the Ministry of Home Affairs has not successfully coordinated the critical stakeholders in addressing road safety matters due to several factors including, insufficient funding, lack of permanent staff, lack of reliable source of financing, the Secretariat comprises of mainly the traffic police and the council conducts its affairs mainly through meetings.

Road safety being addressed by more than one institution or organisation has affected the management of road safety at both national and regional level, development of several road safety initiatives, such as improving the legislation and inspection of vehicles.

The National Road Safety Council could be transformed to become the leading body. The Ministry of Home Affairs is currently in the process of establishing a Road Safety Leading Body and has made progress with the cabinet approval of the amendment of The Road Traffic Act Cap. 168. Currently, the Ministry is waiting for the amendment of the respective Road Traffic Act by the Parliament in the next Parliamentary session.

#### 3.1.2 Insufficient Financial Resources for Road Safety

The primary source of funding for Road Safety is the Roads Fund Board. The Ministry of Finance and Planning (Treasury) and Development Partners finance specific activities related to road safety, but this is ad-hoc and would usually be embedded within a large project such as road upgrading or rehabilitation.

Funds are allocated to the Road Agencies by the Roads Fund Board using an allocation formula which currently gives 70% to the national roads and 30% to the district roads. According to legislation, at least 90% of the funds can be used for road maintenance and related activities and 10% for road development and associated activities.

Despite the yearly increase in Roads Fund Board's revenue collections, the collections do not meet the maintenance needs. The Roads Fund meets only 43% of the maintenance needs subsequently road safety has been underfunded due to financial constraints.

Table 3.1.1: Revenue Collected by RFB vs Equivalence of Maintenance needs.

Financial year	2016/17	2017/18
Revenue collections	TZS 775.8 Bn/ US\$ 332.8m	TZS 1,086.7 Bn/ US\$ 466.2m
Equiv. of Maintenance needs	49.4%	43.0%

Based on agreed criteria between RFB and the Road Agencies through Performance Agreements, funding is allocated for activities by the Road Agencies.

**TANROADS:** Part of the approved budget is retained for TANROADS HQ-based activities, and the remaining portion of this is sent to all 26 Regions. In each financial year, TZS 750 million/US\$321,000 of the approved budget is allocated for introducing vital road signs and other infrastructure facilities for people with disabilities on all trunk and regional roads in all 26 regions. After budget allocation, each regional office submits to TANROADS HQ an action plan for implementation of road safety activities for approval.

**TARURA:** TARURA ensures that all roads are designed, built, and maintained to be as safe as possible. Several policies and guidelines have been issued to the Regional Managers to instruct District Managers to ensure road safety is incorporated throughout project cycles.

The main challenge at TANROADS and TARURA is that the Budget is insufficient to cover the actual road safety situation.

### **3.1.3 Insufficient Human Resources for Road Safety**

The Ministry of Works and Transport (MOWT), TANROADS and TARURA have inadequate staff dealing with Road Safety, especially road safety engineers and auditors. The staff assigned to Road Safety would also be engaged in other activities, thus reducing the needed attention for road safety activities.

A national training and accreditation scheme is key to increase the capacity of road safety professionals in the country.

### **3.1.4 Inadequacies in Technical Standards in Tanzania**

The existing technical standards need to be updated and take into account road safety. In addition, standards for traffic signals and streetlights are currently non-existent. The design standards used in road development includes:

1. Road Geometric Design Manual (2011),
2. Tanzania Low Volume Roads Design Manual (2016),
3. Pavement and Material Design Manual (1999),
4. Tanzania Field Testing Manual (2003), Tanzania Laboratory Testing Manual (2000)
5. Traffic Signing Guide, 2009

Working Group 2 (Road Design Standards) under the Ten Step Plan was established to support the review and update of Road Design Standards used in Tanzania. This Working Group will also summarise the contents of the Road Geometric Design Manual and assess current documents related to road design.

The GoT should align with the UN Road Safety Conventions on Road Traffic, Road Signs and Signals and Vehicle regulations as well as the 1957 European Agreement for international carriage of dangerous goods by road and the 1970 European Agreement concerning the work of crews of vehicles engaged in international road transport. The MOWT is following up on the relevant conventions to determine whether Tanzania has signed any.

### **3.1.5 Outdated Road Safety Policy**

The existing Road Safety Policy was established by the then Ministry of Infrastructure Development in 2009. There have been developments over the years regarding road safety matters that are not addressed by the policy. The Department of Policy and Planning under the Ministry of Works and Transport is in the process of reviewing the Road Safety Policy (2009) with efforts ongoing to procure a consultant for the task.

Under the Ten Step Plan, Working Group 1 is established to develop and support the review and development of the National Road Safety Infrastructure Strategy and Action Plan. The outcome of this working group would add to the GoT efforts in the review of the National Road Safety Policy.

### **3.1.6 Insufficient Crash Data for Undertaking Studies for Blackspots Identification**

The Traffic Police is the custodian of collecting data on road crashes in Tanzania. The Traffic Police use a manual system with a form to collect road crash data. The Traffic Police introduced a computerised information system called RAIS – Road Accident Information System in 2015 to enhance collection of road crash data.

The Road Accident Information System (RAIS) is under the Traffic Police which collaborates with MOWT in its operation. RAIS was developed with support from the World Bank. It started operating in 8 pilot regions in 2015 and now is in all 26 regions. RAIS uses GPS devices and tablets, desktop computers and laptops at every Traffic Police station in districts and regions. There are operational challenges that have hindered getting information from the system. The Government is resolving the challenges so that RAIS continues to function properly.

The data collected manually is not fully compatible with RAIS and thus there are inadequacies in the crash data making it difficult for road agencies such as TANROADS and TARURA to identify hazardous locations/blackspots to propose appropriate safety measures. The data collected manually is not geo-referenced which makes it difficult to be used for the necessary analysis and interventions by the road agencies for identification of crash blackspot, necessary interventions and effective budget allocation for Road Safety Interventions.

### **3.1.7 Outdated Guidelines for Road Safety Audit and Safety Rating on New and Rehabilitated Roads in Tanzania.**

The Ministry of Works and Transport developed a Guide to Road Safety Auditing in year 2009. The audit stages covered in the guideline include: Feasibility stage, Preliminary design, Detailed design, Construction stage, Pre-opening, Post opening and existing roads.

The iRAP star rating methodology is yet to be included in the guidelines used in safety assessment for new and rehabilitating roads. However, efforts have been made to carry out iRAP assessments of existing roads, designs and Bus Rapid Transit (BRT) routes. By 2018, a total of 7,097 km of roads were assessed and in addition, under the Tanzania Ten Step Plan project, iRAP assessments are to be carried out on 1,000km existing roads and 850 km of road designs under TANROADS and TARURA. TANROADS is in the process of adding iRAP data collection component to their ROMDAS system in order to determine star ratings on their network.

Following the launch of the Tanzania Road Assessment Programme (TanRAP) under the Tanzania Ten Steps project, it is expected that iRAP assessments will be carried out continuously in Tanzania road network due to increased awareness within the road agencies and trained professionals in Tanzania.

## 3.2 Recommendations

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The Global Plan Decade of Action for Road Safety 2021-2030 calls on using a Safe System Approach that includes: Multimodal transport & land use planning, Safe Road infrastructure; Safe vehicles; Safe Road use; and post-crash response<sup>4</sup>. This approach considers that human life is paramount, humans make mistakes and have a finite tolerance when road crashes occur. The Decade of Action has seven recommended actions for Safe Road Infrastructure drawn from proven and effective interventions and best practices for preventing road trauma and provides a comprehensive overview of actions to implement and strengthen Safe Systems.

The status of the implementation of the actions is described below:

### 3.2.1 Develop Functional Classifications and Desired Safety Performance Standards for Each Road User Group at the Geographic Land-Use and Road Corridor Level.

Tanzania has functional classifications for all roads defined through the Roads Act No.13 of 2007, Part III Roads Classification and Declaration. Regulations and Manuals exist, such as:

- The Roads Management Regulations, government Notice No. 21 published on 23/10/2009,
- Road Geometric Design Manual (2011),
- Tanzania Low Volume Roads Design Manual (2016),
- Pavement and Material Design Manual (1999),
- Tanzania Field Testing Manual (2003), Tanzania Laboratory Testing Manual (2000).

The road agencies (TANROADS and TARURA) implement the Act, Regulations and Manuals. However, most of these manuals are mainly focused on motorised transport with little safe considerations in non-motorised transport users. A shift is needed from vehicle centred to people-centred systems that will provide safety for all road users.

The GoT is currently in the process of reviewing the design standards. For example:

1. Low Volume Roads Design Manual (2016) developed by Ministry of Works and Transport and used by TARURA is to be reviewed under the World Bank funded Roads to Inclusion and Socio-economic Opportunities (RISE) program, a 6-year project that commenced in FY 21/22. The exact timing of updating the manual is yet to be determined but is expected to be done within the project duration.

### 3.2.2 Review and Update Legislation and Local Design Standards that Consider Road Function and All Road Users' Needs and Specific Zones.

MOWT, in collaboration with the Ministry of Home Affairs, is reviewing the Road Traffic Act Cap 168 with the purpose, amongst others, of establishing a lead agency for Road Safety in Tanzania. A bill approved by the Cabinet has been submitted to the National Parliament for its final approval, which is expected to be done in 2022.

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<sup>4</sup> [global-plan-for-road-safety.pdf \(who.int\)](#)

MOWT is to review various standards that include design manuals. Some reviews are to be carried out under projects supported by Development Partners e.g., RISE project under TARURA supported by the World Bank.

### **3.2.3 Specify a Technical Standard and Star Rating Target for All Designs Linked to Each Road User and the Desired Safety Performance Standard at that Location.**

Star Rating of the roads in Tanzania has yet to be implemented on a large scale. As of 2022, iRAP Star Ratings assessment have been carried out on more than 3,000 km of the trunk and regional roads under TANROADS. Additional kms of roads is to be assessed under the Ten Step Plan project.

The Government of Tanzania, through its respective Ministries, is encouraged to develop a policy that requires the adoption of Targets 3 and 4 of the UN Global Road Safety Targets.

### **3.2.4 Implement Infrastructure Treatments That Ensure Logical and Intuitive Compliance with the Desired Speed Environment (E.G., 30km/Hr, <80km/H Undivided Rural Roads <100km/H expressways)**

The designs for road contracts include various treatments to ensure safe speeds are adhered to by drivers. Examples of treatments include appropriate road signs, traffic signs and road markings. TANROADS and TARURA implement this through road maintenance and development projects.

The road agencies are encouraged to prioritise the implementation of the infrastructure treatments in whole of their road networks to achieve safer speeds.

### **3.2.5 Undertake Road Safety Audits on all Sections of New Roads (Pre-Feasibility Through to Detailed Design) and Complete Assessments Using Independent and Accredited Experts to Ensure A Minimum Standard of Three Stars or Better for All Road Users.**

Tanzania has a Road Safety Audit (RSA) Manual known as "A Guide to Road Safety Audit 2009", established by the then Ministry of Infrastructure Development (MOID) to be implemented by TANROADS and TARURA. TANROADS conducts Road Safety Audits on newly developed road projects and roads having safety concerns such as frequent crashes and black spots.

A Star Rating assessment will be undertaken for selected road sections in Tanzania in 2022. iRAP assessment was carried out in 2010 and 2018 for a total of 7,097 km of roads, including assessment of existing roads, detailed designs, and Bus Rapid Transit (BRT) routes. Road agencies will be required to apply the minimum Three Stars standard or better for all road users.

It is recommended that road agencies ensures that road safety audits are undertaken in all stages of the project and safety rating assessments in all road projects. In addition, consideration is to be made and have the RSA and assessments done by local experts and firms. Continuous capacity building is required to increase the pool of accredited local road safety auditors and iRAP suppliers to perform the assessments.

### **3.2.6 Undertake Crash-Risk Mapping (Where Crash Data Are Reliable), and Proactive Safety Assessments And Inspections on The Target Network With a Focus on Relevant Road User Needs as Appropriate.**

It is recommended that the road agencies undertake crash-risk mapping on their network to determine high risk locations and apply appropriate countermeasures to reduce crashes leading to fatal and serious injuries. In addition, proactive safety assessments and inspections on the target network in consideration to all road users.

This is expected to be carried out under the Tanzania National Road Assessment Program (TanRAP) established under the Ten Step Plan Project.

### **3.2.7 Set a performance target for each road user based on the inspection results with clear, measurable metrics at the road-attribute level (e.g. sidewalk provision)**

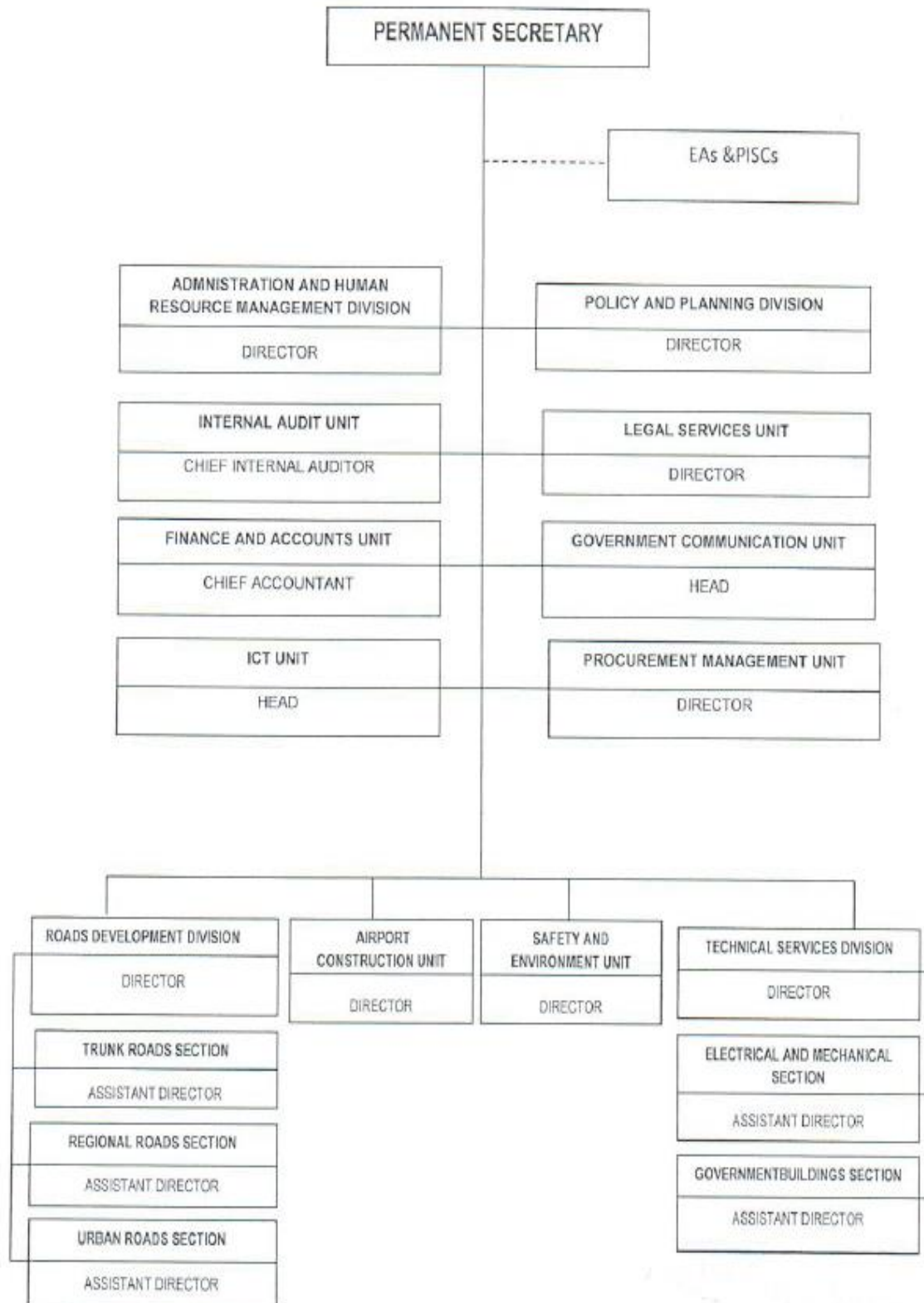
The Road Agencies TANROADS and TARURA will be required to set performance targets for each road user (Vehicle, Motorcycle, Pedestrian and Cyclist). There is a need to put in place performance tracking on road safety that will help identify critical safety aspects and required actions to be taken by relevant institutions.

The results of the safety rating assessments under the Tanzania Ten Step project can be used as baseline data of the road network needed to inform the performance targets to be set by the road agencies.

# 4 Annexes

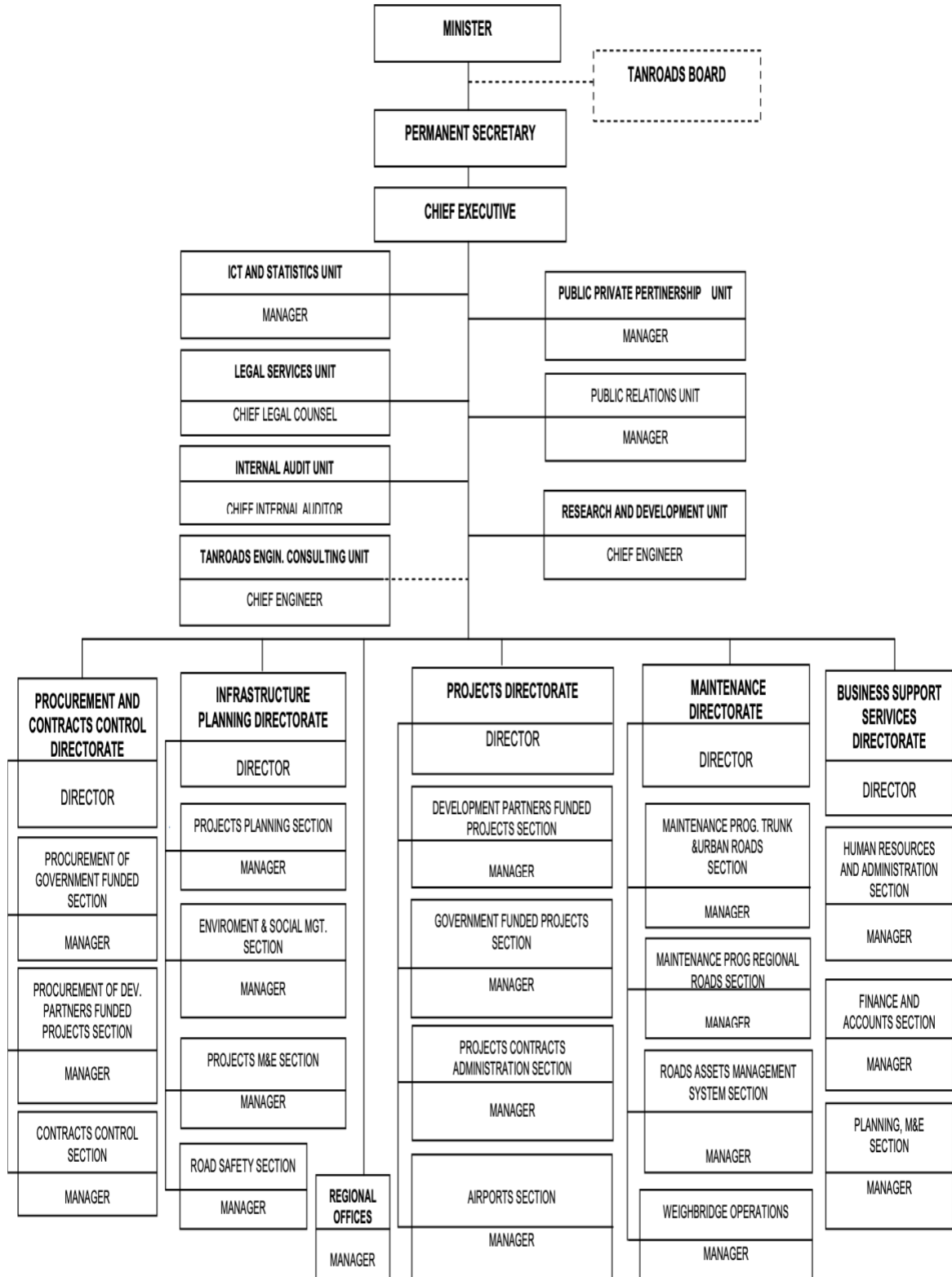
## Annex 1: MOWT Organisation Structure

MINISTRY OF WORKS AND TRANSPORT (WORKS SECTOR)  
*(Approved by the President on 29th January, 2022)*

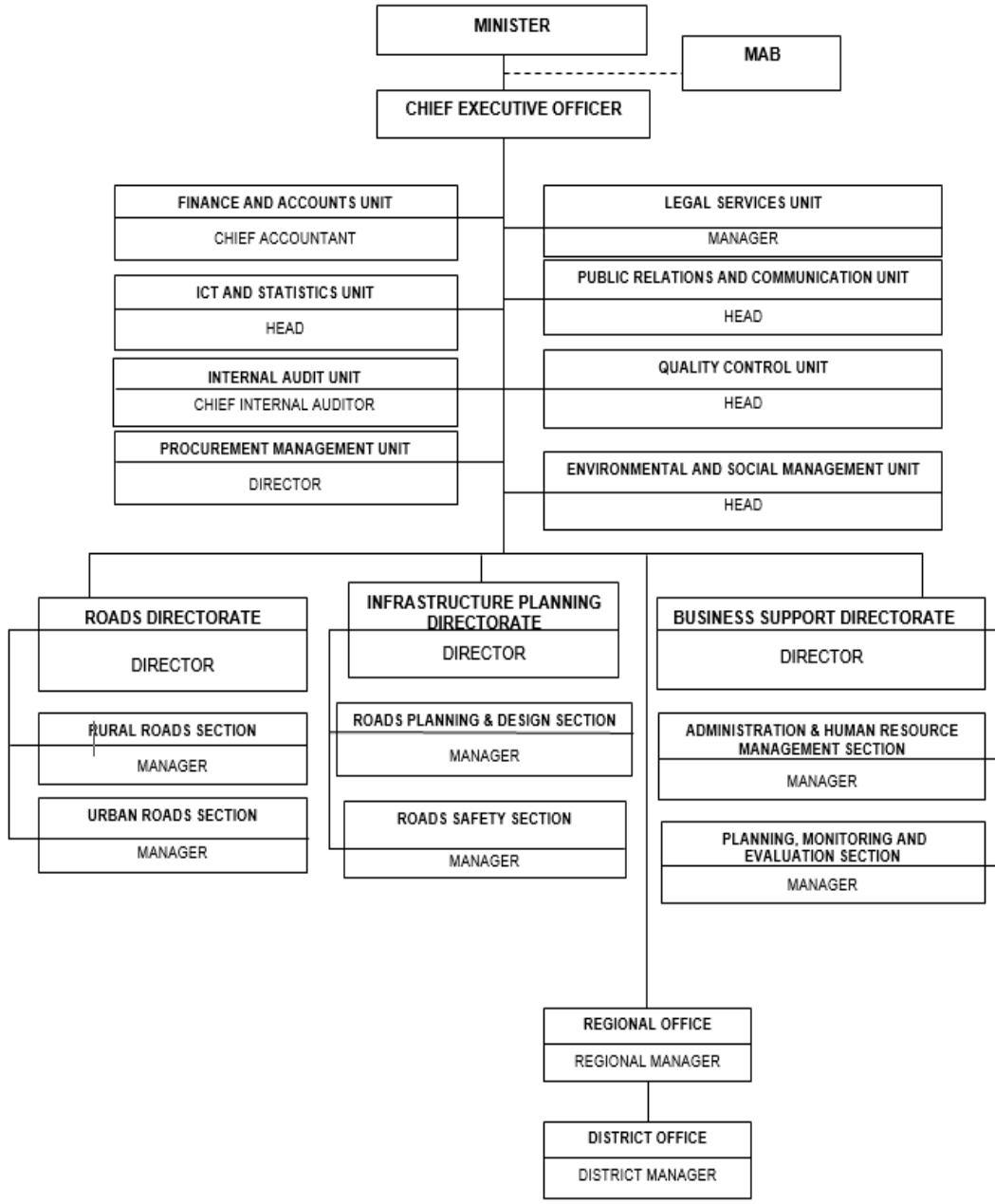


# Annex 2: TANROADS Organisation Structure

## THE APPROVED FUNCTIONS AND ORGANIZATION STRUCTURE OF TANZANIA NATIONAL ROADS AGENCY (Approved by the President on 7<sup>th</sup> July, 2018)



# Annex 3: TARURA Organisation Structure



## Annex 4: Ten Step Plan for Safer Road Infrastructure

**STEP 1:** National Safer Road Infrastructure Workshop

**STEP 2:** Road Infrastructure Management Organisational Mapping

**STEP 3:** Review of Current National and State Operational Policies, Standards, Guidelines and Financing Arrangements

**STEP 4:** Develop National Safer Road Infrastructure Strategies and supporting Action Plans

**STEP 5:** Development of National Road Design Standards in accordance with the UN Global Road Safety Performance Targets

**STEP 6:** Development of National Training, Accreditation and Certification Standards and Institutional Capacity

**STEP 7:** Establish and enhance a National Road Assessment Programme TANRAP

**STEP 8:** Immediate Road Design Assessments and Road Safety Audits that elevate the safety of all road users to a 3-star or better standard in support of UN Target 3

**STEP 9:** Strengthen National Capacity for Infrastructure Road Safety Construction Quality, Data Management, Performance Tracking, Monitoring and evaluation.

**STEP 10:** Establish an effective communications programme that celebrates safer roads.

## Annex 5: List of Persons Interviewed

No.	Name	Designation	Institution
1	Eng. Kashinde Musa	Director of Safety and Environment	MOWT
2	Eng. George L. Daffa	Manager Road Safety	TANROADS
3	Eng. Gilbert Mwoga	Director Infrastructure Development	PORALG
4	Eng. Deodati Donati	Acting Manager Road Safety	TARURA
5	Eng. Faizer Mbage	Road Safety Engineer	TARURA





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