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THE PUBLIC PRIVATE PARTNERSHIP (AMENDMENT) ACT, 2018

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NOTICE

This Bill to be submitted to the National Assembly is published for general information to the general public together with a statement of its objects and reasons.

Dodoma, 7 June, 2018

JOHN W. H. KIJAZI
Secretary to the Cabinet

A BILL
for

An Act to amend the Public Private Partnership Act.

ENACTED by Parliament of the United Republic of Tanzania.

PART I
PRELIMINARY PROVISIONS

1. This Act may be cited as the Public Private Partnership (Amendment) Act, 2018 and shall be read as one with the Public Private Partnership Act, hereinafter referred to as the “principal Act”.

PART II
GENERAL AMENDMENTS

2. The principal Act is amended generally by deleting the phrase “Ministry responsible for finance” wherever it appears in the Act and substituting for it the word “Ministry”.

3. The principal Act is amended in section 3, by -

(a) deleting the definitions of the terms “Minister” and “Ministry” and substituting for them the following:

“Minister” means the Minister responsible for public private partnership;
“Ministry” means the Ministry responsible for public private partnership;

(b) deleting the definition of the term “National Investment Steering Committee”; and

(c) adding in the appropriate alphabetical order the following new definitions:
“small scale PPP project” means a PPP project approved under this
Act on the basis of scope, type, value and other conditions as may be prescribed in the regulations;”;
(d) by adding after the term “public private partnership” the words “or known in its acronym as “PPP””;

4. The principal Act is amended in section 4, by -
(a) deleting subsection (2) and substituting for it the following:
“(2) The PPP Centre shall be under the general supervision of the Ministry.”;
(b) adding immediately after subsection (2) the following:
“(3) There shall be such other number of departments as the Executive Director may, upon approval of the authority responsible for establishment in the public service, determine.”;
(c) renumbering subsections (3) to (5) as subsections (4) to (6) respectively;
(d) in subsection (4) as renumbered by deleting the word “list” and substituting for it the words “concept note or prefeasibility study”;
(e) in subsection (6) as renumbered by adding a proviso as follows:
“Provided that, the potential public private partnership project complies with the national development priorities.”
(f) adding immediately after subsection (6) as renumbered the following:
“(7) The PPP Centre shall within twenty one working days analyse the potential public private partnership project received in terms of subsection (6).
(g) deleting subsection (7) as renumbered and substituting for it the following:
“(8) In this section, the term “budget cycle” shall have the meaning ascribed to it under the Budget Act.”; and
(h) deleting the reference to subsection (7) appearing in subsection (6) as renumbered and substituting for it the reference to subsection (9).

5. The principal Act is amended in section 5, -
(a) by deleting subsection (3);
(b) by deleting subsection (4) and substituting for it the following:
“(4) The PPP Centre shall, upon completion of analysis under subsection (2), submit the feasibility study, selection of preferred bidder and PPP agreements to the Public Private Partnership Technical Committee for approval.”;
(c) renumbering subsections (4) to (6) as subsections (3) to (5) respectively.
(d) by adding immediately after subsection (5) as renumbered the following:
“(5) The Minister shall, for the purpose of ensuring investment in PPP projects and in consultation with the Minister responsible for investment, prepare programmes for development and maintenance of favourable environment for investment through public private partnership arrangement.”.
6. The principal Act is amended in section 7(1) by deleting paragraph (e) and substituting for it the following:
“(e) a representative of authority responsible for national planning;”.

7. The principal Act is amended in section 7A-
(a) in subsection (1), by-
   (i) deleting paragraph (c) and substituting for it the following:
   “(c) consider and approve PPP projects, feasibility study, detailed project report and design, selection of preferred bidder, public private partnership agreement and any amendment to the agreement;”.
   (ii) deleting the words “or the Treasury” appearing in paragraph (d);
   (iii) adding immediately after paragraph (e) the following:
   “(g) oversee the management and operations of the PPP Centre.”
(b) by deleting subsection (2) and substituting for it the following:
   “(2) Subject to the recommendation made by the PPP Centre, the Public Private Partnership Technical Committee shall, within twenty one working days, approve feasibility studies, detailed project report and design, selection of preferred bidder, agreements and amendment to agreements.”
(c) by deleting subsection (3);
(d) by adding immediately after subsection (2) the following:
   “(3) The Minister shall, for the purpose of this section, issue guidelines for-
   (a) oversight by Public Private Partnership Technical Committee;
   (b) contents of detailed project report and design to be submitted by private party.”

8. The principal Act is amended by repealing section 7B and replacing it with the following:
   “Powers of Minister

7B-(1) Notwithstanding the provisions of section 7A, the Public Private Partnership Technical Committee shall, where a project requires public funding, any other government support or determination of matters of policy, refer the matter to the Minister for determination.

   (2) The matter submitted to the Minister in terms of subsection (1) shall be processed and determined within twenty one working days from the date of submission.

   (3) Where a project to be undertaken requires public financing, the Minister shall initiate funding process.
(4) The Minister shall, through the official Gazette, newspaper of wide circulation or public media, notify the general public of all approved projects under this Act.

(5) The Minister shall monitor and manage fiscal risks and other financial matters relating to the implementation of PPP projects in accordance with the respective agreement;

(6) The Minister may, by order published in the Gazette, direct the accounting officer of a contracting authority to analyse and approve a small scale PPP Project in such manner and procedure as may be prescribed.”

9. The principal Act is amended in section 10A(2) by deleting the words “an account with a reputable investment bank” appearing in subsection (2) and substituting for them the words “a bank account”.

10. The principal Act is amended in section 15, by -

(a) adding immediately after subsection (1) the following:

“(2) Notwithstanding subsection (1), the Minister may exempt procurement of an unsolicited project from competitive tendering where it meets the following criteria:

(a) the project shall be of priority to the Government at the particular time and broadly consistent with the government strategic objectives;

(b) the private proponent does not require Government guarantee or any form of financial support from the Government;

(c) the project shall have unique attributes that justify departing from a competitive tender process and that others could not deliver a similar project with the same value for money outcome;

(d) the project is of significant size, scope and financing as per conditions provided in the regulations;

(e) the project shall demonstrate value for money, affordability and shall transfer significant risks to the private proponent;

(f) the project has wide social economic benefits including improved services, employment and taxation; and

(g) the proponent commits to bear cost of undertaking a feasibility study.

(3) Upon approval of the project concept, the private proponent shall make a commitment to undertake the project by depositing an amount of money prescribed by the Minister in the regulations.”.

(b) renumbering subsection (2) as subsection (4);

(c) adding immediately after subsection (4) as renumbered the following:
“(5) The regulations under this section, shall among other things, prescribe the following:
(a) inclusion of local firms and experts in consultancy contracts;
(b) use of local goods and experts in works and non-consultancy services;
(c) preference to local goods in process of evaluation;
(d) capacity building of local firms; and
(e) any other matter relating to empowerment of local company and Tanzanian citizens.

11. The principal Act is amended in section 20, by adding immediately after the word “Committee” the words “and vetted by the Attorney General”.

12. The principal Act is amended by adding immediately after section 23 a new section 23A as follows:
23A.- (1) An accounting officer shall submit to the PPP Centre quarterly performance reports on the implementation of public private partnership projects in the manner prescribed in the Regulations.
(2) The PPP Centre shall consolidate quarterly performance reports of contracting authorities and submit the report to the Minister.”

13. The principal Act is amended by adding immediately after section 25 the following:
25A. The public private partnership project that relates to natural wealth and resources shall take into account the provisions of the Natural Wealth and Resources (Permanent Sovereignty) Act and the Natural Wealth and Resources Contracts (Review and Re-Negotiation of Unconscionable Terms) Act.”

14. The principal Act is amended in section 27, by-
(a) deleting the words “five million” and substituting for them the words “fifty million, in addition to any illicit monies gained”; and
(b) adding immediately after the words “three years” appearing at the end of that section the words “or both.”.

15. The principal Act is amended in section 28-
(a) in subsection (2), by-
(i) deleting paragraph (g) and substituting for it the following:
“(g) the manner in which the empowerment of citizens of Tanzania may be implemented
including provision of goods and services by Tanzanian entrepreneurs, training and technology transfer, employment of Tanzanians and corporate social responsibility;

(h) process and procedure for scrutiny and analysis of projects that require provision of Government support;”;

(ii) renaming paragraph (h) as paragraph (j).

(b) deleting the words “in consultation with the Co-ordination Unit” appearing in subsection (3).

PART III
CONSEQUENTIAL AMENDMENTS

(a) Amendment of the Tanzania Investment Act,

Cap. 38

16. This Part shall be read as one with the Tanzania Investment Act hereinafter referred to as the “principal Act”.

17. The principal Act is amended in section 5(4), by deleting-

(a) the word “including” appearing in paragraph (a) and substituting for it the word “and”;
(b) the words “approved public private partnership projects and” appearing in paragraph (c).

(b) Amendment of the Public Procurement Act,

Cap. 410

18. This Part shall be read as one with the Public Procurement Act hereinafter referred to as the “principal Act”.

19. The principal Act is amended in section 9(1) by deleting paragraph (c) and substituting for it the following:

“(c) regulate procurement of consultancies, transaction advisors and private party in respect of public private partnership projects in accordance with the regulations made under the Public Private Partnership Act and guidelines issued by the Authority in collaboration with the PPP Centre.”

(c) Amendment of the Budget Act,

Cap. 439

20. This Part shall be read as one with the Budget Act hereinafter referred to as the “principal Act”.

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21. The principal Act is amended in section 7(3) by deleting the words “public private partnership” appearing in the fourth line.

(d) Amendment of the Petroleum Act,

Cap.392

22. This Part shall be read as one with the Petroleum Act hereinafter referred to as the “principal Act”.

23. The principal Act is amended in section 9(2) by deleting paragraph (i) and substituting for it the following:

“(i) participate in the-

(i) joint venture project for optimisation of shareholder value under strategic partnership arrangements; and

project under public private partnership arrangements in accordance with the Public Private Partnership Act;".

OBJECTS AND REASONS

This Bill proposes to amend the Public Private Partnership Act, Cap.103 to empower the Minister responsible for finance to manage the implementation of Public Private Partnership (PPP) Policy, Law and Regulation. It further aims at removing legal challenges under the Act for better implementation of Public Private Partnership Program.

The Bill is divided into Three Parts. Part I deals with Preliminary provisions which include the title of the Bill and the manner in which various provisions of the Act are proposed to be amended. Part II deals with general amendments and Part III deals with consequential amendments.

Section 2 is proposed to be amended by deleting the words “Minister responsible for finance” wherever they appear and substituting for them the word ‘Ministry’. The amendment aims at empowering the Ministry responsible for PPP to manage the implementation of PPP Policy, Law and Regulations.

Section 3 is proposed to be amended by deleting the definitions of the terms “Minister” and “Ministry” and substituting for them new definitions, with the purpose of empowering the Minister responsible for PPP to oversee the implementation PPP program. The section is further proposed to be amended by deleting the definition of the term National Investment Steering Committee with the purpose of removing its mandate to approve PPP projects. The section further proposes to add the definition of the term “small scale PPP project” for better implementation of the Act.
Section 4 is proposed to be amended to transfer the PPP Centre from the Prime Minister’s Office to the Ministry responsible for PPP in order to comply with the Ministers (Discharge of Ministerial Functions) Instrument, G.N. No. 144/2016 which empowers the Minister responsible for finance to oversee the management of PPP Policy, Law and Regulations. The section is further proposed to be amended to make provisions for determination of potential public private partnership project by the PPP Centre with the view to align the projects with national development plan.

Section 5 is proposed to be amended to give the PPP Technical Committee mandate to approve the feasibility study reports, selection of preferred bidders and PPP agreements.

Section 7 is proposed to be amended by deleting subsection (1)(e) so as to empower the authority responsible for National Planning to be a member of the PPP Technical Committee.

Section 7A is proposed to be amended in subsection (1) by adding functions of the Technical Committee’s is power of approving feasibility study reports, selection of preferred bidders and PPP agreements. It is further proposed that the period of analysing those documents be extended from fifteen working days to twenty one working days due to scope and complexity of analysing PPP projects. The section is further proposed to be amended by adding new paragraph under subsection (1) so as to give the PPP Technical Committee mandate to oversee the PPP Centre and empowering the Minister to prepare oversight guidelines for PPP Technical Committee to oversee the PPP Centre.

Section 7B is proposed to be repeated and replaced so as to make provisions for powers of Minister in policy, fiscal risk and other financial matters relating PPP projects.

Section 10A (2) is proposed to be amended to require the PPP Centre to open a bank account for PPP Facilitation Fund with the Bank of Tanzania instead of opening it in a reputable investment bank.

Section 15 is proposed to be amended by adding a new subsection (3) so as to empower the Minister to exempt some unique projects proposed by the private sector from being subjected to the competitive tendering process subject to the fulfilment of conditions. The objective of the proposed amendment is to increase magnitude of unique projects proposed by private sector which have value for money to the Government including projects that do not require government guarantee or financial support from the Government. The section is further proposed to be amended by adding a new subsection (5) that makes provisions for consideration of local content matters to be considered in the procurement process.

Section 20 is proposed to be amended by transferring the mandate of reviewing and amending the PPP agreements from the PPP Technical Committee to the Minister and the Attorney General.

The Bill also proposes to add a new section 23A to require the accounting officers of the contracting authorities to submit quarterly performance reports to the PPP Centre. The section...
further requires the PPP Centre to consolidate the quarterly performance reports submitted by the contracting authorities and submit them to the Minister. The proposed amendment aims at improving efficiency and accountability of the implementing agencies.

The new section 25A is proposed to be added for the purpose of making provisions for recognition and safeguarding of natural wealth and resources.

Section 27 is proposed to be amended by increasing the fine from Five Million to Fifty Million Tanzania Shillings and three years imprisonment or both. The objective of this amendment is to improve efficiency and accountability of public officers in enforcing PPP laws and Regulations.

Section 28(2) is amended by adding a new paragraph (g) with the view to empower the Minister to make Regulations detailing on the empowerment of citizens including provision of goods and services by Tanzania entrepreneurs, training and employment of Tanzania and corporate social responsibility.

Section 5(4)(c) of Tanzania Investment Act, Cap 38 is proposed to be amended by relieving the National Investment Steering Committee of the mandate to scrutinize the approved PPP projects. The objective of the proposed amendment is to minimize the approval organs in the implementation of PPP projects.

Section 9(1)(c) of Public Procurement Act, Cap.410 is proposed to be amended to give Public Procurement Regulatory Authority the mandate to develop guidelines to regulate procurement of consultants, transaction advisors and private party in relation to PPP projects.

Section 7(3) of Budget Act, Cap.439 is proposed to be amended so as to include PPP projects in the Government budget. The objective of the proposed amendment is to require the contracting authorities to consider PPP projects during preparation of Government budget so as to enhance implementation of PPP projects.

Section 9(2) of Petroleum Act, Cap.392 is proposed to be amended for purposes of differentiating projects implemented through joint venture approach and projects implemented under PPP arrangement.

**MADHUMUNI NA SABABU**

Muswada huu unapendekeza kurekebisha Sheria ya Ubia kati ya Sekta ya Umma na Sekta Binafsi, Sura ya 103 kwa ajili ya kuwenezisha Waziri wa Fedha kusimamia ukelelezaji wa sera, sheria na kanuni za ubia. Mapendekezo ya marekebisho yanakusudia kurekebisha Sheria kwa kichwa cha kisheria katika usimamizi wa miradi ya ubia kati ya sekta ya umma na sekta binafsi (PPP) na pia kutatua changamoto zilizopo katika ukelelezaji wa miradi ya PPP. Aidha, Muswada unakusudia kumpa Waziri mwenye dhamana na masuala ya PPP mamlaka ya kisheria
ya kuidhinisha miradi ya ubia kati ya sekta binafsi na sekta ya umma kwa lengo la kuimarisha utekelezaji wa miradi ya PPP.

Muswada huu umegawanyika katika Sehemu Tatu. Sehemu ya Kwanza inahusu masharti ya utangulizi ambayo yanajumuisha jina la Muswada na namna ambavyo masharti mbalimbali ya Sheria yanavyopendelezwa kurekebishwa. Sehemu ya Pili inahusu Marekebisho ya Jumla na Sehemu ya Tatu inahusu Marekebisho ya Sheria mbalimbali zitakazoathirwa na marekebisho yanayopendelezwa.

Kifungu cha 2 kinakusudiwa kurekebishwa kwa kufuta maneno “Wizara yenye dhamana na masuala ya fedha” popote yatakaposomeka na badala yake yasomeke “Wizara”. Mapendekezo haya yanakusudia kuipa Wizara yenye dhamana na masuala ya PPP mamlaka ya kusimamia utekelezaji wa Sera, Sheria na Kanuni za PPP.

Kifungu cha 3 kinapendekezwa kurekebishwa kufuta tafsiri ya maneno “Waziri” na “Wazara” na kuziandika upya; pia kufuta tafsiri ya neno “Kamati ya Taifa ya Uwekezaji”. Lengo la marekebisho haya ni kubainisha mamlaka la Waziri wenyewe dhama na masuala ya PPP pamoja na kuindoo Kamati ya Taifa ya Uwekezaji katika kuidhinisha miradi ya PPP. Kamati hii inaondolewa kwa lengo la kupunguza mlolongo wa mamlaka za maamuzi katika usimamizi wa Programu ya PPP. Kifungu kihi pia kinapendekeza kurekebishwa kuipata tafsiri ya miradi midogo ili kuweka maana kamili ya masharti ya Sheria.

Kifungu cha 4 kinapendekezwa kurekebishwa ili kubainisha jukumu la Kituo cha Ubia kutoka Ofisi ya Waziri Mkuu kwenda Wizara yenye dhamana na masuala ya PPP kwenda sambamba na Hati ya Mgawanyo ya Majukumu ya Waziri Na. 144/2016. Aidha, kifungu hicho kinalenga pia kubainisha jukuma la kituo cha ubia kufanya mapitio ya miradi ambayo ipo kwenye ipo kwenye mpango wa maendeleo.

Kifungu cha 5 kinapendekezwa kurekebishwa ili kubainisha jukumu la Kamati ya Kitaalam ya PPP kuidhinisha Taarifa za Upembuzi Yakinifu, Wazabuni watakaopendekezwa na Mikataba ya miradi ya PPP.

Kifungu cha 7A kinapendekezwa kurekebishwa katika vifungu vidogo vya (1), (2) na (3) ili kufupa Kamati ya Kitaalam ya PPP juu la kuidhinisha taarifa za Upembuzi Yakinifu, Wazabuni watakaopendekezwa na mikataba ya miradi ya PPP pamoja na kuongeza muda wa kufanya uchambuzi wa nyaraka. Muda wa uchambuzi wa nyaraka usiweka kama moja kwa kuzingatia uhalisia wa utendaji kazi, wigo wa miradi ya PPP na umakini mkuu wa unaojulikana katika uchambuzi wa miradi hiyo. Aidha, kifungu kinapendekeza kurekebishwa ili kuibainisha jukumu la Kamati ya Kitaalam ya PPP la kuwa mungu hukuwa wa Kituo cha Ubia na kumpa Waziri juu la kuandaa Miongozo itakayotumiwa na Kamati katika uangalizi wa Kituo.
Kifungu cha 7B kinapendekeza kufutwa na kuandikwa upya ili kuweka masharti ya kumpa Waziri mamlatu ya kusimamia sera pamoja na kushughulikia masuala yote yanayohusiana na fedha katika ukelezaji wa miradi ya PPP.

Kifungu cha 10A (2) kinapendekezwa kurekebushwa ili kukiwezesha Kituo cha Ubia kufungua Akaunti ya Mfuko wa Uwezesaji wa Miradi ya PPP katika Benki Kuu ya Tanzania badala ya Benki mahiri ya Uwekezaji.

Kifungu cha 15 kinapendekezwa kurekebushwa kwa kuongeza kifungu kidogo kipya cha (3) ili kuweka vigezo vya kuruhusu baadhia ya miradi ya kipekee inayoibuliwa na secta binafsi kutokushindishwa. Lengo la marekebsho haya ni kuongeza fursa kwa Serikali kupata miradi inayoibuliwa na secta binafsi ambayo ina sifa za kipekee ikiwa ni pamoja na kutohitaji msaada wa kifedha kutoka serikali au dhamana ya Serikali, na ambayo ina tija na manufaa mapana kwa nchi. Kifungu hiki pia kinapendekezwa kufanyiwa marekebusho kwa kuongeza kifungu kidogo cha 5 kwa lengo la kubainisha ushiriki wa wazawa kuzigatiwa wakati wa ununuzi.

Kifungu cha 20 kinapendekezwa kurekebushwa ili kuondoa mamlaka ya Kamati ya Wataalam ya PPP na Kamati ya mamlaka ya kusafiri kwa mamlaka ya Kamati ya Wataalam ya PPP na Kamati ya mamlaka ya kusafiri. Kifungu hiki kinapendekezwa kuongeza kifungu kipya cha 23A kwa lengo la kuongeza ufanisi na uwajibikaji wa taasisi zinazotekeleza miradi.

Muswada unapendekeza kuongeza kifungu kipya cha 23A kwa lengo la kubainisha jukumu la Afisa Masuhuli wa taasisi inayotekeleza miradi ya PPP kuwasilisha kwenda Kituo cha Ubia, taarifa ya robo mwaka ya ukelezaji. Aidha, kifungu hiki kinabainisha jukumu la Kituo cha Ubia kujumuisha taarifa hizo na kuwasilisha kwa Waziri. Lengo la kifungu hiki ni kuongeza ufanisi na uwajibikaji kwa taasisi zinazotekeleza miradi.

Kifungu kipya cha 25A kinapendekezwa kuongezwa kwa lengo la kutambua na kulinda rasilimali za nchi.

Kifungu cha 27 kinapendekezwa kurekebushwa kwa kuongeza adhabu ya faidi kutoka shillingi milioni tano hadi shillingi milioni hamsini, na adhabu ya kifungo cha miaka mitatu au vyote kwa pamoja. Lengo la marekebisho hayo ni kuongeza ufanisi na uwajibikaji kwa watendaji kusimamia kikamilifu ukelezaji wa Sheria na Kanuni za PPP.

Kifungu cha 28(2) kinapendekezwa kurekebushwa kwa kuongeza aya (g) kwa lengo la kupata mamlatu Wazairi kutunga kanuni za kunufaika kwa wazawa katika shughuli za ya PPP ikiwemo utoaji wa huduma na bidhaa kwa wajasiliambali wa kitanzania, mafunzo na ajira kwa watatanzania na uwajibikaji wa makampuni kwa jamii.

Kifungu cha 5(4)(c) cha Sheria ya Uwekezaji Tanzania, Sura ya 38 kinapendekezwa kurekebushwa ili kuondoa mamlatu ya Kamati ya Taifa ya Uwekezaji ya kuhakiki miradi ya ubia iliyoishinisha. Lengo la marekebisho hayo ni kupunguza mamlatu ya maamuzi katika ukelezaji wa miradi ya PPP.
Kifungu cha 9 (1)(c) cha Sheria ya Ununuzi wa Umma, Sura ya 410 kinapendekezwa kurekebishwa ili kuipa Mamlaka ya Ununuzi wa Umma jukumu la kuandaa Miongozo ya kusimamia ununuzi wa Wataalam Elekezi na Wabia wa kutekeleza miradi ya PPP.

Kifungu cha 7(3) cha Sheria ya Bajeti, Sura ya 439 kinapendekezwa kurekebishwa ili kujumuisha miradi ya PPP katika bajeti ya Serikali. Lengo la marekebisho haya ni kuzitaka mamlaka za serikali kuzingatia kikamilifu miradi ya PPP wakati wa maandalizi ya bajeti ya Serikali hivyo kuchochea kasi ya maendeleo nchini.

Kifungu cha 9(2) cha Sheria ya Mafuta, Sura ya 392 kinapendekezwa kurekebishwa kwa kufuta kipengele cha (i) kwa lengo la kutofautisha miradi inayotekelezwa kwa utaratibu wa Joint Venture na utaratibu wa PPP.

Dodoma,
18 Mei, 2018

PHILIP I. MPANGO
Waziri wa Fedha na Mipango