

THE UNITED REPUBLIC OF TANZANIA



**PRIME MINISTER'S OFFICE
REGIONAL ADMINISTRATION AND LOCAL GOVERNMENT**



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Reducing Poverty
by Enabling Access

**IMPROVED MAINTENANCE SYSTEMS FOR
DISTRICT ROADS IN TANZANIA
AFCAP/TAN/019**

QUARTERLY PROGRESS REPORT NO. 2

1st January to 31st March 2011

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I T Transport Ltd., Ardington, United Kingdom
in association with Ambicon Engineering Ltd.

DISCLAIMER: This document is one of the outputs from the DFID funded AFCAP Study into Improved Maintenance Systems for District Roads. The Study is being implemented by IT Transport Ltd (ITT). Eng. Abdul Awadh has prepared the report on behalf of ITT. The views expressed are those of the author and not necessarily those of PMO-RALG, DFID or Crown Agents.

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Table of Contents

Table of Contents	i
List of Abbreviations and Acronyms	ii
Executive Summary	iii
1.0 INTRODUCTION	1
2.0 PROGRESS IN BAHI DISTRICT	2
2.1 Area-based Framework Contracts	2
2.3 Progress of Works	3
2.4 Planned Activities April – June 2011	4
3.0 PROGRESS IN MPWAPWA DISTRICT	5
3.1 Systems to be Tested	5
3.2 Progress	5
3.3 Planned activities March – June 2011	5
4.0 PROGRESS IN DODOMA MUNICIPALITY	6
4.1 System to be Tested	6
4.2 Progress	6
4.3 Planned activities April – June 2011	6
5.0 MONITORING EFFECTIVENESS	7
6.0 ISSUES AND CHALLENGES	10
Appendix 1. Letter from PMORALG to DED Mpwapwa District.....	11

List of Abbreviations and Acronyms

ADRICS	Annual District Roads Inventory and Condition Survey
AFCAP	Africa Community Access Programme
CBO	Community Based Organisation
CRB	Contractors Registration Board
DE	District Engineer
DED	District Executive Director
DEO	District Engineers Office
DFID	Department for International Development (UK)
GoT	Government of Tanzania
GBP	Great Britain pound
LGA	Local Government Authority
LGCG	Local Government Capital Grant
LGTP	Local Government Transport Programme
LGA	Local Government Authority
M.C.	Municipal Council
ME	Municipal Engineer
MEO	Municipal Engineers Office
Mio.	Million
PMO-RALG	Prime Minister's Office – Regional Administration and Local Government
PPRA	Public Procurement Regulatory Authority
TOR	Terms of Reference
TShs	Tanzanian shilling
USD	United States Dollar

CURRENCY

Approximate Currency Equivalents (as of March 2010]

1 USD = 1,500 TShs

1 GBP = 2,400 TShs

Executive Summary

- This is the second progress report for the AFCAP Study into Improved Maintenance Systems for District Roads in Tanzania. It covers the period 1st January 2011 to 31st March 2011. Three districts are included in the Study. The progress in each district is described below.
- **Bahi District:** Works are progressing on one of the three Area Based Framework Contracts that have been awarded to local medium-sized contractors for maintenance of the district road network covering a total of 315 kilometres. The work orders for the other two packages have been prepared but not issued because the District Engineer had retired and the DED was worried about the capacity of the remaining staff to properly supervise the works when all contracts are active. Another reason was the fear that the contractors will not be able to work during the rains that started in December 2010. The works on the remaining two contracts are expected to start in April 2011. It is planned to carry out a condition survey of the roads covered by the contracts using a GPS (experimental method applied in Mozambique) in April 2011 and use this system for monitoring the effectiveness of the maintenance system during the contract period.
- **Mpwapwa District:** A meeting between PMORALG (accompanied by AFCAP Technical Manager) with the DED and the Ag DE took place in February 2011 to try and resolve the misunderstanding in the District and get the assurance of the District to continue in participating in AFCAP pilot projects. The DED requested PMORALG to write to the District on the matter and the Council will decide thereafter. If the Council decides positively, the preparatory works for piloting the Area Based Framework Contracts using local small-sized equipment based and labour based contractors as well as the community contracts will be programmed to enable the maintenance works to start early next financial year commencing in July 2011. PMORALG wrote and sent the requested letter to DED Mpwapwa on 29th March 2011 (See Appendix 1).
- **Dodoma Municipal Council:** The re-trial of the Area-based Performance Contract is scheduled for next financial year commencing in July 2011. Preparatory works including identification of the road network to be covered, condition survey using GPS, documents preparation and carrying out sensitisation seminars on the approach are scheduled to start in May 2011. The aim is to have a contract for a duration of not less than 12 months.
- The AFCAP Technical Manager Mr. Rob Geddes visited the project from 28th February to 1st March 2011.
- An AFCAP Steering Group meeting took place in Bagamoyo on 3rd March 2011.

1.0 INTRODUCTION

This report describes the progress of the AFCAP Study into Improved Maintenance Systems for District Roads in Tanzania (AFCAP/TAN/019) for the period between 1st January 2011 to 31st March 2011. This is the second progress report for the project.

The study is being carried out in three districts in Dodoma Region - Mpwapwa, Bahi and Dodoma Municipal. This Progress Report No. 2 follows the first progress report that covered the period from the beginning of the study to 31st December 2010 that was issued in February 2011.

The AFCAP Technical Manager, Mr. Rob Geddes, visited the project from 28th February to 1st March 2011. During his visit, he had meetings with various officials from the districts that are implementing the project (Mpwapwa, Bahi and Dodoma Municipal) and took time to visit the ongoing road improvement works.

An AFCAP Steering Group meeting took place in Bagamoyo on 3rd March 2011. The meeting discussed the progress of the AFCAP projects being implemented in Tanzania.

2.0 PROGRESS IN BAHİ DISTRICT

2.1 Area-based Framework Contracts

The maintenance system being tested in Bahi district under the study is the 'Area based framework contracts'. The roads earmarked for maintenance during f/y 2010/11 have been grouped in three packages covering the northern, central and southern parts of the district. The works in each package will include spot improvements, routine maintenance and culverts/bridge works when deemed necessary.

The details of the road network as packaged in three packages are shown in the Table below:

Road Network Packages for Area based framework contracts in Bahi District and the status of the condition of the roads at the time of tendering (f/y 2010/11)

S/N	PACKAGE	ROAD NAME	Road Length (km)	Condition Aug2010 (visual)
1	NORTHERN	Lamaiti - Makanda	15.4	Fair
		Kisima cha Ndege - Zanka	7.1	Good
		Babayu - Kongogo - Lukali	34.1	Good
		Zamahelo - Asanje	8.4	Good
		Lamaiti - Bankolo - Mkakatika - Bahi	26.7	Fair / Bad
		Mzakwe - Lamaiti	25	Good
		Mayamaya - Mkondai	16	Good
		Asanje - Duluu	4.5	Fair
		Sub Total (package N)	137.2	
2	CENTRAL	Chigongwe - Chipanga	36.4	Good
		Chimendeli Solid Drift (40mx4.5m)		Not existing
		Bahi Sokoni - Bahi Makulu - Chimendeli	25.6	Good
		Ibihwa - Bankolo	20.3	Good
		Sub Total (package C)	82.3	
3	SOUTHERN	Mpunguzi - Chibelela - Mtitaa - Nkhome	38.6	Good
		Nkhome - Nholi - Mpalanga	12.5	Good
		Nchinila - Mtitaa	13.2	Fair
		Zejele - Magaga - Chifutuka	21.5	Good
		Zejele - Nondwa	9.9	Fair
		Sub Total (package S)	95.7	
		Grand Total	315.2	

The tenders for the works were awarded on 2nd December 2010 to three different contractors for contract sums (VAT inclusive) as shown in the Table below:

s/n	Package	Contractor	Contract Amount (Tsh)	Contract Duration
1	North (137.2km)	M/S Kijima Construction Company	255,382,208.00	8 months
2	Central (82.3km and 40mtr long drift)	M/S Leadcom, Kwizombe & Chex JV	282,236,294.00	8 months
3	Southern (95.7km)	M/S Musons Engineering Ltd	151,625,100.00	8 months

2.3 Progress of Works

The Work Order No. 1 for the Northern Package was issued end of December 2010 and maintenance works commenced in January 2011. The works whose value is TShs. 42million (being approximately 20% of the total value of works) were mostly of 'spot improvement' nature and included spot gravelling, construction of concrete culverts, retaining walls and de-silting of drains. Some typical works are illustrated in Figures 1 to 3.



Figure 1: Spot gravelling and culvert construction



Figure 2: Completed culvert with head and wing walls



Figure 3: Opening of culvert outlet channel

All the works under Work Order No. 1 were completed by end of March 2011. Work Order No. 2 for Northern Package has been prepared and will be issued early April 2011.

Work Orders No. 1 for the Central and Southern Packages have been prepared but the DE delayed their issue due to rains that had been going on in the areas in February and March 2011. The plan is to issue them in early April 2011 for the maintenance works to be undertaken from April to June 2011.

The District Engineer organised a sensitisation seminars in January 2011 for the District Management team, Members of Parliament and Councillors to make them more knowledgeable about Framework Contracts.

2.4 Planned Activities April – June 2011

The planned activities for the next three months – January to March 2011 are:-

- Preparing and issuing work order No 2 for Central Package and Work Orders No. 1 for Northern and Southern Packages.
- Undertaking road condition surveys using GPS on all the roads under the three packages to obtain the base line condition data.
- Collection of base line data for social economic indicators.
- Agree with District on the packages for the Framework Contracts to be implemented in F/Y 2011/12 and prepare tender documents for the same.
- Supervise the road maintenance works.
- DEO to prepare the 2nd Quarterly report.

3.0 PROGRESS IN MPWAPWA DISTRICT

3.1 Systems to be Tested

The maintenance systems to be tested in Mpwapwa district are:

1. The 'small contracts for extended periods (framework contracts)' on most of the important district roads and;
2. 'Community contracts' on the selected feeder roads.

With the first approach, it is intended to have several medium to small contracts to be procured through quotations and competitive bidding involving the registered contractors of classes 6 and 7 as well as the specialist labour-based contractors. The 'work scheduling' approach is to be used and the contracts are to be for periods of between six and nine months. The works will include spot improvements, routine maintenance and culverts/bridge works when deemed necessary.

With community contracts, the two models i.e. one of using villagers under village governments and the second of using CBOs was to be tested on four selected roads serving productive areas with difficult access where many farmers and livestock keepers are living. The anticipated works will be mostly routine maintenance with some limited spot improvement works.

3.2 Progress

The agreed workplan for 2010/11 for undertaking the study in Mpwapwa district was not implemented due to misunderstanding between the district officials. Eventually and contrary to agreed plans, the DEO contracted out maintenance works in F/Y 2010/11 using the conventional systems of short term contracts. Discussions between PMO-RALG, AFCAP, IT Transport and the Mpwapwa district officials (DED and Ag. DE) took place in February 2011. From the meeting it was agreed that the District should consider implementing the AFCAP study in F/Y 2011/12. PMO-RALG has written a letter to Mpwapwa DED requesting the district to express its willingness and interest to participate in the research project in F/Y 2011/12 (Appendix 1).

3.3 Planned activities March – June 2011

- Follow up with DED on response to the PMO-RALG letter requesting the district to express willingness and interest in continuing with the research project in F/Y 2011/12
- If the response from the district is positive, agree on new timetable for implementation of the study in the district
- Mobilise the village governments and communities to undertake contracts for road maintenance
- Undertaking road condition surveys using GPS on all the roads under the three packages to obtain the base line condition data.
- Collection of base line data for social economic indicators

4.0 PROGRESS IN DODOMA MUNICIPALITY

4.1 System to be Tested

The maintenance system to be tested in Dodoma Municipality is the 'Area based performance contracts'. The network to be covered will include a number of roads outside urban area (i.e. district and feeder roads with notable traffic) with a total length of about 150km. The works will include initial minor spot improvements and attending to 'trouble spots' followed by routine maintenance of the network for a defined period.

4.2 Progress

The first tender of the Performance Based Maintenance Contract in Dodoma Municipal that was to be implemented in F/Y 2010/11 failed due to the high bids that were received from the Contractors especially on the part of the monthly costs for routine maintenance which were found to be unrealistic and too high for the rural roads.

The main reason that could have resulted in the very high bids was found to be lack of knowledge/experience of "Performance Based Contracts" by the contractors who had participated in the process. Although some 'sensitisation' was carried out during the pre-bid meeting for the project, the concept was still not well understood.

It has been agreed with the Municipality to test the system in the F/Y 2011/12. Meantime, improvement works to bring the study roads into a maintainable condition are in progress

4.3 Planned activities April – June 2011

- Discuss with the District officials and agree on new timetable and road network for implementation of the PMMR in the Municipal;
- Sensitise all the stakeholders (District Municipality staff, councillors and contractors) on PMMR in preparation for the next trial PMMR contract;
- Undertaking road condition surveys using GPS on all the roads under the three packages to obtain the base line condition data;
- Collection of base line data for social economic indicators.

5.0 MONITORING EFFECTIVENESS

Various indicators will be used to monitor the effectiveness of the different systems that are to be tested in the three Districts. The indicators will show the impact on both technical and social-economic aspects. The table on the next page shows the outputs expected from the project and the indicators that will be used to evaluate achievements.

Base line data will be collected commencing April 2011 before the maintenance works commence and periodical surveys conducted.

MONITORING INDICATORS – TECHNICAL & SOCIO –ECONOMIC			
OUTPUT	INDICATORS	ACTIVITY	MEANS OF VERIFICATION
Enhanced capacity among District Engineers in management of road maintenance	Improved road conditions	Carry out timely maintenance	Periodical condition surveys
		Timely preparation of maintenance plans	Quality of maintenance works.
		Supervision of Works	Conduct survey before and after training PMO-RALG records Council records
	Establishment of Road Committees in Villages/Districts	Mobilise Village Governments	Village records Council records
	CBO's/ Village Governments contracted for road maintenance	Mobilise CBOs and village governments CD Officers actively involved in awareness creation, Community capacity assessment, mobilization of communities, and registration of CBOs.	Number of CBOs CDO quarterly reports Council records
Enhanced communication between District Engineers offices and local politicians	Small-scale contractors using LBT contracted in road maintenance works	Prepare tender documents (on quotation basis) Procure contractors	Number of awarded contracts
	Maintenance works implemented according to approved plans	Consultative/awareness meetings between District Engineers and local politicians	Council records (District Engineers records) Council records

Enhanced communication between District Engineers offices and local Communities	Establishment of Road Committees in Villages/Districts	Consultative meetings established with communities	Council records
Enhanced absorptive capacity among District Engineers	No uncommitted/unused funds	Timely Procurement	Quarterly reports from District Engineers office
Enhanced collaboration between District Engineer and Community Development Department	No backlog		
Lower Transport costs	Community Development Officers actively involved in road maintenance processes	Joint meetings/ field visits to project areas	Council Records, CDO Department records
	Travel time to markets, schools, and healthcare facilities reduced.	conduct surveys to obtain baseline data and periodical collection of data	Survey Data (interviews)
	Higher traffic volumes (including NMTs & pedestrians)	conduct surveys to obtain baseline data and periodical collection of data	Traffic counts
More reliable access	Duration of road closures due to impassability - annually	conduct surveys to obtain baseline data periodic collection of data	Survey data
	Availability of Public Transport Services		
	Increase in types of vehicles able to use the road (e.g. 4wd, trucks; saloon etc.)	conduct surveys to obtain baseline data periodic collection of data	Survey data

6.0 ISSUES AND CHALLENGES

Issues and challenges during this reporting period are as follows:-

Bahi District: The District Engineer retired from civil service in December 2010 and no replacement has been made as at end of March 2011. The two technicians are struggling to cope with the workload including the supervision of the maintenance works. Due to absence of a District Engineer, the DED halted the issuance of further Work Orders for the Northern and Southern Packages for fear of works not being supervised properly. This has delayed commencement of works on the two packages mentioned above.

Dodoma Municipality: No activity was undertaken in the Municipality. Preparation of work plans and budgets for F/Y 2011/12 started and are to be finalised in May 2011. Thereafter, the plans for implementing the Performance Based Contract will be finalised and procurement process initiated.

Mpwapwa District: The letter from PMORALG to the DED was sent at the end of March and the response has not yet been received. It is therefore not certain whether the study will be conducted in the district. The timing of receipt of confirmation from the district to proceed with the project in F/Y 2011/12 is crucial for carrying out preparatory activities such as sensitisation of communities and preparation of procurement documents including carrying out condition surveys.

Appendix 1. Letter from PMORALG to DED Mpwapwa District

UNITED REPUBLIC OF TANZANIA PRIME MINISTER'S OFFICE

Telegrams: "RALG" DODOMA
Tel: 2321607/2322681
Fax: 2322116



Regional Administration and
Local Government,
P.O. Box 1923,
DODOMA.

In reply please quote:

Re. No. FA.118/488/01C/73

29/03/2011

District Executive Director
Mpwapwa District Council
P.O.Box 12, Mpwapwa

Re: Services to Improve Maintenance Systems for District Roads

Reference is made to the above subject, our letter ref: FA. 297/402/02/63 dated 26th October 2009 and your positive reply hereto ref: HW/MPW/R.20/4VOL.VII/139 dated 16th November 2009, both letters are attached for your easy reference.

Further to this subject, two official meetings have taken place in your office to discuss the mutual benefits and challenges faced on implementing the proposed research maintenance systems and again on Monday 28th February 2011 with participants from PMO-RALG, the AFCAP Technical Manager, the consultant IT Transport, Acting District Engineer, Mpwapwa and yourself.

The meeting discussed the limited if not non-existent progress on the planned AFCAP maintenance systems to be tested in Mpwapwa district for FY 2010/11 and discussed the way forward for testing the maintenance systems during FY 2011/12.

Since implementation of the two systems planned for testing this FY has been delayed, it was requested that PMO-RALG should resubmit the request for Mpwapwa District Council to participate in testing the implementation of maintenance schemes. 1) The small contracts for extended periods (framework contracts) on important district roads and 2) Community contracts on selected feeder roads.

You are therefore again requested to express your interest and willingness to take part in this research project and give clearance to proceed with the planned AFCAP maintenance activities for FY 2011/12 with a reply to PMO-RALG before 15th April 2011.



Elina Kayanda

For PERMANENT SECRETARY

c.c.: Road Fund Board, Dar es Salaam
Regional Administrative Secretary, Dodoma