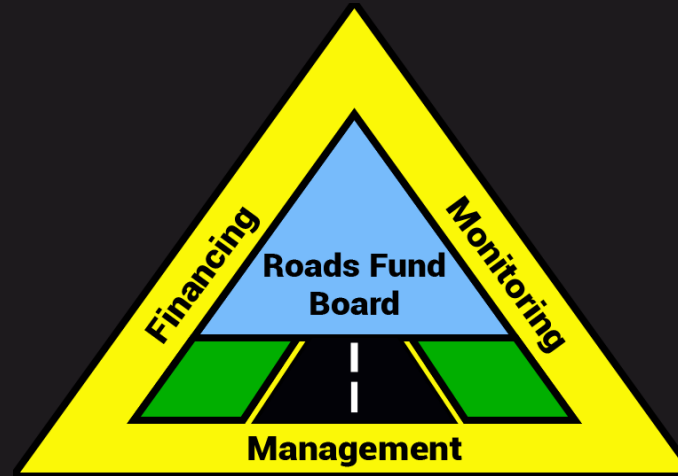


THE ROADS FUND BOARD



EVALUATION OF ROADS AGENCIES' PERFORMANCE FOR THE YEAR 2020/21.

Date: Sunday, July 24, 2022

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1.0. Introduction

- ❖ Roads Fund Board (RFB) is responsible for collection and disbursement of funds to roads project implementing agencies namely TANROADS and TARURA.
- ❖ RFB is also mandated to monitor the use of the funds disbursed to TANROADS and TARURA or other agencies for the purposes and objectives of the fund.
- ❖ For monitoring of the disbursed funds, RFB has established *post ante* evaluation of the Agency's performance on every financial year.
- ❖ The 2022 evaluation covered two financial years, 2019/20 and 2020/21.

1.1. General Objective of the Evaluation

To provide evaluation analysis on the road works executed in financial years 2019/20 to 2020/21 in accordance with performance agreement signed between the RFB and the Road agencies (TANROADS and TARURA).

1.1.1. Specific Objectives

- i. To assess road projects Implementing Agency's performance in financial year 2020/21 comparing with the observed performance in financial year 2019/20.
- ii. To conduct performance comparison between TANROADS and TARURA
- iii. To conduct performance ranking for TANROADS Regional Offices and publish best and low performer regions.
- iv. To conduct performance ranking for TARURA District Offices and publish best and low performing councils.
- v. To provide valuable recommendations to Road Agencies and RFB for improvement in management of road works.

1.0. Introduction

1.2. Methods and Approaches

1.2.1. Data Collection

Data collected by technical auditor using value for money instrument where several methods were used including:

- i. Meetings
- ii. Desk work
- iii. Field study

1.2.2. Data Analysis

Data analysis used value for money model so as to identify the value achieved from the project compared to amount of money paid for.

The analysis of collected data aided by computer software namely statistical packages for social sciences and MS excel.

2.0. Findings: TANROADS Performance Status

2.1. Planning, Design and Tender Documentation

- In this stage, TANROADS performance has significantly decreased by 2.9 percent from 85.6 percent in 2019/20 to 82.7 percent in 2020/21.
 - There was a decline of performance in:-
 - i. Accuracy, appropriateness and completeness of technical specifications.
 - ii. Overall appropriateness of the design (economy and function);
 - iii. Accuracy and completeness of the design of BOQs;
 - iv. Accuracy of the engineers' estimates; and
 - v. Accuracy and completeness of the design of tender documents.
 - However, there was an increase of performance in:-
 - i. Compliance of project planning with requirements of the PA;
 - ii. Accuracy and completeness of the design calculations and technical drawings;
-

2.0. Findings: TANROADS Performance Status

2.2. Procurement Stage

- TANROADS performance in this stage has decreased by 1.6 percent from 84.2 percent in 2019/20 to 82.6 percent in 2020/21.
- There was a decline of performance in:-
 - i. Appropriateness of method of procurement;
 - ii. Evaluation process and award of contract; and
 - iii. Competitiveness of rates quoted for major items of construction.
- However, there was an increase of performance in:-
 - i. Compliance of procurement process with PPA 2011;
 - ii. Overall competitiveness of most economic tender compared with market price and capacity and; and
 - iii. Competence of selected contractor in relation to project size and complexity parameters in this stage

2.0. Findings: TANROADS Performance Status

2.3. Construction Stage

- TANROADS performance in this stage has decreased by 2 percent from 80.9 percent in 2019/20 to 78.9 percent in 2020/21.
- There was a decrease of performance in:-
 - i. Timely site possession;
 - ii. Quality of contractor's site organization and staff;
 - iii. Quality of supervising engineers' site staff;
 - iv. Quality of quality assurance program;
 - v. Adherence to the project program;
 - vi. Management of contractual documents including surety and insurance bonds; and
 - vii. Quality and management of project documentation;
- However, there was an increase of performance in:-
 - i. Adherence to the project program;
 - ii. Quality of environmental management plan; and
 - iii. Assessment including validity of project delays and extension of time.

2.0 Findings: TANROADS Performance Status

2.4. Project Completion and Closure Stage

- TANROADS performance in this stage has drastically decreased by 8.8 percent from 78.5 percent in 2019/20 to 69.7 percent in 2020/21
- Specifically, there was a decrease of performance in:-
 - i. quality and completeness of as built-drawings
 - ii. Compilation and management of snag list;
 - iii. Timely issuance of completion certificates, settlement of final account;
 - iv. Management of the defect liability period;
 - v. Quality and adequacy of final project report; and
 - vi. Compliance of actual project completion time with the contract period.
- However, there was an increase of performance in:-
 - i. Compliance of final quantities paid for with reflected by the actual investment; and
 - ii. Compliance of project cost as per final account with accepted tender price.

2.0. Findings: TANROADS Performance Status

2.5. Quality of Executed Works

- TANROAD performance in this stage has decreased by 4.2 percent from 86.8 percent in 2019/20 to 82.6 percent in 2020/21.

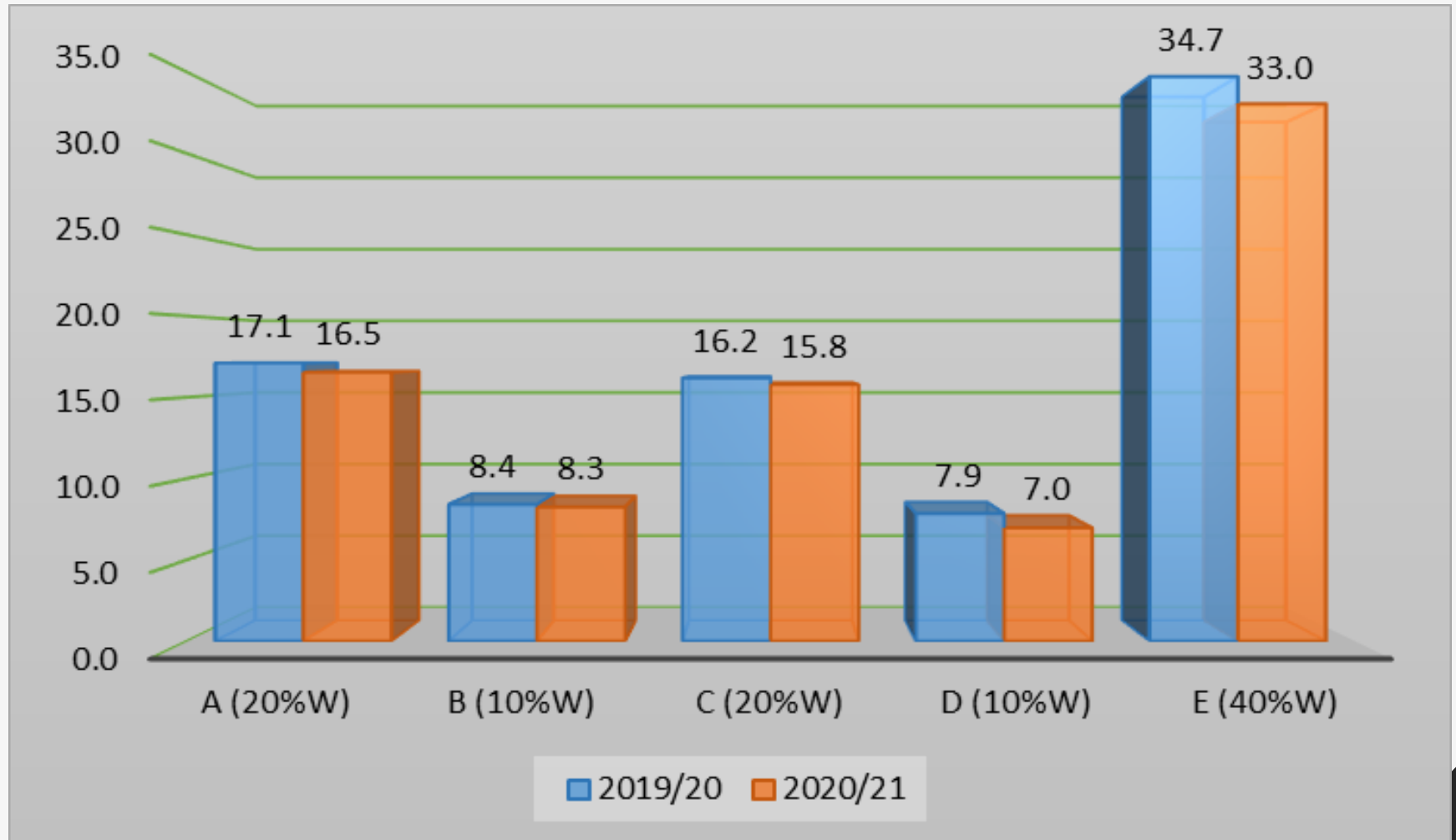
- There was a decrease of performance in:-
 - i. Compliance of quality of workmanship; materials used, riding surface, and absence of defect;
 - ii. Compliance of dimensions of the major items of construction of the completed works with the drawings and technical specifications;
 - iii. Compliance of culverts and bridge dimensions with drawings and technical specifications; and
 - iv. Compliance of quality of materials used in pavement structures with technical specifications.

- However, there was an increase of performance in:-
 - i. Compliance of quality materials used in concrete and masonry works with technical specifications
 - ii. Compliance of site cleanup and restoration of disturbed and damaged areas with EM; and
 - iii. Compliance of ongoing construction activities with safety and EMP requirement.

2.6. TANROADS Overall Performance

- TANROADS overall average performance has slightly increased by 3.9 percent from 83.2 percent in 2019/20 to 79.3 percent in 2020/21.
 - This Agency has shown decrease of performance in all stages which are:-
 - i. Planning, Design and Tender Documentation;
 - ii. Procurement;
 - iii. Construction;
 - iv. Project Completion and Closure; and
 - v. Executed Works.
-

TANROADs Overall Average Performance (Weight Scores)



3.0. TARURA Performance Status

3.1. Planning, design and Tender Documentation


- TARURA performance in this stage has decreased by 3.7 percent from 76.4 percent in 2019/20 to 72.7 percent in 2020/21.

- There was a decline of performance in:
 - i. Compliance of project planning with requirements of the PA;
 - ii. Accuracy and completeness of the design calculations and technical drawings;
 - iii. Accuracy, appropriateness and completeness of technical specifications;
 - iv. Overall appropriateness of the design (economy and function); and
 - v. Accuracy and completeness of tender documents.

- However, there was an increase of performance in:-
 - i. Accuracy and completeness of the design of BOQs; and
 - ii. Accuracy of the engineers' estimate.

3.0. TARURA Performance Status

3.2. Procurement Stage

- TARURA performance in this stage has increased by 1.9 percent from 73.1 percent in 2019/20 to 75.0 percent in 2020/21.
 - There was an increase of performance in:
 - i. Compliance of procurement processes with PPA of 2011;
 - ii. Evaluation process and award of contract;
 - iii. Competitiveness of rates quoted for major items of construction; and
 - iv. Competitiveness of most economical tenders with prevailing market price.
 - However, there was a decrease of performance in:-
 - i. Appropriateness of methods of procurement; and
 - ii. Capacity and competence of selected contractor in relation to project size and complexity.
- 

3.0. TARURA Performance Status

3.3. Construction Stage

- TARURA performance in construction stage has increased by 5.9 percent from 67.2 percent in 2019/20 to 73.1 percent in 2020/21.
- There was an increase of performance in: -
 - i. Timeliness of a site possession;
 - ii. Quality of a project program;
 - iii. Adherence to the project program;
 - iv. Quality of contractors site organization and staff;
 - v. Quality of supervising engineers' site staff;
 - vi. Quality of quality assurance program;
 - vii. Quality of environmental management plan;
 - viii. Quality and management of project documentation;
 - ix. Assessment including validity of variation, and claims and related cost overruns; and
 - x. Assessment including validity of project delays and extension of time.
- However, there was a decrease of performance in: -
 - i. Adherence to quality assurance program; and
 - ii. Management of contractual documents including surety and insurance bonds.

3.0. TARURA Performance Status

3.4. Project Completion and Closure

- TARURA performance in this stage has increased by 3.4 percent from 65.9 percent in 2019/20 to 69.3 percent in 2020/21.

- There was an increase of performance in: -
 - i. Compilation and management of snag lists;
 - ii. Timely issuance of completion certificates, settlement of final account;
 - iii. Quality and adequacy of final project report;
 - iv. Compliance of final quantities paid for with those reflected by the actual investment as per as built drawings;
 - v. Compliance of project cost as per final account with accepted tender price; and
 - vi. Compliance of actual project completion time with the contract period.

- However, there was an increase of performance in: -
 - i. Quality and completeness of as built-drawings; and
 - ii. Management of the defect liability period.

3.0. TARURA Performance Status

3.5. Quality of Executed Works

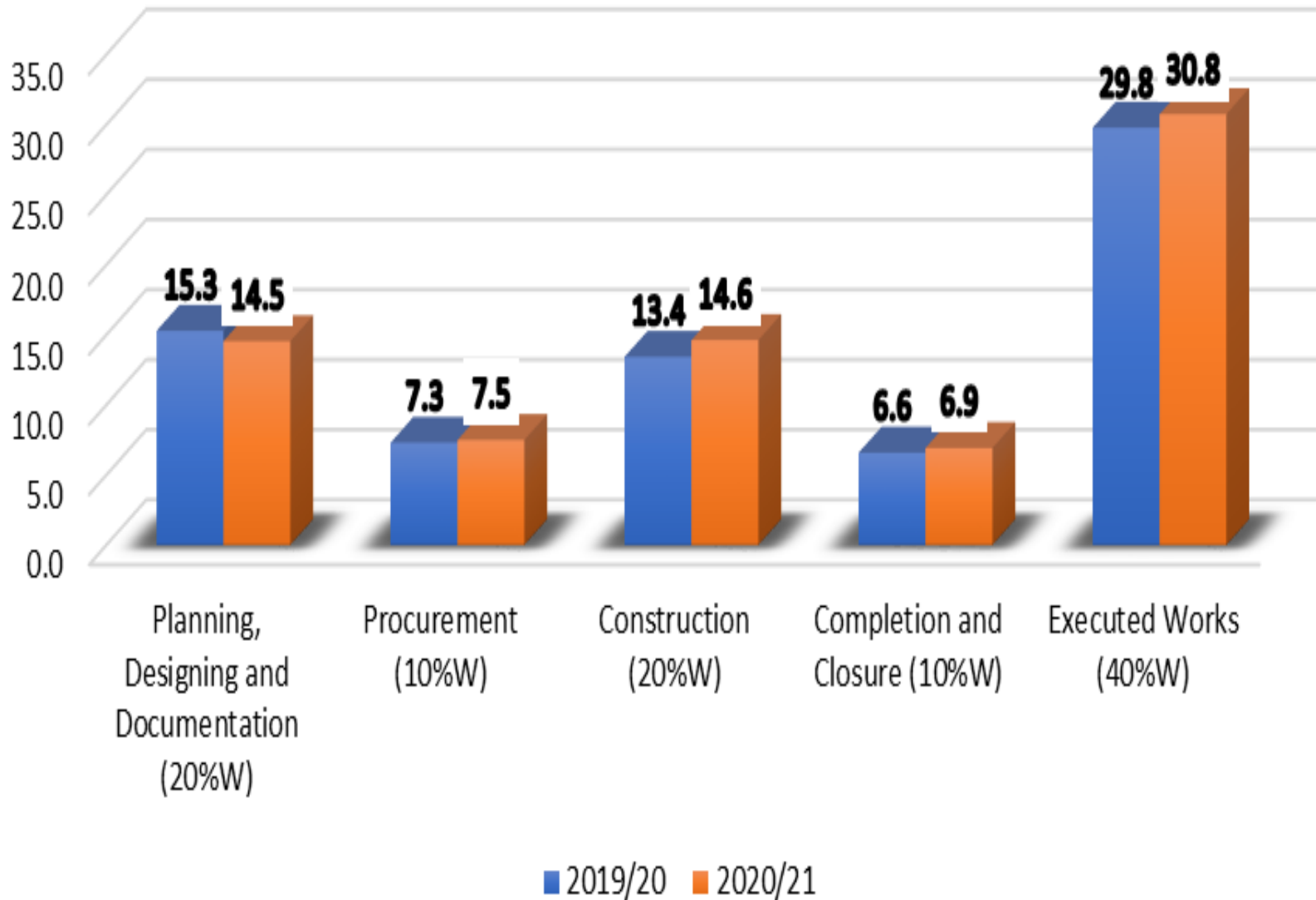
- TARURA performance in this stage has increased by 2.4 percent from 74.5 percent in 2019/20 to 76.9 percent in 2020/21.
- There was an increase of performance in 6 out of 7 parameters as follows:
 - i. Quality of workmanship, materials used, riding surface, and absence of defect;
 - ii. Compliance of dimensions of the major items of construction of the completed works with the drawings and technical specifications;
 - iii. Compliance of culverts and bridge dimensions with drawings and technical specifications;
 - iv. Compliance of quality of materials used in pavement structures with technical specifications;
 - v. Compliance of quality materials used in concrete and masonry works with technical specifications; and
 - vi. compliance of ongoing construction activities with safety and EMP requirement.

- However, there was a decrease of performance in compliance of site clean-up and restoration of disturbed and/or damaged areas with EM.

3.6. TARURA Overall Performance

- TARURA overall average performance has increased by 2 percent from 71.4 percent in 2019/20 to 73.4 percent in 2020/21.
 - TARURA has increased its performance in:
 - i. Procurement;
 - ii. Construction;
 - iii. Project completion and closure stage; and
 - iv. Quality of executed works.
 - However, it has decreased its performance in
 - i. Project planning, designing and tender documentation.
-

3.6. TARURA Weighted Average Performance Score



4.0. Comparison between TANROADS and TARURA

4.1. On Planning, Designing and Tender documentation stage, TANROADS performance has been excellent at about 82.7 percent compared to good performance of TARURA of about 72.7 percent.

4.2. On the Procurement stage, TANROADS performed better at about 82.6 percent compared to the performance of TARURA of about 75.0 percent.

4.3. On the construction stage, TANROADS performed better at about 78.9 compared to the performance of TARURA of about 73.1.

4.4. On project completion and closure, TANROADS performed better at about 69.7 percent compared to TARURA performance of about 69.3 percent.

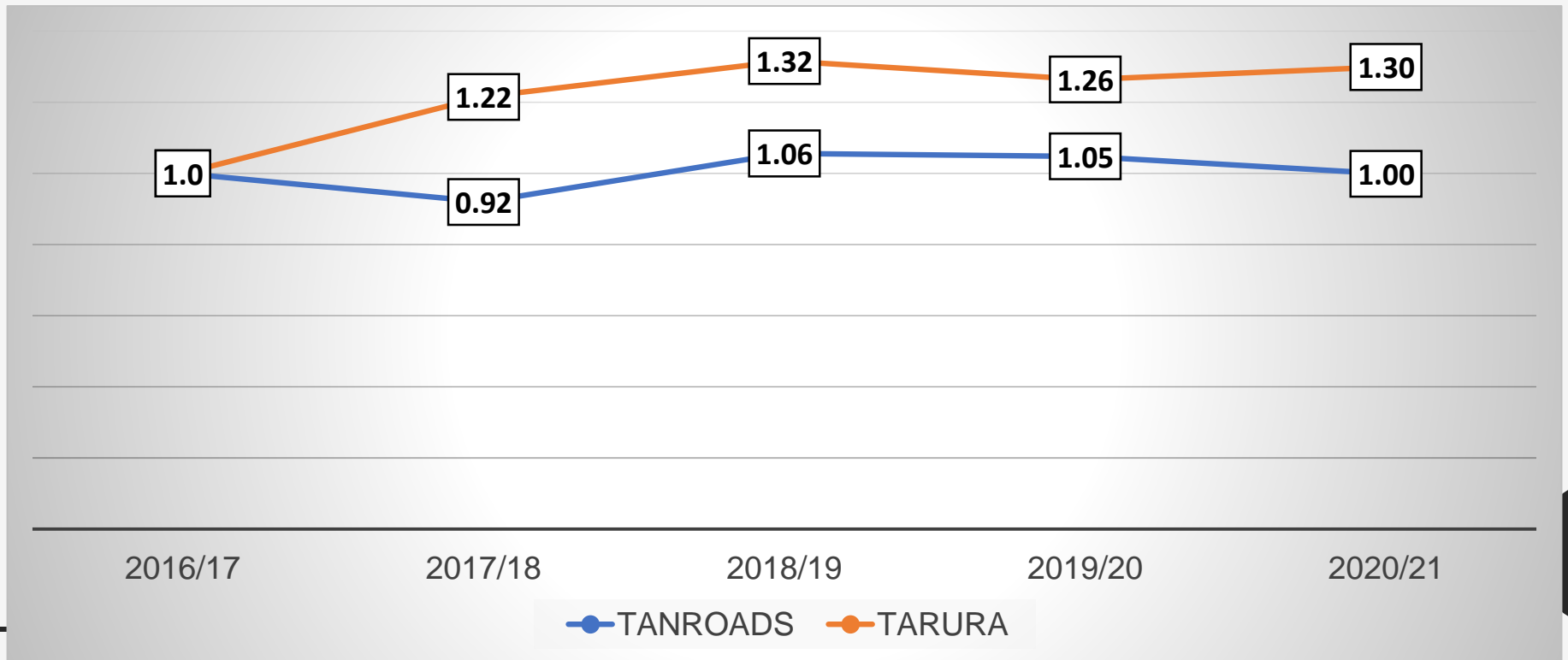
4.5. On quality of executed works, TANROADS' performed better at about 82.6 percent compared to TARURA performance of about 76.9 percent.

Generally, the performance has declined to both TANROADS and TARURA in planning, designing and tender documentation. However, TARURA has increased performance in 4 out of 5 stages, while, TANROADS has decreased performance in all stages.

4.0. Comparison between TANROADS and TARURA

Performance Trend of TANROADS Against TARURA

Since establishment of TARURA in 2016/17, it has been improving its performance faster than TANROADS. However, in 2020/21 TARURA has improved its movement of performance, while TANROADS has decreased its movement of performance both Roads Agencies decreased their movement of performance, although, TARURA decreased fast compared to TANROADS.



6.0. Recommendations to TANROADS

6.1. Project Planning, Design and Tender Documentation Stage

- i. Ensure all contractors are maintaining planning and designing of the works using RMMS software since it's very efficient for project planning and prioritization.
- ii. Undertake design review before the structures are opened for service.
- iii. Ensure technical drawings and specifications are prepared prior execution of works.
- iv. Ensure effective follow-up of the maintenance funds so that they can be used only for maintenance activities.
- v. Emphasis contractors to prepare strip map or longitudinal road profiles and include in the contract drawings as they contain specific location/information of road maintenance.
- vi. Maintain thoroughly quantification of the size and amount of catch water and mitre drains so as to enhance the project to last long.
- vii. Ensure tender documents are prepared based on PPRA standards of tender documents latest version.

6.0. Recommendations to TANROADS

6.2. Procurement Stage

- i. The IA should emphasize all members of the project management evaluation team to sign Personal Covenant in accordance with PPA 2011.
 - ii. Maintain high standards of procurement ethics and procedures such as publishing the awarded contract to PPRA as per (Regulations within 14 days after signing the contracts).
 - iii. Ensure that contract documents are approved by Tender Board and that PMU issue approved contract documents as per section 33(1) (c.) and section 38(k) respectively.
 - iv. Ensure all tender evaluation procedures for award of contracts are followed and adhered.
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6.0. Recommendations to TANROADS

6.3. Construction Stage

- i. Ensure timelessness of a site possession by contractors.
- ii. Ensure existence of quality on contractor's site organization and staff for effective implementation of the project.
- iii. Ensure presence of quality of supervising engineers' site staff for effective and timely execution of the projects.
- iv. Ensure presence of quality of quality assurance program.
- v. Ensure effective contractor's adherence to quality assurance program.
- vi. Ensure presence of sound contract management and simplify the process of measuring time elapse against actual works progress.
- vii. Ensure effective adherence of quality and management of project documentation by contractors.
- viii. Ensure contractors are submitting their securities timely as per contract provisions.
- ix. Ensure compliance to environmental protection in accordance with Environmental Management Plan (EMP).
- x. Ensure the material tests are done by their office and not contractors.

6.0. Recommendations to TANROADS

6.4. Project Completion and Closure

- i. Ensure as-built-drawings are submitted and verified before final hand over.
- ii. Ensure completion certificates are issued immediately after completion of works as well as settlement of final account.
- iii. Ensure compilation and management of snag list effectively by contractors.
- iv. Make close follow-up of the management of the defect liability period.
- v. Ensure existence of quality and adequacy on the final project report by contractors.
- vi. Ensure close follow-up on the project time management during construction for project completion within contractual period.

6.5. Quality of Executed Works

- i. Emphasize contractors to put more emphasis on adherence to quality of workmanship, material used and other components of completed works.
- ii. Ensure contractors are effectively comply with drawings and technical specification as per needs and requirements of the contracted roads projects.

6.0. Recommendations to TANROADS

6.5. Quality of Executed Works

- iii. Put more emphasis on ensuring potholes are sealed as soon as possible before effective use of the roads to avoid further damage to the pavement layers and to road users.
 - iv. Ensure use of quality materials especially those intended to be used in pavement structure as described in technical specifications of the respective project.
 - v. Strengthen supervision in order to minimize substandard executed works.
 - vi. Ensure contractors remove debris from the patch works and within road reserve areas; clean-up and environmental management are observed in its operations and presence of updated EMP.
 - vii. The Agency in collaboration with other responsible authorities should remove the small traders from the road for their safety, health and proper (safe and comfortable) utilization of the newly rehabilitated roads.
 - viii. Enhance awareness creation on environmental protection in roads and its reserve areas.
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6.0. Recommendation to TARURA

General Recommendations

- i. Conduct capacity building and development programs to Engineers and Technicians on roads project management including procurement and effective contract management.
- ii. There should be deployment of staff in TARURA offices where there is understaffing.
- iii. Supply necessary resources including vehicles in its council offices to enhance efficiency.

6.1. Project Planning, Design and Tender Documentation

- i. Ensure DROMAS software is well equipped with all necessary tools for prioritization and planning of roads projects, OR
- ii. Because DROMAS has not improved for a longtime, TARURA may customize the Roads Maintenance Management System (RMMS) to accommodate prioritization and planning tools for urban and rural roads projects.
- iii. It should conduct training to its staff on use of computerized roads maintenance systems to improve performance in planning of roads projects.

6.0. Recommendation to TARURA

- iv. Continuously conduct adequate roads inventories, condition surveys and hydrology studies/assessments. Also, it has to prepare a common standard template of inventory and condition survey report and circulate to all Councils for preparation of reports.
 - v. Ensure preparation of accurate and appropriate design calculations and technical drawings.
 - vi. Should carry out hydrological and hydraulic analysis for construction of major structures in order to determine appropriate sizes of cross drainage structures.
 - vii. Ensure designs and hydrology assessments are carried out to insure functional efficiency, structural integrity, sustainability, lifetime costing and flexibility.
 - viii. Ensure comprehensive BoQs are prepared in compliance with the requirements made in the respective projects.
 - ix. There should be accurate and appropriate project plan, design, specifications and experienced estimators so as to facilitate the accuracy of engineer's estimates which are valid and highlight the project cost projection depending on the local prices of labor and materials.
 - x. It should prepare accurate and complete tender documents and ensure consistency of BoQ items with drawings and technical specifications.
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6.0. Recommendation to TARURA

6.2. Procurement Stage

- i. Emphasize and abide to Public Procurement Act (PPA) and its regulations as well as directives provided by Public Procurement Regulatory Authority (PPRA) so as to apply the most appropriate procurement methods and processes.
- ii. Ensure all emergency projects are following requirements of the PPR.2013 and RFB Guidelines for Emergency Projects.
- iii. Ensure bid evaluation reports cover all stages of evaluation in a manner that show integrity, competition and efficiency.
- iv. Conduct detailed analysis of rates quoted for major items of works. It should be insisted to make sure TARURA conduct detailed analysis of prevailing market prices in order to have clear market information before making estimates for projects.
- v. The criteria to select a contractor should be based on skills, experience and previous performance as well as capability and competence of a contractor considering the project size and complexity as provided in the ~~tender documents~~, rather than automatically accepting the lowest bidder.

6.0. Recommendation to TARURA

6.3. Construction Stage

- i. Ensure timely possession of construction sites to Contractors for early commencement of works so as to guarantee project completion within the contract period.
 - ii. Improve the management of contracts for roads projects so as to make sure that contractors are providing high quality works and adhering to project programs.
 - iii. Ensure that contractors have quality site organizations and staff purposely to enhance productivity and quality of projects.
 - iv. Strengthen the capacity of regional laboratories and provide spare parts of gravel testing kits in regions.
 - v. Ensure that the project securities are submitted and their authenticity is confirmed by the Client before commencement.
 - vi. Improve the quality and management of project documentation.
 - vii. Ensure detailed assessment including validity of project delays and extension of time is conducted.
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6.0. Recommendation to TARURA

6.4. Project Completion and Closure Stage

- i. Include a condition for preparation of accurate and complete as-built-drawings in project contracts and ensure that they are submitted before closing of accounts.
 - ii. Enhance management of snag lists to ensure they are prepared and their rectification adequately managed.
 - iii. Enhance management of defect liability periods to ensure timely issue defects liability certificate in compliance with the provisions of the contract.
 - iv. Ensure that there is timely issuance of completion certificates and settlement of final accounts as provided in the contracts.
 - v. Ensure timely preparation and submission of final project reports as per contracts requirements.
-

6.0. Recommendation to TARURA

6.5. Quality of Executed Works

- i. Enhance completed works satisfaction including enhancing overall quality of workmanship; materials used; and riding surface.
 - ii. Closely, supervise contractors employed and ensure that construction items are implemented as specified in contracts based on physical site measurements and technical specifications.
 - iii. Conduct assessment of construction materials expected to be used in road construction projects so as to enhance use of quality materials for sustainability of roads constructed.
 - iv. Ensure comply with environmental policies and regulations to protect workers' health and life as well as conserve the environment in areas where road projects are executed.
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6.0. Recommendation to ROADS FUND BOARD

- i. RFB to own, manage and operate implementation of the recovery plan objectives, and strategies. These may include contract review, project impact; update risk registers: execute plan and communicate plan and ensure collaborative communication.
- ii. RFB to intensify implementation of Monitoring, Controlling and Evaluation System objectives, strategies and activities as part of RFB management systems. This includes the need for advanced, intensive and short term courses - capacity building training on the monitoring and evaluation systems to RFB Board, Management, and stakeholders.
- iii. Design, plan, arrange and implement strategic reward system for effective implementation of MC&E system in Tanzania Mainland.
- iv. Ensure that the selected sample of technical audit regions should be at least half number of all regions and each zone have representative region(s) to be audited in Tanzania Mainland so as to understand performance status of Road Agencies in the whole country. Technical audit should be undertaken in all regions with sample of 4 projects to TANROADS and every Council to TARURA. The sample of 4 projects will comprise 1 project from each category of road maintenance i.e., periodic maintenance, spot improvement, routine maintenance and development. The sampled regions should account for at least 50 percent of disbursed funds for road maintenance in respective financial year.
- v. There should be consultation with Road Agencies after producing the draft of this evaluation report so as to solicit insight issues about their observed performance status in the report. This will help to enrich report with vivid findings about performance status of the Road Agencies.
- vi. RFB has to intensify review of the received draft rollover technical audit reports and its annexes from auditors and provide comments to be incorporated in final reports. This will help to have adequate and complete technical audit reports and its annexes with minimal errors.