

ASSESSING THE CONSTRUCTION MANAGEMENT
PROBLEMS OF ROAD PROJECTS IN MWANZA
CITY COUNCIL, TANZANIA

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A RESEARCH REPORT SUBMITTED TO THE FACULTY OF
SOCIAL SCIENCES AS A PARTIAL FULFILLMENT OF THE
REQUIREMENT FOR THE AWARD OF BACHELOR OF
PUBLIC ADMINISTRATION OF KAMPALA
INTERNATIONAL UNIVERSITY.

JULY 2008

DECLARATION

I Nelson Kobalyenda, declare that this research is my own work and has not been submitted to any other Institution of higher learning for any academic or professional award.

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DEDICATION

I would like to dedicate this research work to the almighty God. My mother and my late father for their parental care, endless love, and also for bringing me up to where I am. My brothers and a sister who had to sacrifice in one way or another for the whole duration of my studies so that I could reach at this level, without forgetting my friends for their tireless support.

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ACKNOWLEDGEMENT

This work would not have been possible without the kind support and genuine cooperation received from the following individuals:

I thank the City director of Mwanza City Council (MMC) for giving me permission to conduct this study at the City Council.

I am very indebted to my supervisor, Mr David Mwesigwa for his guidance and assistance to my success

Gratitude also goes to all employees at Mwanza City Council for their valuable advice, inspiring suggestions and the patience they showed during my researching period.

Last but not least, I would like to thank my mother and brother for strong moral and financial support in preparation of this report. I can't forget my friends Florian, Abby, Ariano, Donald, without forgetting Damaris for her love and caring during my studies at Kampala International University. I also wish to thank all who contributed in one way or another in completion of this work.

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ABREVIATIONS

PSU	Project Support Unit
RDD	Regional Development Director
TANROADS	Tanzania Road Agency
TSHS	Tanzanian Shillings
UDSM	University of Dar Es Salaam
USAID	United State Agency for International Development
USRP	Urban Sector Rehabilitation Project
WB	World Bank
URTA	United Republic of Tanzania Abstract
LGFM	Local Government Financial Memorandum

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ABSTRACT

This research was carried out in Mwanza City Council. The objective of this study was to investigate management problems for road construction projects within Mwanza city council, as an instrument for enhancing our knowledge behind local government performance. Much emphasis was given on roads project funding, procurement of road works and the execution of the project. It also looked at the human technical capacity needed to supervise the projects.

Road construction projects in local authorities have recorded poor performance to the extent that the public has questioned the rationale for continuing to have them. Firstly, this study investigated whether lack of technically qualified staff had an influence on road construction projects.

Secondly, the study was set to investigate whether non-adherence to the Local Government Financial Memorandum in procurement in roads works has any effects to projects performance. Road contract management and administration techniques used in Mwanza city council have been investigated. .

CHAPTER ONE

INTRODUCTION

1.0 BACKGROUND OF THE STUDY

Local Governments in Tanzania were formed under the act of parliament number 7 of 1982. The constitution of the United Republic of Tanzania provides for the creation of local government authorities (LGA's) in the country in order maximize popular participation and peoples empowerment.

Local authorities have a wide range of responsibilities for the provision of essential service and goods for the citizens within their locality. In order to carry out these responsibilities, they have to collect public funds through taxes, receive government subventions and other external supports such as NGO's and donors communities.

Most of these funds besides meeting other local governments operations, they are intended for community developments projects which includes mainly construction projects such as construction and maintenance of roads, schools, health facilities and water schemes.

It is, therefore important to note that sound construction management is crucial if local authorities are to convince the publics that funds accrued by them have been properly spent for the intended purposes to achieve maximum benefit possible. The above argument suggests that local governments are important and crucial instruments for people themselves. And effort should be made to avoid political interference by the Central Government in their operations.

The largest investment of all projects in Tanzania both in the central and local governments is in road; this can be supported by the fact that, the ministry of infrastructure which is responsible for road projects at the central government level spends about 25% of the entire government annual budget.

This is due to the strategic importance of road infrastructure to the economy in view of the size of the country and dominant mode of production distribution. Over 70% of the freight movement in a country is by road. Therefore, it is essential that road network is well maintained in order to facilitate distribution and marketing of goods and services in the country. (Nkinga et al, 1992)

Most of the staffs in these local government authorities operate without clear job description and proper definitions of their functions, because of unavailability of proper plans, technical guidelines and adequate resources, most of the staffs perform duties not related to their responsibilities. This inefficiency creates room for outside interference. Although interference (be political or otherwise) is unavoidable, it usually divert resources to unplanned road maintenance or unrelated works (Nkinga et al 1992)

The ministry of Regional Administration and Local Government like any other ministry is required to properly utilize its funds for the benefits of the society. In order to achieve this objective, the Local Government Financial Memorandum (LGFM) has been in place since 1997, this is a document, in which all local authorities must follow in all matters of contract procurement and administration.

1.1 STATEMENT OF THE PROBLEM

Local governments were abolished in 1972 after the central government found them to be an obstacle to development. In order to enhance popular participation of people in the development process coupled with failure of the introduced centralized system, Local Governments in Tanzania were re-introduced in 1984.

Poor performance has been a significant feature of local governments in Tanzania since colonial and post independence period. In order to study how to curb the problem, the colonial government and post independence government embarked on various reforms in 1953, 1962, 1963 and 1972.

In spite of the reforms, local government's performance has been worsening to the extent that the public has questioned the rationale for continuing to have local governments (Mbutta, 1999)

Poor performance is observed in areas of provisions of local services such as education, health, construction and maintenance of roads, sewerage and water supply projects, and revenue collection among others.

Several studies have been conducted in Tanzania on problems facing the performance of its local government's institutions. Reasons advanced by various researchers as cause of different problems differ significantly. Moreover, most studies revolve on one aspect of the problem e.g. Financial management problem, problem in human resources functions, using selected indicators to assess the local government performance, etc.

It is important to note that in our context, the road projects that will be involved in this study are those with definite cost and time frame and other council's road activities such as road maintenance programs that are repetitive in nature but forms discrete projects

1.2 OBJECTIVES OF THE STUDY

General objectives

The general objective was to assess the management of road construction projects in Mwanza City Council as an instrument for enhancing knowledge behind local government performance. The study also covered projects execution including contract management and administration.

Specific objectives

- i) To establish what types of road construction projects exist in MCC in relation to the existing managerial or organization structure.
- ii) To examine different sources of finance and its timing to road construction projects in relation to project quality and time and cost.

- iii) To access the relationship between existing procurement practices at MCC and road construction projects performance in terms of quality, cost and time
- iv) Examining the relationship between the qualification and experience of technical staffs and projects quality, time and costs.
- v) Recommend ways of improving projects quality as well as ways in minimizing roads construction projects overruns so as to improve the performance of local governments.

1.3 RESEARCH QUESTIONS

This study focused toward determining possible causes of the said problem as possible, therefore the research questions being addressed by this study are as follows;-

- 1) How do the current procurement procedures affect the performance of road construction projects and maintenance in Mwanza City Council?
- 2) Which contract management and administration techniques are being applied in road construction projects in local authorities?
- 3) What are the problems in managing road construction projects in local governments caused by the existing managerial or organizational structures?
- 4) Is there any relationship between the type of contract management and administration techniques applied and quality levels as well as time and cost overruns registered in road construction projects in Mwanza City Council

1.4 SCOPE OF THE STUDY

In this study, the research was carried out in Mwanza City Council in United Republic of Tanzania. The study examined the problems in managing roads construction projects in local government and ways that can help in overcoming or reduce the problem

The study covered the City Council and its three standing committee namely; Finance and Administration, Economic affairs, Education and Health, and the Planning and the Environment Committee, it also covered its 20 wards, each having a ward development committee under the chairmanship of a councilor elected by the people of the respected ward.

1.5 SIGNIFICANCE OF THE STUDY

It is expected that the findings of this study may be of importance to various people and authorities in numerous ways;

Firstly, the result of this study may enable the ministry responsible for Local Government to get in depth insights on the root cause of road construction management bottlenecks. By so doing necessary amendments in current Local Governments reform can be made.

Secondly, both the central government and local governments invest a lot of money in road construction and maintenance works at the district levels with a hope of getting fair end results as part of development projects undertakings. The study may enable the government to utilize the given scarce resources effectively.

Thirdly, it is also envisaged that the study may contribute strongly to the existing body of knowledge and literature related to project management both in the central and local governments.

CHAPTER TWO

LITERATURE REVIEW

2.0 INTRODUCTION

This chapter covers the establishment and practice of Local Governments in Tanzania. In the chapter, the current knowledge regarding construction management is critically reviewed and theories of construction management are presented

2.1 ESTABLISHMENT OF LOCAL GOVERNMENT

Local Government Authorities in Tanzania are established under Article 145 (1) of the United Republic Constitution of 1977, which provided that:

“...There shall be established local Government Authorities in each region, district, urban areas, and villages in the United Republic, which shall be of such types and Designation as shall be described by legislation enacted by National assembly or the house of the representative s of Zanzibar...”

The philosophy which underlies existence of Local Government Authorities in Tanzania mainland conceptualizes that local authority organs shall be administered on the principles of considerable autonomy and that they will be given all rights stipulated in the laws of the state (Siyovelwa, 1991, ALAT. 1996).

Local Government Authorities fall into two categories as follows:

The first one is, that of authorities under the Local Government (District authorities) Act 1982, which establishes:

- (i) District councils under section 5

(ii) Township authorities under section 12

(iii) Village councils under section 25

The second is that of authorities under Local Government (Urban Authorities) Act number 8 of 1982, this establishes;

(i) Town councils

(ii) Municipal council

(iii) City councils

This study will be centered on the second category of Local authorities due to the complexity of road construction projects and volume of works executed by these authorities compared to district authorities.

The local government system inherited in 1961 from the colonial regime was abolished in 1972. It was replaced by the so called decentralized system of development administration (Shangweli, 1998). However, this decentralization has been interpreted by other authors, for example (Ngware, 1995; Semboja, 1990; Therkildsen, 1998; and Liviga, 1992) as signifying a strengthening of the power of the central government and the ruling party over development activities and services provision in the country.

Decentralization was abolished in early 1980's when local governments were re-introduced. The return of the local Government system was aimed at increasing participation of the people and the local government resource mobilization for development. Gambishi (1983) and Kanyama (1983) contend that neither of these goals has been achieved.

Infract, if there is anything that has challenged Tanzania since independence it is how to set up an appropriate political administrative framework for participation and National development. Ngware (1996) and Therkidsen (1998) disclosing the challenges that Local Government reforms in Tanzania are facing had this to say:

“..Reforms of existing local government system
Includes its relation to civil society, will further economic
Development and democratization and improve the general
Livelihood of the citizens under the prevailing condition of
Extreme resource scarcity...”

The challenge behind is to design and implement appropriate measures. Another challenge ahead is whether local councils, as central forms for development have the capacity in both human resources (quality and quantity) as well as proper construction management procedures to mobilize and utilize local resources effectively and efficiently (Therkildsen, 1998) says, the agenda does not specify detailed proposal for change.

Again, one of the specific objectives of this plan is to improve council's scarce resource mobilization and its optional utilization in the development projects such as road construction and others.

We are saying this is absolutely right, but again challenge remains to local government is whether there is proper skills and resources, in managing road projects to match the resources and activities, so that the extent to which the objective above are reached in future will depend on how the project management procedures in local governments and associated human resources capacity (both in quality and quantity) is advanced.

Decentralization, in the case of Tanzania, does not imply the establishment of sovereign local government system. It is only an effecting devolution of power and resources from center to the local level of Government and administration. However, it requires the later to have a well established capacity to shoulder such responsibilities to ensure peace and stability as well as an accelerated and sustained economic growth and social development

Ideally, local authorities provide central stage for all decisions and activities and have a bearing on the central state and on the people in their localities and communities. These decisions and activities relate to issues such as access to improved water, construction of health facilities and classes, improved roads etc. lack of efficient and effective local governments can have direct consequences for the whole society

In other words, local authorities with poor capacity in managing road construction projects will be ineffective and inefficient and will fail to provide the expected results to the people. In turn, people will reduce their support to local authorities, for example in paying taxes and charges (Shangweli 1998)

There has been wide spread government recognition in recent years, that local authorities should be strengthen to allow them to perform more effectively (ALAT 1989, 1993; URT 1993, 1994)

2.1.1 Construction management of road projects

One of the major tasks of local authorities is to ensure the provision of basic services such as health education, road and water as well as maintenance of law and order and promotion of social and economic development of the people in their locality. In order for the local authorities to realize these objective they undertake projects and raise funds to finance them (Mbutta, 1999), for instance, suggests that poor performance of local government is results of lack of funds.

In her study regarding project implementation in Tanga Municipal Council in 1999, Mbutta observed that all construction projects undertaken by the council between 1992-1995 lagged behind the planned schedules. She observed that the delay in releases of central government subsidies was the major setback to the completion of the construction projects

As observed, it is worth nothing that lack of finances contributes significantly to problems facing local governments in execution of road construction projects. Thus this research will go further and investigate the associate problems in road construction works even in circumstances where enough financial resources were available but due to other factors, the expected results could not be attained. The other challenge facing local authorities in executing road construction and maintenance works is the utilization of the road funds, which is the central government subsidies for funding road works in all local authorities

The government enacted the road toll (Amendment) Act No: 2 of 1998, which was passed by the parliament on 11th November 1998 legislating the Road Funds and the road Fund Board. Among many other functions of the board is to develop and review periodically the formula for allocation and disbursement from the fund to TANROADS, local authorities and other road agencies and to undertake road management at a level that is sustainable and affordable (Haule, 2002)

According to Haule, the auditor report financial year 2000/2001 shows that the Road Fund Board receives a clean report; the report also shows that the ministry of infrastructure and TANROADS has qualified reports. Regarding PORALG, the auditors failed to make an opinion on accounts. The audit reports have reviled the following weakness on utilization of the road funds particularly by councils;

- (i) Ineligible expenditure, transfer, and diversion of funds;
- (ii) Poor accounts and stores records;
- (iii) Outstanding imprest;
- (iv) Questionable expenditures;
- (v) Diversion from performance Agreements;
- (vi) Poor contract administration, supervision and workmanships.

Accordingly, in order to curb the above mentioned malpractices in managing the roads works in the councils; Haule (2002) come out with the following actions that are being implemented following the report;

- (i) Stop further disbursement to implementing agencies that diverted funds until when the same have remitted back to road account;
- (ii) Engineers and contractors responsible for poor works to be reported to respective professional bodies for disciplinary actions

Haule (2002) also testified that in most cases throughout the year, the amount of funds disbursed to local authorities and remain unutilized but committed as per given action plan stood at 51% of the total disbursed funds while uncommitted funds remained standing at 3%.

Though more funds are required in order to improve road maintenance, this must be accompanied by improvement in the capacity of local councils and the construction industry to absorb the fund. The ministry of Regional Administration And Local Government (MRALG) is moving away from traditional phase of administering road rehabilitation and maintenance through force account methods, and entering into a new phase of developing and managing contract, negotiations and administering district road rehabilitation and maintenance contract with private sector consultants and contractors (Mng'og'o, 2001)

This research is of opinion that in most cases, the supervision agent/ consultant normally propose contract procurements and supervision procedures for their own interest, when the project is completed, local authorities are left with management structures which they cant afford to sustain leading to poor post road maintenance undertakings.

In most local authorities the issue of tax administration in road work undertakings is not well addressed, this has adverse effect in the overall road project performance because, in most cases the amount of funds budgeted for construction activities end up in paying taxes due to lower cost estimates which doesn't include the tax (MCC-report, 2002)

In its final report of the study by the Economic Research Bureau (ERB) of the University of Dar-es-salaam in 1991, regarding construction costs trends and control mechanism in Tanzania found that variations exists between one project and the other and also between organizations. An attempt was done to analyze reasons for cost increase in conventional projects normally executed through fairly district stages

2.1.2 Equipments Availability in Road Construction Projects

Civil engineering projects are mostly capital-intensive requiring major investment in plant and equipments. Currently, the situation in the country for both privately and government

owned plant is in a very poor shape requiring major inputs in terms of spare parts for repairs and rehabilitation as well as new equipment (ERB-UDSM, 1991)

A study carried out by the World Bank in 1988 for the ministry of Works and Communication found out that the only Government plant pool at Morogoro established for the purpose of provision of hire services to Government projects was in a bad shape with most equipment not working.

Generally, the environment of construction and maintenance of civil engineering works and other facilities is now changing as most developing countries including Tanzania are adopting commercial strategies in management of road construction and maintenance activities. As said earlier while use of government force account unit is being phased out in favor of private contractors, semi-autonomous to private plant hire pool are being encouraged.

In the real situation for Tanzania, management of construction and maintenance particularly of road is not yet commercial. Roads are still public goods constructed and maintained using taxes collected by the government. In this transition, equipment availability problem (demand) is directly the major part of the government-private sector partnership. The challenge is how to manage the vacuum created by the rate at which the government is pulling out of equipment and the rate at which the private sector is developing to fill the gap (Rweyemamu, 2001). This challenge is in two folds for local Governments road construction works, which will form part of this research

Rweyemamu (2001) in his study found out that most of contractors investing in equipments are based in Dar es Salaam. Periphery regions of the country have critical shortage of road maintenance equipments, works that are not attractive to big contractors which are often advertised several times before they are awarded. Poor quality of road works performed by some local contractors is in most cases blamed on lack of equipments.

Indeed, a short term solution in managing road construction projects regarding the equipment scarcity in local governments, Rweyemamu (2001) proposed that many construction

operations, particularly in routine of maintenance of gravel roads, could be cost effectively performed using labor based methods.

Employing intensive labour does not mean 100% labour. There are other activities that must use minimum and simple equipments. Equipments that are relevant for labour-based projects include for example, pedestrian rollers and small water bowers. Lack of durable and heavy tools has also being a big problem; wheelbarrows and hoes in the market cannot withstand soil conditions (Kinasha, 2001). There is a need to encourage the existing manufacturing industries to research and produce equipments that are affordable and simple to use.

2.1.3 Human Resources Management

The problem of local government in Tanzania is not a phenomenon of the current Local Government system rather it is one which has existed since the pre and post independence of the country, particularly prior to decentralization exercise in 1972 (Mbutta 1999). Various researchers and practitioner have written on possible factors contributing to poor performance in Local Government.

Competence of staffs is among the variables in performance. According to Tordoff (1967), the problem of poor execution of Local Councils should not be looked in isolation from the competence of manpower prevailing in the councils. Lack of competence manpower causes local council to fail in executing projects agreed upon by the councilors

Details given in the engineering community attending the Annual Engineers Day (AED) ceremony in Dar es Salaam show that the country's 144 councils have employed 211 engineers, and 20 out of them lack any qualification yet are referred to as engineers. Out of 20 qualified engineers, there are district/councils engineers who have the responsibility of supervising, procuring and giving technical advice to multimillion shillings worth projects. On the other hand, local councils has become home to pseudo-engineers, and also the appointment of recently graduated engineers into such a strategic post of district/council engineers (the Guardian, Thursday 20th march,2007)

Another poor performance in local authorities according to the guardian of 20th march 2007 is that local councils which are aware that more engineers should be employed, have instead employed just one engineer of certain specialization, such as mechanical or civil, who is forced to work in all fields regardless of the area of specialization.

The above cited literatures doesn't show whether the current organization structure in local authorities enables District Engineers to work effectively and efficiently, which is part of this research

2.2 PROJECT MANAGEMENT

In an organizing venture for managing projects. It involves scientific application of modern tools and techniques in planning, financing, implementing, monitoring, controlling and coordinating unique activities or tasks to produce desirable output in consonance with pre-determined objectives within the constraints of time, cost, quantity and quality (Goel, 1987)

On the other hand, it is expressed as an application of knowledge, skills, tools and techniques in project activities in order to meet or exceed stakeholder's needs and expectations from the project

2.2.1 Project identification

Projects usually don't emerge themselves; the impetus to set up a project can come from different sources such as governmental agencies, credits and financial institutions, non governmental organizations, and the people/society in general.

2.3 FINANCE

Finance is an important factor in any organization, as it is the one which is used as a working capital in manufacturing and service oriented organization like local governments. This is because local governments are concerned with the provision of such services as roads, water and schools. In general, they are supposed to improve the economic and social welfare of the

citizens residing within their jurisdiction. All these services require finance in order to run effectively. In regard to local governments, it is acceptable that the promotion of own revenue source is essential, an active council should use legal provisions to increase its revenue collection so as to be able to meet the cost of providing services (Mbutta J.J 1990),

Taking example public sector finance, which involves the ways and means for collecting financial resources and its utilization in the public sector for attainment of desired goals. Public financial resources include government revenue and borrowings, local government own revenue collection and income of public commercial institution. It should be noted that, the central government revenue forms the main sources of finance in the public sector operations.

CHAPTER THREE

RESEARCH METHODOLOGY

3.0 INTRODUCTION

In this chapter, the researcher covers the research design, area of study, sampling procedures and data analysis. In obtaining the relevant information and collection of data, the researcher used primary and secondary instruments. These include questionnaires, interviews, books, newspapers, magazines and articles written by several authors.

3.1 RESEARCH DESIGN

Both qualitative and quantitative methodology were used to authenticate the study and that allow the collection of detailed information from the respondents affected directly or indirectly by construction management problem in Mwanza City Council

The case study strategies were employed for the purpose of conducting this research. The strategy is preferred most rather than other field research methods because it provides an intensive and integrated investigation of a definite unit, such as specific social institution, work place or a department in search for comprehensive information on a district phenomenon. (Good, 1966)

In addition, the objective of the study method is to locate the factors that account for the behavioral patterns of the given unit in their inter relationships and integrated totality (Kothari, 1992). Therefore, the study approach facilitates a deep and clear insight with regards to road construction management bottlenecks in the local government institutions in general and the Mwanza City Council (MCC) in particular.

3.2 AREA AND POPULATION OF STUDY

The study were conducted within the jurisdiction of Mwanza City Council, hereby referred to as MCC formed under the Act of Parliament No 7 of 1987, section III. Mwanza City Council comprises of two Districts namely Nyamagana and Ilemela Districts .its section was base on the fact that it is one among the oldest local authorities that has recently being promoted to city status in 2001. On the other hand, Mwanza City Council is the second largest council with city status in terms of revenue and expenditure, the first being Dar es Salaam City Council.

It occupies an area covering 831sq. Km. the administrative boundaries of Mwanza city are; the District of Ukerewe on the North, Sengerema on the West, Kwimba and Misungwi and Misungwi District on the South and Magu on the East. The Mwanza City is the second largest City in Tanzania and the central commercial area for the lake zone. Currently, it is estimated to have about 700,000 inhabitatns

The target population for this study involved people who in one way or another are involved in the practice of local governments, particularly in road construction and maintenance activities in Mwanza City Council. Those involved directly included regional local government officials, city director, councilors, district commissioner, and head of departments at the council, middle and junior staff in Mwanza city council.

3.3 SAMPLING PROCEDURES

Since the number of employees and Councilors dealing with road works in Mwanza City Council is relatively small, and at the same time the number of contractors and consultant dealing with road works in the council is limited, the sampling technique employed for selecting respondents is in three categories namely; employees, councilors, and contractors, were judgmental or non probabilistic technique. These techniques were applied in the process of collecting primary data.

3.4 DATA COLLECTION METHODS

Three methods were applied for collection of desired data. It was expected that these may counter check and reinforce each other.

The three principal techniques employed in data collection included documentary analysis, interview guide and observation guide. The document used includes books, legislation's pamphlets, journal and newspapers. Various files, reports, meeting proceedings and minutes for various meetings were consulted. Interview and discussions with people in Mwanza City Council (target population) were centered on the research questions for the study to avoid irrelevant materials,

It was necessary to be a participant observer in order to crosscheck the information gathered through interview and documentary analysis and hence attendance in several councils proceedings and meetings that will be conducted.

3.5 DATA ANALYSIS

Qualitative information mainly gathered through primary sources was subjected to content analysis. Relevant information were extracted and presented descriptively. Quantitative data generated mostly from documented sources were tabulated, frequenced and respective packages were calculated and interpreted accordingly

3.6 LIMITATIONS

In the course of the research, the researcher encountered a number of problems as mentioned below;

3.6.1 Absence at the time of call

This problem was characterized by absence of respondents whenever their offices were visited.

3.6.2 Ignorance or apathy

Low literacy levels among most respondents in Mwanza City Council. Most of them could not understand the essence of the research. It may be common for most of the respondents asking the rationale for the study and argue that many studies had been carried out in their areas but with no benefits to them

3.6.3 Financial problem

The researcher found this a problem due to the fact that some areas for the research to be carried out are remote, therefore there will be a need for some extra amount of money in order for a researcher to reach those areas.

3.6.4 Respondent negligence

The study were composed on the basis of field and self-administering questionnaires, which depend on respondent's cooperation that otherwise, may provide false information

3.6.5 Experience

It is the first time for the researcher to conduct a research practically

CHAPTER FOUR

DATA PRESENTATION, ANALYSIS AND DISCUSSION OF FINDINGS

4.0 Introduction

In this chapter, the data are presented, analyzed and discussed in relation to the objectives of the study. The analysis is mainly centered on MCC. The chapter starts by describing in brief the MCC Administrative structure and a brief description of roads condition in Mwanza city and works department technical staff.

The chapter further describes the procurement of civil works, management and administration of road projects in Mwanza city council.

4.1 ADMINISTRATIVE STRUCTURE

The Mwanza city council has three standing committee namely; finance and administration, economic affairs, education and health, and the planning and environment committee

The city council has 20 wards each having a ward development committee under the chairmanship of a councilor elected by the people of the respective ward. They are important part of the city council management structure as they form an integrals part of community development planning process

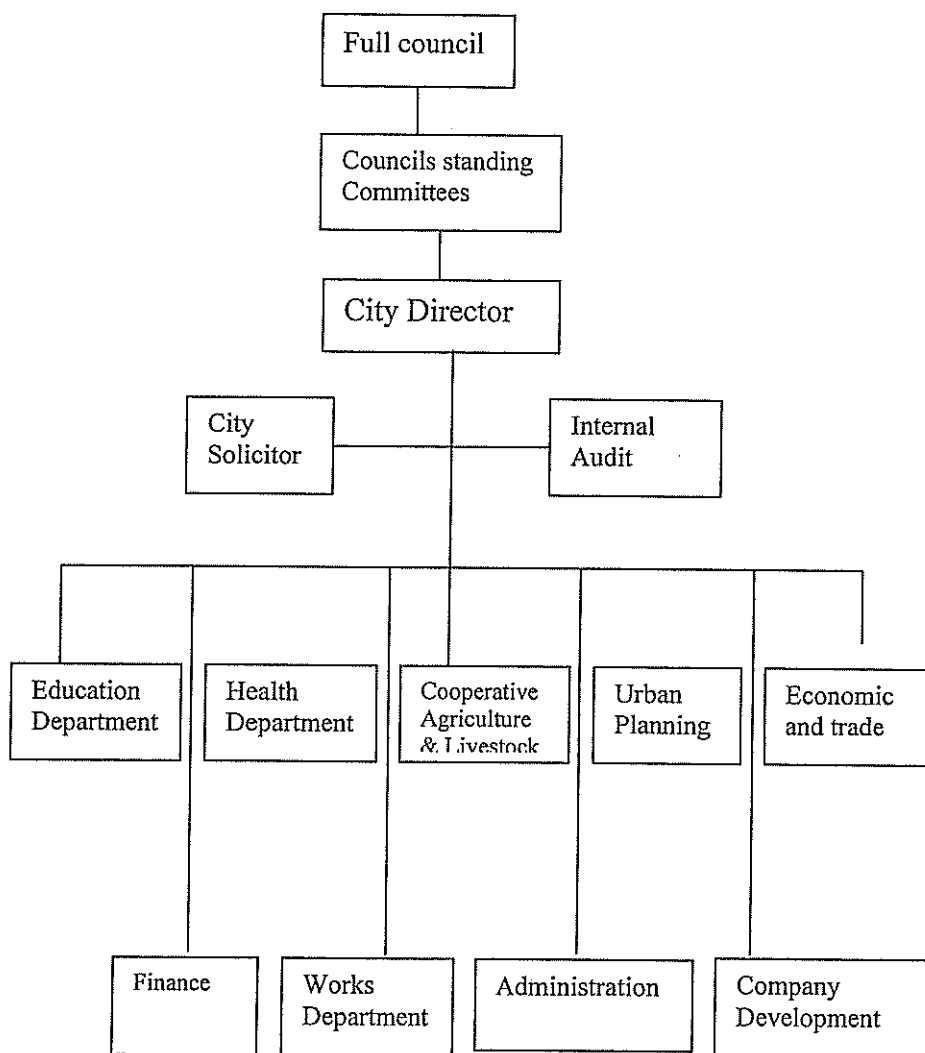
Council meetings include the full council held once in every three months, the other two committees are held also on quarterly basis except finance and administration committee, which meet monthly. All these committee meetings are conducted to deliberate on quarterly implement management reports

4.1.1 City council management structure

The Mwanza city council has nine departments namely; community development; agriculture, livestock and cooperatives; finance administration; health and social welfare; works; trade and economic planning. Urban and environment education and culture. Under the city director, the head the department heads each department.

Also, there are two supporting sections, which are legal and internal audit. The MCC organization structure is here by presented.

Figure 1: MCC organization



Source: Local Government Reform Agenda (2002)

A study done by Price Water House Coopers (PWC) in 2002 revealed a number of issues that were pertinent to the structure, which includes the following;

- (i) Lack of clarity in the role of the department of economics;
- (ii) There are a lot of interventions from sectoral ministries that attempt to impose their views particularly on the structure and the staff members in the Council to support their sectoral activities, and
- (iii) There are a lot of interventions from the Councilors on the day – to-day operations of the executive, which take away valuable time from day to day operations of the executives in order to respond to councilors concerns.

4.1.2 Roads condition in Mwanza city

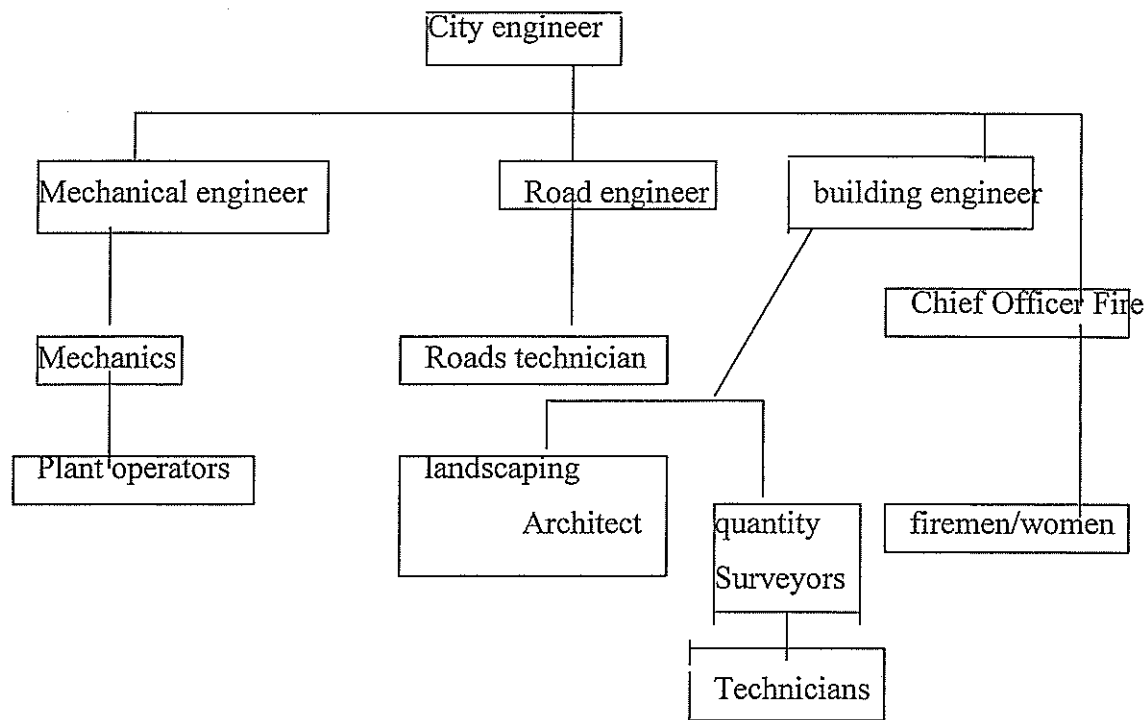
The Mwanza city has a network of 603kms out of which 40 km are paved and 25km are gravel surfaced. TANROAD is responsible for maintaining 10km of paved roads and about 25 km of gravel roads. The council is responsible for maintenance of about 563km among which 30km bituminous. The maintenance and construction of roads in the city fall under the infrastructure department. The roads include tarmac roads, gravel and earth roads. The department responsibility includes construction and maintenance of bridges and culverts. Generally most of the roads are in poor condition except 7.0kms have recently been rehabilitated under urban sector rehabilitation project (USRP). The factor contributing to the existing roads condition includes inadequate resources to carry out required maintenance activities. Among the resources are funds, equipment and plants, personnel, and construction and maintenance skills. The topography is characterized by hills, steep slopes, high water table and swampy areas that are poorly drained (MCC- Report, 2000)

4.1.3 Works department in the city

Work department, one of the council function departments operates through four sections, namely roads; buildings fire rescue services; and equipment and plant section which include the city mechanical workshop. The department is guided by the city Engineer as the

departmental heads and four sectional heads who manage its daily activities. The departmental has 54 employees in total.

Figure 2: works department organization structure



Source: local government reform Agenda (2000)

4.2 Technical staff in Works Department

The table below shows the number of technical staff for works department in Mwanza city council from different sections that are involved in the managements of road construction and maintenance activities.

Table 1: Works Department Technical staff in MCC

POSITION	ESTABLISHMENT		ACADEMIC QUALIFICATION	EXPERIENCE (YEAR)	PREVIOUS EXPERIENCE
	REQUIRED	ACTUAL			
Engineer	1	1	Msc civil eng. PhD (solid mechanic	9Years	City building engineer Dar es salaam (1995-1997)
Engineer	1	1	Bsc civil Eng.	16 years	Worked for 14 years with ministry of works R.E offices (Road section)
Engineering Engineer	1	1	Msc (Str. Eng)	27years	Previously principal Engineer building section ministry of works (25 years)
Technical Engineer	1	1	Bsc (mech Eng	15 years	City mechanical Eng. (for 15 yrs)
Inspector (P)	1	1	Adv. Diploma in ARCHITECTS	15 YEARS	City architect supervised USRP project (3yrs)
Technician	5	1	FTC in civil Eng.	20 years	Worked as an irrigation Tech for 16 years.
Worker men	1	1	STD V11	24 years	Started as Road laborer

Source: MCC, report (2001)

Table 1 shows the skilled and semi-skilled man power position in the department of works dealing and with roads, The works department (road section) is staffed with one Engineer, the other two Engineers from the building and mechanical section have been included in the list because they are directly involved in the execution of road works in the council.

All Engineers have the required qualification i.e. Bachelor of Science Engineering (B SC.Eng). The section is also staffed by coordinators for USRP project, who doesn't have required qualification i.e. Bsc (Civil Eng). Other staff includes a road technician who holds full technician certificate (FTC), which is the require qualification. The same is true of road foreman who posses standard seven qualification required by the scheme of service.

The city Engineer has been suspended by the Government for the last three years, the reasons for his suspension were given by the Government to be:

- (i) Failure to execute his duties as the head of works department; and
- (ii) That he issued the permit for the construction of petrol station in the road reserve area, the petrol station was then demolished by the Government.

Upon suspension of the city Engineer, the building Engineer was given the responsibility to be acting head of department. But later, within six months in the office the council also suspended him. The reasons advanced by the council for his suspension were as follows.

- (i) Failure to supervise ongoing road projects, so as to complete the project in stipulated time, road affected were gigot roa (1km). Kabuhoro – Ibanda (2.5km) Nyashaka – Buzuruga (2km); and
- (ii) That he transferred building material meant for construction of sanga road (1km) to Ghana road (1km) with out permission from concerned authority that is finance and Administrative committee

The building Engineer admitted not to be familiar with the procedures governing procurement of works in local Governments, he was then reinstated to his job but prevented from engaging himself with any thing regarding road works and demoted as acting head of Department.

4.2.1 Action taken By Mwanza city council as remedy for staff shortage

According to the road fund board inspection report (2004) regarding the fund utilization, it was noted that sporadic suspension of engineers in Mwanza city has resulted into poor execution of road works. Although the road condition in the city was not good, 60% of the fund remained unutilized in most cases.

To address this problem regarding lack of qualified and experienced staff in work department, Mwanza city council has taken the following measures:

- (i) The city council requested the minister responsible for local Government and Regional Administration, to reinstate the suspended city Engineer so as to enable works department to function normally. Although this has not been possible, other Engineer has been transferred from Bukoba Town to head the works department in the city.
- (ii) The council has recruited a new engineer since July 2005 to work under roads section.
- (iii) From Table 1 it was observed that there was an acute shortage of road technicians. Actions have been taken by employing one civil Technician with FTC and transferring three technicians from the department of community development to works Department to work as road technicians.

(iv) The city mechanical engineer is now fully engaged in road construction activities especially in the management of council 's equipment and management, and he is now second in charge in most cases as an acting city engineer is not in office.

(v) At one time when all civil engineers wee out of job due to deferent reasons, the works department was under the city mechanical Engineer. As a short term solution, the council sought the service of an external Engineer from the regional secretariat for the period of five months.

4.3 Procurement of Civil works in Mwanza city council

4.3.1 Introduction

Project procurement deals with procurement for capital investment projects, including construction of buildings, roads and facilities in the traditional sector, which is characterized by the relatively large sums of money involved in each procurement (Njuguna, 2000)

In order to survive and form effectively and efficiently, local authorities as agents of the central Government in executing different projects are supposed to adhere to laid down procurement procedures if the expected result are to be a chivied.

The section addresses the issue of procurement procedures for road projects in MCC. We examined whether and how the procurement procedures followed by MCC affects the performance of road construction projects.

4.3.2 Road works procurement practice in MCC

In the procurement of roads works in Mwanza city council the finance committee comprising of 12 members constitutes the tender board. The city treasurer is the secretary to the board, and the other heads of department serves at an advisory capacity only.

The majority of road works executed in Mwanza city council between (2000-2002) were based on force accounts implemented by the works department. The other mentioned

employed by the council during that period, involved quotations from three contractors and those with lowest cost were in most cases selected by the city Tender board

For the procurement of civil works the LGEM provides the following regarding maintenance and the use of a Tender list:

‘...The council may by special resolution, agree to negotiate with a single supplier if the council determines that, no financial benefit would proceed from compliance with usual procedures. The minutes giving effects to resolutions, shall contain the reasons for such proceeding and shall be subject to specific review by the office of controller and auditor general’.....

The above clause has been unfairly utilized by Mwanza city council for the period between 2000-2002 as all works were being awarded based on quotations. No single road work was advertised to the public, this resulted into the following development:

- (i) Prevention of fair competition
- (ii) Overpriced bills of quantities from short listed contractors;
- (iii) For all road projects executed in that period, no review from the office of controller and auditor general were observed; and
- (iv) In some cases, the works were awarded to individual people without any legal company registered with contractor’s registration boards given in the table below.

Table No 2. Contracts awarded to Unregistered Contractors

NO	PROJECT NAME	PROJECT COST.
1	Construction of Nyafula Drift lialila	4882,000/=
2	Construction of vented drift lialila	2,460000/=
3	Construction of two box culverts	2,725,000/=
4	Patchworks of bugando road	4,000,000/=
5	Maintenance of Kitangiri bridge	2,860,000/=
6	Butimba road storm water drainage lining 240m	3,850,000/=
7	Construction of vented drift Nyasaka	3,664,000/=
8	Construction of Box culvert pasiansi	1,900,000/=
9	Periodic maintenance of Kabuhoro road	4,000,000/=
10	Construction of two box culverts Buzuruga Bus stands	4,065,000/=
11	Construction of storm water drainage Kijiji rd (1km)	6,000,000/=
	Total	40,406,000/=

Source: MCC Meetings proceedings reports (2002)

According the LGFM provision on the constitution of the tender board, the heads of department who were the council experts in different disciplines, play passive roles at an advisory capacity only, although LGFM says that technical recommendation should be respected but sometimes it is not the case.

The body of elected councilor who bears responsibility for progress and prosperity in the city council is, for the mast part, ill equipped to shoulder such responsibility. In general, some are poorly educated (see Table 3), they have little knowledge of the purpose and practice of local governments, and they are uncertain of their roles as councilors within the system itself. Most of them assume feeling of power whose limits they have no time to recognize (MIP, 1998)

Table No3. MCC council's Education profile.

Education level	Number of councilors
Std iv	3
Std vii	4
Std viii	2
Form ii	2
Form iv	5
Form vi	1
Certificate level	6
Diploma level	4
Advance Diploma	1
1 st Degree.	1
Masters degree.	1
Total number of councilors	30

Source: field survey.

4.4 Management and Administration of road project in Mwanza city council.

4.4.1 Introduction

According to the LGFM, superintendence of the works is vested into the supervising officer who is an engineer or Architect. The supervising officer can either be an independent consultant engaged to play such a role. This will depend on the nature of the works.

The actual practice in MCC is that the works department supervises all road projects financed by councils own sources and the road fund; the external consultancy has been preferred when donors such as the world Bank (IDA) or European union (UDF) finances the project

4.4.2 Road maintenance using councils own sources of funds

Funds devoted to roads maintenance from the council own resources flow steadily, and are totally insufficient. It is used to meet the works department's office overheads, and simple routine maintenance works such as storm water drainage and culverts desalting, grass cutting and other emergency which can't form a discrete operation amounting to a road project.

Table No: 4 Road maintenance fund from council's own sources

Year	Council own sources of revenue (Tshs)	Allocated funds to Roads (Tshs)	Percentage of Allocated funds.
2002	1,215,396,147.10	58,199,678.00	4.8%
2003	1,327,634,066.00	31,279,679.60	2.3%
2004	1,708,991,390.72	33,878,472.90	2.0%
2005	2,061,416,705.00	35,762,282.70	1.7%
2006	2,310,163,998.00	43,890,000.00	1.9%

Source: Mwanza city council Annual report (2006)

4.4.3 Road maintenance project using road fund

Allocation from the central Government for road maintenance has been consistently insufficient and unpredictable. Provided all roads under the city responsibility were in maintainable condition, the annual financing requirement is estimated at Tshs 290,000,000 (EC report 2003)

For the last 5 years, the Mwanza city council have received a sum totaling Tshs 599,210,970/= from the road fund as detailed below.

Table No 5: road funds disbursement to MCC

NO	YEARS	AMOUNT
1	2002	145,000,000/=
2	2003	101,480,360/=
3	2004	104,248,250/=
4	2005	132,482,360/=
5	2006	116,000.000/=
	TOTAL	599,210,970/=

SOURCE: MCC Annual report (2006)

Out of 599,210,970/= received from the road fund board, Tshs 205,000,000/= were used for procurement of one motor grader and one 7- ton Isuzu truck. The remaining amount was used for maintenance works. It worth nothing that an amount totaling Tshs 45,000,000 was initially paid to KJ Motors as an advance payment for procurement of a motor Grader, but the company went bankrupt and the money have never being recovered to date.

4.5 Equipment and plant for road works

4.5.1 Introduction

The problem of equipment availability is seen by the major cause of poor performance of local contracting industry, due to the nature of its financing, types and location of contractor and price of equipment. The road maintenance sub sector is the most affected with this problem (Rweyemamu, 2001). Contracting business particularly of roads is capital intensive, up to 70% of the costs of road maintenance

(Periodic) and construction operations are related to equipment. On the other hand equipment especially for road Maintenance are very expensive to buy, so proper management and maintenance of equipment is of prime importance if optimal results are to be obtained.

4.5.2 Equipments and plants in Mwanza city council

During the study, Mwanza city council was found to have substantial number of equipment for road projects as in indicated in the table below

Table No 6: equipments and plants in Mwanza City Council

MACHINE DESCRIPTION	QTY	CONDITION	REPLACEMENT COST(000,000)	DEPRECTATION FACTOR	DEPRECIATED REPLACEMENT COST(000,000)
Motor grader Caterpillar 12H	1	Fair	186	20%	148
7 ton Isuzu tipper	1	Fair running condition	55	70%	5,5
Backhoe loader komatsu- p 2	1	Good	22	60%	8,8
Truck with crane stone	1	Good	44	10%	42,3
Isuzu tipper 7 ton: FSR	1	Fair running conditions	49	60%	19,6
Weel loader kamatsu	1	Good	45	20%	36,0
Nissan D22 p/up Double cabin	1	Fair	30	40%	18
Motorcycle CT110 Honda	1	Fair running conditions	4	70%	1,2
Concrete mixer Edil lame	1	Very good	1,825	5%	1,734
Concrete vibrator poker	1	Very good	0,675	5%	0,641
Asphalt cutter BF's 1345A GR	1	Very good	3,3419	5%	3,248
Road sweeper MTS 200 gum	1	Very good	6,53	5%	6,203
Pedestrian Roller MOMACBW	1	Very good	7,655	5%	7,272
Steel Wheel Roller BOMAG	1	Very good	13,852	5%	13,159
Plate compactor	1	Very good	1,155	5%	1,097
Bitumen boiler/sprayer	1	Very good	27,053	5%	25.7
Hand Pump Bitmen Sprayer	1	Very good	4,492	5%	4,267
Chipping spreader	1	Very good	19,068	5%	18,114
Air compressor	1	Very good	11,049	5%	10,496
Isuzu tipper 9 tons	1	Good	60	20%	48
TOTAL	22				

Source: MCC equipment and plants valuation Report (2006)

Before the year 2002, the council's equipments and plant for road works were being utilized as other council vehicles, i.e. being operated on force account basis. In February 2003, the city Engineer presented a paper proposing the formation of the equipment unit in the council, for operating equipment and plant on commercial basis to meet operational and replacement costs of the plant

The finance and Administration committee accepted the idea, but the decision was a short term one, in May 2004 the councilor found the unit to be unnecessarily bureaucratic and was abandoned.

Currently the council's equipments are operated conventionally using the councils own sources of funds, as the road funds does not allow force account model. Leasing of the council's plants and equipment is not allowed even if the plants are idle.

In most cases equipments are deployed to different wards to be used in road works under the supervision of respective councilors, other equipments like excavators and tippers are used for other council's operation such as garbage collection, construction of school classes and dispensaries.

The works department also maintains a workshop responsible for maintenance of the council's vehicles and equipments. The workshop is under funded and ill equipped and operates at very low productivity (EDF-Report, 2004).

CHAPTER FIVE

SUMMARY, CONCLUSION, AND RECOMMENDATION

5.0 Introduction

This chapter consists of the summary of the study and important conclusions and recommendations based on research findings, analysis and discussions.

5.1 Summary.

From the foregoing, it is clear that road management in Mwanza City Council were the problem that made many road projects within the city not to be accomplished. Yet many efforts have been put in place to rectify the situation. Those who are in charge in managing these projects are in one way taking loopholes due to lack of standing auditors. The study therefore tried to find out where the problem is and suggest the solutions to the problems identified.

5.2 Conclusion

The findings of the study were expected to provide wealth information that would enrich the knowledge on the roads construction project implementation in local governments if the recommended solutions were observed.

Lack of technically qualified and experience staff contributes to poor performance in road construction projects in Mwanza city council (MCC).

Non-adherence of the local Government financial management (LGFM) in the procurement of road works hinders the performance in road construction project in Mwanza city council
Poor performance in local Government's Road construction project has a Positive relationship with the contract management and administration techniques used.

Findings from both interviews and documentary review revealed that in the course of implementing road construction projects in MCC, there have been conflicts in supervising construction projects between the works department and other departments such as the Economic Development department and Education.

For the case of technical staff supervising road projects, the MCC lack technically qualified staff, as the head of department was trained in civil and industrial engineering and the other two civil engineers from the ministry of infrastructure have demonstrated low performance. There are also shortages of road technicians with experience

In regard to management and Administration of road projects, non adherence to LGFM, on one hand and weak management and administration has resulted into road works having poor quality and overrun in terms of time and cost which have negative impact in the council's performance for road construction projects

5.3 Recommendations

On the basis of this research and analysis of the findings we provide the following recommendations

The Mwanza city council should set aside more funds from its own sources for road maintenance projects. This is feasible because the city has unexploited potential for mobilizing additional funds for road maintenance and development projects other than the road fund. A review of the institutional and funding arrangement for road works will have an added advantage of ensuring sustainability of any system to be installed.

The Central Government must continue to be responsible for the local Government activities by regulating, monitoring and assisting in the development of personal and other government machinery at the local level. The central Government move of dissolving RDD offices and hence empowering local Authorities is good and commendable. Also the Government initiative of transferring employees from the central Government is recommended, but great

care should be observed not to turn local authorities a dumping place of employees having low capability and poor performance.

Since the Council has a good number of vehicles of types (light and heavy), and a number of equipment and plants for road construction works, establishing the equipment and plant unit for running them on commercial basis is recommended. On the other hand, it is emphasized to train the plant mechanics, operators and the mechanical engineer who is the plant manager on Equipment and plant maintenance management. Trained plant mechanic and operators will ensure quality and timely repairs, proper and effective utilization of expensive equipments to the benefit of the council, the construction industry and economy of the country.

The local authorities should train the council officials who deals with procurements of roads. These include councilors, city Directors, city treasure, and planning officer who should be trained in contracts, procurement act, management and Administration. As per new local Government procurement Act, emphasis should be on training the personnel of works department in road construction management technology. Institutions such as the NCC, ESAMI, and CRB may be consulted for guidance and possible training.

In order to manage road construction projects in the desirable manner, it is recommended to all local authorities to have an incentive scheme through which staff with exemplary performance, and who surpass targets can rewarded.

Motivational scheme depends on its design, acceptance by the works force and control of both quality and costs of the work done. However, it should be noted that successful motivation scheme does not depend only on financial rewards, the sense of belonging to a well-organized team in itself is sufficient to induce efficiency for the staff. The motivational scheme should not be limited to council staff only but should also cover the councilors as the case with the members of parliament. This is due to the fact that the majority of them have no regular employment. Here it is recommended to ask assistance from the central Government due financial limitations of local government.

Regarding the procurement of road construction works, it is recommended to local authorities to procure consultancy services for design and preparation of drawings for bridges and other civil works. The role of the councils should be that of management agency for planning and carrying out road works programmes. The physical execution of the works should be put into the hands of local contractors and consultants. Force account model should be stopped.

As with the case of projects that require cooperation between the local authorities on one hand and other institutions such as the central government or consultants, it is recommended that all parts should stick to stipulated conditions such as memorandum of understanding, so as to avoid problems in project execution.

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APPENDIX: A
INTERVIEW SCHEDULE FOR KEY INFORMANTS

I, Nelson Kobalyenda, conducting an academic research on the cause of management problems for road construction projects within Mwanza City Council. This information may be published but your name will be reserved

After reading the questionnaires entirely, please feel comfortable to ask any questions as you wish before answering these questions. Fill in where appropriate

1. Are the procurement procedures affect the performance of road construction projects and maintenance in Mwanza City Council? -----

2. Do you think good performance in management of road construction projects is desirable in local government?

A, Yes

B, No

If yes, how? If no, why? -----

3. Is there any relationship between contract management and administration techniques that are being applied in road construction projects in local authorities? -----

4. What are the problems in managing road construction projects in local governments? ---

5. Do you think these local governments may sometimes be weak?

A. yes

B no

If yes, how? -----

6. What can be done to enhance general performance in local governments, more especially in road construction projects? -----

7. Make any comments which you think which will help successful completion of this study

-----.

Thank you, for sparing your time to attend to us.

APPENDIX B

OBSERVATION GUIDE

From the section 4.1 in chapter four, I observed that the administration structure of Mwanza City Council lack clarity in its operations due to the fact that there is a lot of interventions from the Councilors on the day to day operations.

Also in section 4.1.2 in chapter four, I observed that the road conditions in Mwanza City Council are in poor conditions because of inadequate resources to carry out required maintenance activities. Among the resources are funds, equipments and plants, personnel, construction and maintenance skills.

On the side of work department in Mwanza City council, I observed that some engineers lack required qualifications and this result into failure to execute their duties in the department.

In section 4.3.2, road works procurement practice in Mwanza City Council, I observed that some of the problems that occurred in construction managements are caused by the tenders to be given to the unqualified companies, and hence prevention of fair competitions.

Equipment and plant for the road works. I observed that this was the major problem that faced the performance of local contracting industry, due to the nature of its financing, types and location of contractors and price of equipment.

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