



Public Procurement Regulatory Authority

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# ANNUAL PERFORMANCE EVALUATION REPORT FOR THE FINANCIAL YEAR 2009/10

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September 2010



**Public Procurement Regulatory Authority**

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*In reply please quote:*

PPRA/ME/004/"E"/46

18<sup>th</sup> October, 2010

Hon. Mustafa H. Mkulo (MP),  
Minister for Finance and Economic Affairs,  
P. O. Box 9111,  
**DAR ES SALAAM.**

**Honourable Minister,**

**RE: SUBMISSION OF ANNUAL PERFORMANCE EVALUATION REPORT OF PPRA FOR THE FINANCIAL YEAR 2009/10**

Pursuant to Section 26 (1) of the Public Procurement Act, Cap 410, I have the honour, on behalf of the Board of Directors of the Public Procurement Regulatory Authority (PPRA), to submit to you the Annual Performance Evaluation Report of PPRA for the financial year 2009/10. A copy of the report will be submitted to the Controller and Auditor General as required by the same Section of the Act.

Section 26 (2) of the Act requires the Minister to lay this report before the National Assembly within two months from the date of receiving it or at the next meeting of the House whichever comes earlier.

This report generally discloses the performance of PPRA in implementing its mandate as required by the Act and its four-year Medium Term Strategic Plan (2009/10 - 2013-/14). It further enumerates the performance of Procuring Entities (PEs) in carrying out procurement activities in compliance with the Act. Despite the various challenges encountered in exercising its mandates in FY 2009/10, there are a number of achievements that PPRA has recorded during the review period as indicated in the Report.

**Honourable Minister,**

PPRA has continued to collect information on the volume of awarded tenders by PEs for the financial year 2009/10. Generally, there has been increasing trend by PEs to submit this information to the Authority. During the period under review, 264 PEs, representing 69% of all, complied with this requirement. From the submitted information, it has been established that 109,625 contracts worth Tshs. 3,075,538 million, were awarded by these 264 PEs. The awarded contracts, when compared with the disbursed budget, represent about 50% of PEs' expenditure on procurement. The report confirms the importance of PPRA to continue monitoring procurement processes in PEs to enable the government realise value for money.

**Honourable Minister,**

It is encouraging that PEs are now increasingly complying with the PPA, CAP. 410 and its Regulations. From the new procurement audits carried out in 99 PEs for procurements carried out in financial year 2008/09, the Authority has established that the compliance level was 55% which is an increase of 5% from the previous year. From the procurement audit follow up which was carried out on 91 PEs that were audited by the Authority in the financial years 2007/08 and 2008/09 and whose average compliance levels were 50% and 55% respectively, it has been established that the compliance level has improved to an average of 73%. This is a result of implementing specific recommendations that were contained in the previous audit report as well as capacity building efforts by the Authority in which about 1,900 staff from PEs were trained between June 2009 to February 2010 under a special 14-day training that was funded by ADB. Despite the noted improvements, many PEs still have problems related with preparation of annual procurement plans, record keeping and contract management. The Authority will put a special focus to build capacity of PEs to ensure compliance in these important areas.

**Honourable Minister,**

PPRA, in collaboration with the Government Procurement Services Agency (GPSA) has developed a system of procurement of common use items and services whose implementation started in the financial year under review. By the end of the financial year 2009/10, GPSA had awarded 3397 framework contracts and for a period of three months from March to June 2010, call-off orders amounting to Tshs. 1,967,348,782.13 had been placed by PEs. This is an encouraging trend and we request your Ministry to issue a directive that shall compel all PEs to use the system in order to minimize procurement transaction costs.

**Honourable Minister,**

Wide advertisement of tenders is an important aspect of enhancing competition and transparency in the procurement process. To enable PEs meet this important requirement of PPA, CAP 210 and its Regulations at minimum cost, the Authority has established a journal which is named “Tanzania Procurement Journal (TPJ)”. The journal is circulated as an insert in the Daily News paper of every Tuesday. In addition, PPRA has developed a state of the art Tender Portal that allows PEs to post their tenders online. Despite the obvious cost savings by PEs through the use of these two facilities, some PEs have been reluctant to use them. We request the Ministry, through the proposed amendments of PPA, CAP 210 and its Regulations, to put provisions that shall compel all PEs to make use of TPJ as well as Tender Portal in advertising their procurement opportunities.

**Honourable Minister,**

On its part, PPRA, despite achieving its set targets, has continued to face two major challenges namely; inadequate financial resources and shortage of working space. Currently, the Authority owns a piece of land in Kurasini area, Dar es Salaam which was formerly owned by the defunct National Agriculture and Food Corporation (NAFCO). Due to unavailability of funds, PPRA has been unable to develop the plot by constructing a new building that could be used as office premises to alleviate the shortage of working space and also that could be leased on commercial terms to generate income. The Authority is largely dependent on the Government and development partners for financing. This makes it difficult for it to achieve its annual plans due to declining financial support from the two sources. Inadequate financing has in particular severely impacted on the Authority’s plans to expand its outreach by employing more staff and opening up of the planned zonal offices. We call upon the Government to increase the budget of the Authority for the financial year 2011/12 to enable it employ new staff, to open zonal offices and to construct its offices at Kurasini.

Furthermore, we request your support to PPRA’s efforts to have sustainable sources of income by including in the Public Procurement Regulations, provisions that will allow the Authority to generate funds through imposition of charges on tender adverts to be placed on TPJ and PPRA’s tender portal. In addition, we request the Ministry to introduce in the Regulations, a capacity building levy to be imposed on procurement contacts. Proceeds of the levy shall supplement the budget for capacity building to PEs and other stakeholders.

**Honourable Minister,**

Finally, let me express my sincere thanks to the Government through the Ministry of Finance and Economic Affairs, for its support to PPRA. As we begin a new financial year, we count on the Government's continued support towards strengthening of PPRA so as to achieve the ultimate goal of ensuring that public procurement delivers value to the Country.

**Honourable Minister,** I hereby submit.

Yours Sincerely



Dr. E. S. Bukuku  
**BOARD CHAIRMAN**  
**PUBLIC PROCUREMENT REGULATORY AUTHORITY**





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## ABBREVIATIONS AND ACRONYMS

<b>ADB</b>	African Development Bank
<b>AICC</b>	Arusha International Conference Centre
<b>AIDS</b>	Acquired Immune Deficiency Syndrome
<b>ANM</b>	Annual General Meeting
<b>AO</b>	Accounting Officer
<b>APP</b>	Annual Procurement Plan
<b>AQRB</b>	Architects and Quantity Surveyors Registration Board
<b>BICO</b>	Bureau for Industrial Cooperation
<b>CAP</b>	Chapter
<b>CEO</b>	Chief Executive Officer
<b>CoST</b>	Construction Sector Transparency Initiatives
<b>CPAR</b>	Country Procurement Assessment Report
<b>CPI</b>	Compliance Performance Indicators
<b>CRB</b>	Contractors Registration Board
<b>CTB</b>	Central Tender Board
<b>DAC</b>	Development Assistance Committee
<b>DANIDA</b>	Danish International Development Agency
<b>DASIP</b>	District Agricultural Investments Programme
<b>DFID</b>	Department for International Development
<b>DICC</b>	Dar es Salaam International Conference Centre
<b>EASTC</b>	East Africa Statistical Training Center
<b>EDF-PSU</b>	European Development Fund-Programme Support Unit
<b>ERB</b>	Engineers Registration Board
<b>FY</b>	Financial Year
<b>GN</b>	Government Notice
<b>GPSA</b>	Government Procurement Services Agency
<b>HIRS</b>	Human Resources Information System
<b>IA</b>	Independent Assessor
<b>ICTs</b>	Information and Communication Technologies
<b>IPS</b>	Institute of Procurement and Supply
<b>LAN</b>	Local Area Network
<b>LAPF</b>	Local Authorities Pension Fund
<b>LGAR</b>	Local Government Authorities Regulations
<b>LGAs</b>	Local Government Authorities
<b>MAB</b>	Ministerial Advisory Board
<b>MCT</b>	Millennium Challenge Threshold Programme
<b>MDAs</b>	Ministries, Departments and Agencies
<b>MMEM</b>	Mpango Maalum wa Maendeleo ya Elimu ya Msingi
<b>MOFEA</b>	Ministry of Finance and Economic Affairs
<b>MOID</b>	Ministry of Infrastructure Development
<b>MOU</b>	Memorandum of Understanding
<b>MPs</b>	Members of Parliament
<b>MTSP</b>	Medium Term Strategic Plan

<b>NAFCO</b>	National Agriculture and Food Corporation
<b>NAO</b>	National Audit Office
<b>NGO</b>	Non Governmental Organization
<b>OECD-DAC</b>	Organization for Economic Cooperation and Development - Development Assistance Committee
<b>OPRAS</b>	Open Performance Review and Appraisal System
<b>OSHA</b>	Occupational Safety and Health Authority
<b>PACS</b>	Project Anti- Corruption System
<b>PADEP</b>	Participatory Agricultural Development and Employment Programme
<b>PCBS</b>	Procurement Capacity Building Strategy
<b>PCCB</b>	Prevention and Combating of Corruption Bureau
<b>PCDC</b>	Procurement Capacity Development Center
<b>PEs</b>	Procuring Entities
<b>PFMRP</b>	Public Financial Management Reform Program
<b>PMCC</b>	Procurement Monitoring and Compliance Committee
<b>PMG</b>	Paymaster General
<b>PMIS</b>	Procurement Management Information System
<b>PMO</b>	Prime Minister Office
<b>PMO-RALG</b>	Prime Minister's Office, Regional Administration and Local
<b>PMUs</b>	Procurement Management Units
<b>PO-PSM</b>	President's Office, Public Service Management
<b>PPA</b>	Public Procurement Act
<b>PPAA</b>	Public Procurement Appeals Authority
<b>PPAA</b>	Public Procurement Appeals Authority
<b>PPDA</b>	Public Procurement and Disposal Authority
<b>PPF</b>	PPF Pensions Fund
<b>PPOA</b>	Public Procurement Oversight Authority
<b>PPRA</b>	Public Procurement Regulatory Authority
<b>PSA's</b>	Production Sharing Agreement
<b>PSPTB</b>	Procurement and Supplies Professionals and Technicians Board
<b>PST</b>	Permanent Secretary to the Treasury
<b>RFP</b>	Request for Proposal
<b>SBDs</b>	Standard Bidding Documents
<b>SCMP</b>	System for Checking and Monitoring Procurement
<b>TANROADS</b>	Tanzania National Roads Agency
<b>TB</b>	Tender Board
<b>TOR</b>	Terms of Reference
<b>TPJ</b>	Tanzania Procurement Journal
<b>TPSF</b>	Tanzania Private Sector Foundation
<b>USAID</b>	United States Agency for International Development
<b>WAN</b>	Wide Area Network



## ACKNOWLEDGEMENT

This is the fourth annual report to be issued by the Public Procurement Regulatory Authority (PPRA) since its establishment in May 2005. During this time, PPRA has not only grown to a respectable organization, but also managed to assist the Government and the public at large in realizing value for money in public procurement.

The success of PPRA as an organization would not be possible without the support of its stakeholders. In this regard, PPRA is grateful to the Government, in particular the Ministry of Finance and Economic Affairs under the leadership of Hon. Mustafa Mkulo (MP) and his two deputies namely Hon. Yusuf Omar Mzee (MP) and Hon. Jeremia Sumari (MP) together with the Permanent Secretary Mr. Ramadhan Khijjah and his Deputies namely; Mr. Laston T. Msongole, Mr. J. Haule and Dr. S. B. Likwelile. PPRA would also like to extend its appreciation to the office of the Treasury Registrar as well the newly established Public Procurement Policy Unit, both operating within the Ministry, for their constant support in ensuring attainment of organizational objectives.

Special thanks are due to the African Development Bank, other Public Finance Management Reform Programme (PFMRP) Basket Fund Partners and the Millennium Challenge Threshold Programme for their financial support which, together with the Government funding, constitute PPRA's reliable sources of funding. We are grateful to the Parliament of Tanzania particularly its two committees namely; the Finance and Economic Affairs Committee under the chairmanship of Hon. Dr. Abdalla Kigoda (MP) and the Public Organizations Accounts Committee under the chairmanship of Hon. Zito Kabwe (MP) for their supervisory roles which have contributed towards improving the performance of PPRA in the financial year 2009/10.

PPRA would not have realized its success without the support of Ministries, Departments and Agencies (MDAs); Local Government Authorities (LGAs) as well as Parastatal Organizations for their cooperation throughout the year under reference. We would also wish to convey our gratitude to bidders, institutions of higher learning, external auditors and the media. It was through the interaction with these parties that they assisted PPRA in managing to properly carryout its regulatory function.

Last, but by no means least, special thanks should go to PPRA staff who worked tirelessly with the Board and Management to ensure efficient attainment of organizational objectives for the year 2009/10.



## Executive Summary



## EXECUTIVE SUMMARY

### About PPRA

PPRA is established by the Public Procurement Act, Cap 410 (PPA) with the responsibility to regulate and oversee implementation of PPA by Procuring Entities (PEs). The Act has stipulated in detail the objectives, functions and powers of PPRA. The mandate of PPRA is to ensure that procurement processes in the public sector are open, fair, transparent and that they provide value for money to the public.

PPRA is governed by the Board of Directors and its day to day activities are accomplished by the Chief Executive who is assisted by four directors and three heads of independent units. The organization structure of the Authority consists of the following divisions and units:

- i. Capacity Building and Advisory Services
- ii. Monitoring and Compliance
- iii. Information Systems
- iv. Corporate Services
- v. Legal and Public Affairs
- vi. Internal Audit
- vii. Procurement Management

The core functions of PPRA are provided under Section 7 of PPA and can be grouped into six categories as follows:-

- i. To offer advisory services to public bodies and any other person;
- ii. To monitor and enforce compliance with the PPA;
- iii. To issue standard bidding documents and guidelines for the better carrying out of procurement activities;
- iv. To implement measures aimed at building procurement capacity in the country;
- v. To store and disseminate information on procurement opportunities and tender awards; and
- vi. To facilitate resolution of procurement complaints.

This being the fourth annual report for PPRA since its establishment five years ago, it highlights important milestones achieved by the Authority in the Financial Year (FY) 2009/2010.

### Major Achievements for the Financial Year 2009/2010

In FY 2009/2010, PPRA managed to accomplish all its goals as provided in its Medium Term Strategic Plan (MTSP). Some of the major achievements are as highlighted below:

- i. Strengthening of the Authority in terms of operating systems, physical assets and human resources which are fundamental for it to carry out its mandate under PPA and its Regulations;
- ii. Development, simplification, translation of various standard bidding documents, guidelines and user manuals into Swahili language and dissemination of the same for better carrying out of procurement activities by PEs and bidders;
- iii. Implementation of the Procurement Capacity Building Strategy (PCBS) to PEs, bidders and other procurement stakeholders on procurement procedures through various means including tailor-made training, workshops, articles on Tanzania Procurement Journal (TPJ) Supplement and newspapers. A total of 381 participants attended training conducted by individual trainers and PPRA staff. During the period under review, the Authority, in collaboration with M/s the Dar es Salaam based Institute of Procurement and Supply (IPS) conducted a large scale training programme that was originally intended to cover 1,200 staff of PEs. The programme, which was conducted in four zonal centres of the Country, was financed by the ADB financing. The actual number of PEs' staff who attended the training was 1,906 which exceeded the original goal by 58.83% ;
- iv. Monitoring of procurement activities in PEs through implementation of PPRA's Procurement System for Checking and Monitoring (PSCM) activities; In the year under review, 73 PEs were visited to assess the implementation of the SCMP. They included 20 LGAs, 36 MDAs and 17 Public Authorities;
- v. Investigations on four cases of allegations on mis-procurement and conducted administrative review and delivered decision on eight (8) applications for administrative review as part of

- its responsibility to administer and enforce compliance with PPA and the Regulations and guidelines issued under it;
- vi. Implementation of anti corruption strategy for public procurement where a sample of 307 tenders processed by forty PEs was used to test the newly developed corruption red flags. PPRA signed a Memorandum of Understanding (MOU) with PCCB on 11<sup>th</sup> February 2010 for implementing the anti-corruption strategy. PPRA also signed a MOU with the Construction Sector Transparency Initiative (CoST) – Tanzania on 24th May 2010;
  - vii. Operationalisation of Procurement Management Information System (PMIS) through training of PMU staff from PEs on how to use the system. During the review period, three training sessions were held in Morogoro, Mwanza and Arusha, and 122 officers from 69 PEs attended. This makes the number of officers trained so far to be 494;
  - viii. Improvement of the Website and maintenance and Publication of tender information During the review period, the website was re-designed and tender information placed in a new separate tenders portal – <http://tender.ppra.go.tz>
  - ix. Facilitation of online discussion of public procurement issues through formation of the Public Procurement Forum which is hosted by PPRA. During the review period, there were 257 posts on various 71 topics discussed and the number of users who joined the forum was 104;
  - x. Preparation of a feasibility study on implementation of e-procurement system in Tanzania which is currently being validated through consultation with relevant stakeholders;
  - xi. Implementation of the system for procurement of common use items (CUIS) and compilation of average prices and establishment of price base for common use items; and
  - xii. Professionalization of procurement through preparation of the Regulations and Code of Ethics for Procurement Professionals which were signed by the Minister for Infrastructure Development in September, 2009.

### **Performance of Procuring Entities**

The Authority has continued with the exercise which started in the FY 2007/08 to collect information on awarded contracts from PEs. Although there has been improvement of submitted information from 41% of PEs in the FY 2007/08 to 69% of PEs in the FY 2009/10, a substantial number of PEs are still not complying with the requirement to submit information on awarded contracts despite efforts made by PPRA to request for the same. Only 148 PEs which were equivalent to 41% of all PEs submitted tender award information to PPRA in the FY 2007/08 compared to 216 PEs (59%) during the FY 2008/09 and 264 PEs (69%) during the reporting period.

The analysis of the submitted information indicated that 109,625 contracts amounting to Tshs. 3,075,538 million were awarded by 264 PEs during the FY 2009/10 compared to Tshs. 2,963,477 million awarded by 216 PEs during the FY 2008/09 and Tshs. 1,800,974 million awarded by 148 PEs during the FY 2007/08. The values of the awarded contracts represent a considerable proportion of the total government budgets of Tshs. 9.51 trillion, Tshs. 7.27 trillion and Tshs. 5.27 for the FYs 2009/10, 2008/09 and 2007/08 respectively.

Unlike previous years, this year PEs were requested to submit their budget information as well. The requested budget information was required to be broken into what was approved against what was disbursed. Out of the 264 PEs which submitted the contract awards information, only 244 PEs submitted information on their budgets. The analysis of the budget information shows that although the total budget for the 244 PEs was Tshs. 6,599 billion, only Tshs. 5,974 billion which is equivalent to 91% was disbursed/collected. Out of the disbursed/ collected budget amount, Tshs. 2,966 billion which is equivalent to 50% was spent through procurement. However, it should be noted that some PEs, for example TANROADS, awarded contracts beyond their budgeted amount because some of the awarded contracts spans beyond one year where the project funds are allocated yearly in their budgets depending on the projects cash flows. If the volume of awarded contracts by TANROADS (with a substantial proportion of about 25% of the total collected procurement volume) is excluded, the analysis shows that Tshs. 2,186 billion which is equivalent to 40% of the disbursed/ collected amount was spent through procurement by the remaining PEs. Therefore, it can be concluded that the volume of awarded contracts by the 244 PEs was between 40% and 50% of the disbursed/ collected budget amount.



## Challenges

Despite of the recorded achievements, the Authority faced a number of challenges during this Financial Year. Notable ones include the following:-

- i. **Construction of Office Building:** The Authority owns a piece of land in Kurasini area, Dar es Salaam. The plot has a building that was formerly owned by the defunct National Agriculture and Food Corporation (NAFCO). Due to unavailability of funds, PPRA has been unable to develop the plot in terms of constructing a new building that could be used as office premises and also leased on commercial terms.
- ii. **Budgetary Constraints:** PPRA is largely dependent on the Government and development partners for financing. This makes it difficult for the Authority to achieve its annual plans due to declining financial support from the two sources.
- iii. **Increased Demand for PPRA Services:** Due to effective implementation of PSCM, PE's have been able to identify weaknesses loop holes in their procurement systems. This has prompted them to go for PPRA training sessions.
- iv. **Limited ICT Facilities in PEs:** As The use of PMIS depends on availability and conversance in computing skills as well as Internet connectivity. Many PE's, particularly LGAs do not have enough computer equipment while some are not connected to the Internet, hence failure to use PMIS.
- v. **E-Procurement:** In the advent of e-business, public procurement regimes in East Africa are facing a big challenge of introducing e-procurement to keep pace with the changing business world. This is a big project since it entails a change in the legal and regulatory framework.
- vi. **Public Procurement Act:** After being in operation since 2004, it is evident that PPA 2004 needed some amendments to address some operational challenges that are faced by the Government, PPRA, PEs and bidders. However, during the period under review, the amendments could not be passed by Parliament due to reasons beyond PPRA's control.
- vii. **Recurrence of observations:** PPRA's procurement audits have revealed many PEs which record slow or no improvement in management of their procurement processes. For instance, in many cases PEs were consistently observed to have low scores in the area record keeping.

In FY 2010/11, PPRA will continue to consolidate all the achievements that have been made so far and shall ensure that all programmes and systems that have been developed are properly implemented and/or rolled out to PE's. PPRA will continue to implement its Medium Term Strategic Plan which spells out every objective and target to be accomplished. The following are major activities that will be undertaken in FY 2010/2011:

- (i) Implementing various strategies and tools that have been developed; and monitor their effectiveness in improving procurement practice in the country. This includes implementation of PCBS and SCMP, PMIS, CUIS and the anti corruption strategy;
- (ii) Preparing a feasibility study for development of its offices at Kurasini which will be used as a basis of soliciting financial support from various donors;
- (iii) Continuing with efforts to have sustainable sources of income that would enable PPRA to carry out its mandates;
- (iv) Working closely with PMO-RALG through regular high level meetings involving the Permanent Secretary –PMO-RALG with a view to discuss the procurement problems in LGAs and the way forward. In these meetings the issue of strengthening PMUs in LGAs should form part of the agenda. LGAs through PMO –RALG should be required and given timeframe to comply with the Local Government Regulations on formation of PMUs with adequate resources to enable them to perform the procurement functions. PPRA will audit the qualifications/profile of procurement personnel in LGAs and the learning institutions involved in building procurement capacity of LGAs;
- (v) Preparing the road map for implementing the e-procurement systems as proposed in the feasibility study report;
- (vi) Introducing provisions in the PPA and its Regulations that will make it mandatory for PEs to submit information on awarded contracts and other information.





## Main Report



## 1.0 GENERAL INTRODUCTION

This is the fourth Annual Report of the Authority since it was officially established on 1<sup>st</sup> May 2005. As has been the case previously, the report, narrates various interventions that have been undertaken by the Authority to improve the public procurement system in the country. It highlights achievements made in building procurement capacity in the country, in developing and disseminating various procurement tools, in checking and monitoring procurement activities, and in rolling out the system of sharing procurement information.

This year's report also highlights implementation of various systems/strategies developed by the Authority such as the Medium Term Strategic Plan (MTSP), Business Continuity Plan, Anti-corruption Strategy in public procurement and a System of Procurement of Common Use Items and Services. It also reports on the feasibility study to establish e-procurement system in Tanzania and highlights on the new systems developed by the Authority which are Document Management System, Accounting package and Human Resource Management System.

The report also contains a detailed overview of the performance of PEs in the award of various tenders and in complying with the Public Procurement Act (PPA), Cap 410 and its Regulations.

## 2.0 REGULATORY AND INSTITUTIONAL FRAMEWORK OF PROCUREMENT IN TANZANIA

Public procurement in Tanzania is governed by the PPA, Cap. 410. The Act has put in place a decentralized procurement system which mandates each Procuring Entity (PE) to carry out its procurement within its approved budget, and makes the Head of PE accountable for all procurement decisions. Furthermore, it provides for the objectives, functions and powers of the Authority, the public procurement principles and methods of procurement, and prohibited actions in public procurement which include fraud and corruption. It also sets out a good control and audit system as well as complaints resolution mechanism.

Institutional wise, the Act separates clearly the functions of the accounting officers, tender boards, procurement management units, user departments and evaluation committees. It makes them responsible and accountable for their individual procurement decisions and actions.

To implement the Act, three sets of regulations have been issued. These are:-

- a) The Public Procurement (Goods, Works, Non-Consultant Services and Disposal of Public Assets by Tender) Regulations GN. No 97 of 2005;
- b) The Public Procurement (Employment and Selection of Consultants) Regulations GN. No 98 of 2005;
- c) The Local Government Authorities' Tender Boards (Establishment and Proceedings) Regulations, GN. No. 177 of 2007.

In line with the issued Regulations, Standard Bidding Documents (SBDs) and other procurement guidelines and procedural forms have been issued by the Authority and they all form part and parcel of public procurement implementing tools in the country.

For a period of almost five years since the Act has been in use, certain areas have been identified by stakeholders that needed amendments. During the review period, a Cabinet paper on the proposed amendments to the Act was discussed and approved by the Cabinet in July, 2009. The Government proposed a new Public Procurement Bill in order to have a clear flow of the amendments without affecting the original objectives of the Public Procurement Act, 2004. The Bill was tabled and read for the first time in Parliament in June, 2010.

The main issues addressed in the proposed amendments include:-

- a) The Authority to become an autonomous oversight body capable of discharging its function efficiently and effectively;
- b) The Authority to have power to cancel the procurement process if a complaint or an allegation is submitted and upon investigation if it is proved that there is violation of PPA, Cap 410 and its Regulations;
- c) Public Procurement Appeals Authority (PPAA) to become an autonomous body capable of discharging its functions efficiently and effectively;
- d) Criteria and procedures for doing emergency procurement;
- e) Circumstances which a tenderer shall be debarred from participating in public procurement;
- f) Procurement of common use items and seasonal goods whose prices are changing depending on season;
- g) Stern measures/severe punishment for any person who contravenes the provision of PPA, Cap 410; and
- h) Procedures for conducting due diligence to local and foreign bidders recommended to be awarded large/high value public procurement contracts.

The bill was expected to go through all stages of enactment in the June-August 2010 parliament session, however members of Finance and Economic Affairs committee of the Parliament, after deliberations, decided to postpone the tabling of the bill in order to get wider stakeholders' discussion of the proposed bill. In particular the committee was concerned that there was a wider public outcry that the Public Procurement Act was the cause of delays to many development projects, an issue that they want to ensure that it is addressed in the proposed amendments. They also expressed concern on the failure of the bill to address matters related to e-procurement.

## 3.0 BACKGROUND INFORMATION ABOUT PPRA

### 3.1 Establishment and Objectives of the Authority

the Authority was established under Section 5 of PPA, CAP 410 as an autonomous body under the Ministry of Finance and Economic Affairs. Its objectives are to:-

- a) Ensure the application of fair, competitive, transparent, non-discriminatory and value for money procurement standards and practices;
- b) Harmonize the procurement policies, systems and practices of the central government, local governments and statutory bodies;
- c) Set standards for the public procurement systems in the United Republic of Tanzania,
- d) Monitor compliance of PEs; and
- e) Build procurement capacity in the United Republic of Tanzania in collaboration with relevant professional bodies.

**The vision of PPRA for the Tanzanian society is:** A public procurement system and culture which are characterised by openness, transparency, effectiveness, efficiency and the provision of value for money.

**The vision of PPRA is:** To become a world class model, effective and sustainable public procurement oversight body.

**The mission of PPRA is:** To foster and promote value for money in public procurement for national development.

**The motto of the PPRA is:** Promoting Value for Money in Public Procurement.

### 3.2 Functions of the Authority

The functions of the Authority are given under Section 7 of the PPA, CAP 410 as follows:

- (a) Advise Central Government, Local Governments and Statutory Bodies on all procurement policies, principles and practices;
- (b) Monitor and report on the performance of the public procurement systems in the United Republic of Tanzania and advise on desirable changes;
- (c) Set training standards, competence levels, certification requirements and professional development paths for procurement experts in consultation with relevant professional bodies and any other competent authorities;
- (d) Prepare, update and issue authorized versions of the standardized tendering documents, procedural forms and any other attendant documents to PEs;
- (e) In collaboration with relevant professional bodies, ensure that any deviation from the use of the standardized tendering documents, procedural forms and any other attendant documents is effected only after prior written approval of the Authority;

- (f) Issue guidelines under Section 89 of the Act;
- (g) Organize and maintain a system for the publication of data on public procurement opportunities, awards and any other information of public interest as may be determined by the Authority;
- (h) Conduct periodic inspections of the records and proceedings of the PEs to ensure full and correct application of this Act;
- (i) Monitor the award and implementation of public contracts with a view to ensuring that:
  - (i) such contracts are awarded impartially and on merit;
  - (ii) the circumstances in which each contract is awarded or as the case may be, terminated, do not involve impropriety or irregularity;
  - (iii) without prejudice to the functions of any public body in relation to any contract, the implementation of each such contract conforms to the terms thereof;
- (j) Institute:
  - (i) procurement audits during the tender preparatory process;
  - (ii) contract audits in the course of the execution of an awarded tender; and
  - (iii) performance audit after the completion of the contract in respect of any procurement as may be required;
- (k) Determine, develop, introduce, maintain and update related system - wide data -bases and technology;
- (l) Develop policies and maintain an operational plan on capacity building, both for institutional and human resource development;
- (m) Agree on a list, which shall be reviewed annually of works, services and supplies in common use by more than one procuring entity which may be subject to common procurement;
- (n) Establish and maintain institutional linkages with entities with professional and related interest in public procurement;
- (o) Facilitate the resolution of procurement complaints;
- (p) Administer and enforce compliance with all the provisions of this Act, regulations and guidelines issued under this Act;
- (q) Undertake research and surveys nationally and internationally on procurement matters; and
- (r) Undertake any activity that may be necessary for the execution of its functions.

Following the establishment of the Procurement Policy Unit (PPU) within the Ministry of Finance and Economic Affairs, the functions in paragraphs (c) and (l) are now being performed by PPU and it has been proposed to remove them from the Authority's functions in the proposed amendments to the PPA 2004.



**THE PUBLIC PROCUREMENT ACT GIVES PPRA POWERS OF :**

- **Carrying out investigations for alleged**
- **Mis-procurement;**
- **Calling for any documents or information regarding any procurement; and**
- **Recommending disciplinary actions for those in breach of the act.**

### **3.3 Organization Structure of the Authority**

#### **3.3.1 Board of Directors**

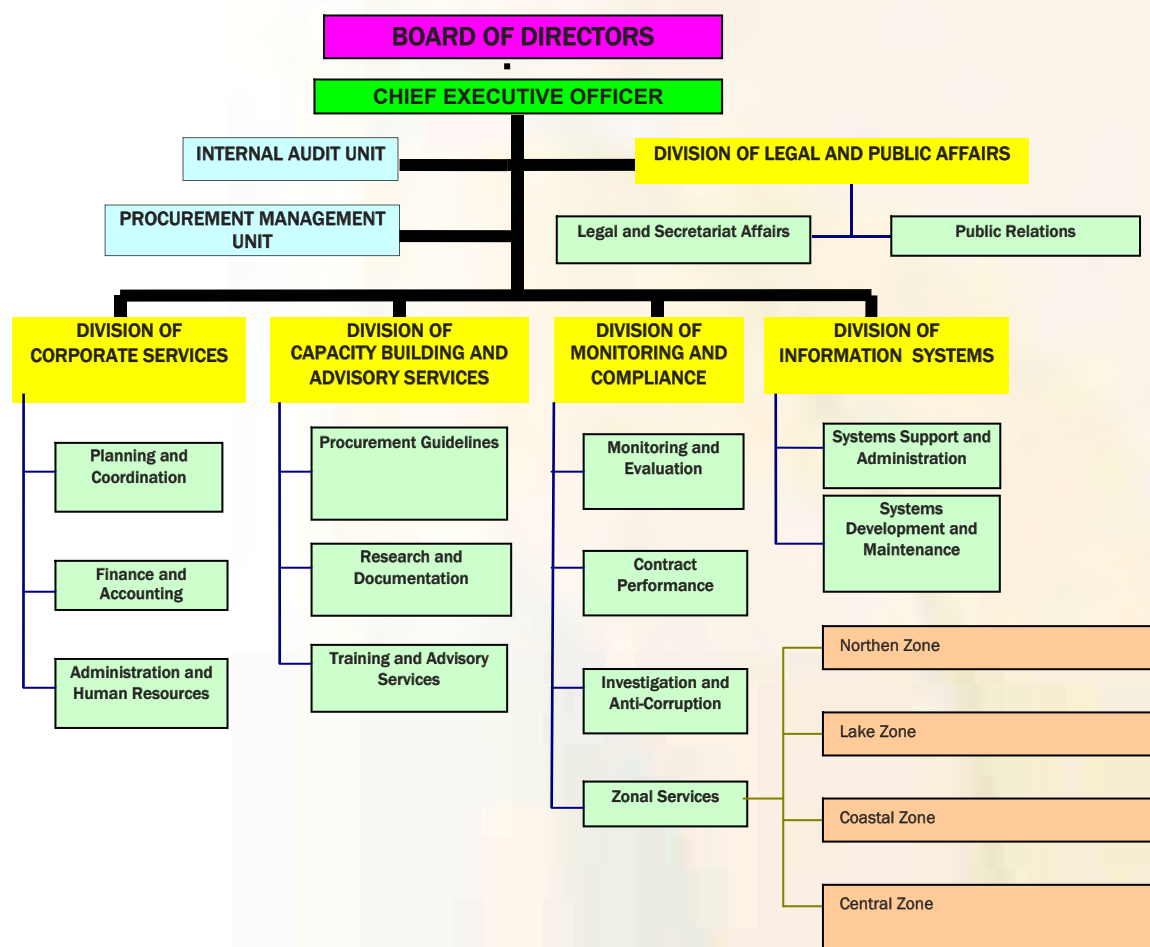
The Board of Directors is the governing body of the Authority. It consists of the Chief Executive Officer and seven non-executive members, including the Chairman. During the period under review, the Board had the following members:-

1.	Dr. Enos Bukuku	-	Chairman
2.	Mrs. Salome Sijaona	-	Member*
3.	Mr. Julius Mamiro	-	Member
4.	Ms. Mwamini Tulli	-	Member
5.	Mr. Omary Chambo	-	Member
6.	Dr. Edmund Mndolwa	-	Member
7.	Hon. Mussa Zungu (MP)	-	Member
8.	Hon. Justice Thomas Mihayo	-	Member
9.	Dr. Ramadhan Mlinga	-	Chief Executive Officer

\*In October, 2009, Mrs. Sijaona was appointed Tanzania’s ambassador in Japan. In this regard, Justice Mihayo was appointed as director to fill up the vacant position.

#### **3.3.2 Organisation Structure of the Authority**

During the review period the Authority submitted a proposal to revise its Organization Structure to the Ministry for Finance and Economic Affairs for approval. The revised Organization Structure and Scheme of Service were approved by the Treasury Registrar in February, 2010 to be applicable effective 1<sup>st</sup> July 2010. The Authority also obtained permission from the Public Service Management in May, 2010, to increase 91 staff from financial year 2010/2011. The revised organization structure was necessary because the activities of the Authority have grown steadily hence the need to increase the number of staff and restructure some of its divisions to cope with the situation. The new organization structure is shown in **Figure 3.1** in which the staff compliment is expected to increase from the current 51 staff as shown in an **Annex 3.1** to 142 as shown in **Annex 3.2**.



**Figure 3.1 (a):** New Organisation Structure of the Authority.

Under the new structure, four zonal offices, with coverages shown in **Figure 3.1 (b)**, shall be established as follows:

- a) Coast zone to monitor procurement of 43 PEs located in Dar-es-Salaam, Coast, Lindi, Mtwara, and Morogoro Regions. Its head office shall be in Dar-es-Salaam. The Zonal Services Manager shall also be stationed in the head office of the Coast Zone.
- b) Lake Zone to monitor procurement of 52 PEs located in Mara, Mwanza, Tabora, Shinyanga, Kagera and Kigoma Regions. Its head office shall be in Mwanza
- c) Northern Zone to monitor procurement of 43 PEs located in Arusha, Kilimanjaro, Tanga and Manyara. Its head office shall be in Arusha.
- d) Central and Southern Zone to monitor procurement of 49 PEs located in Iringa, Rukwa, Mbeya, Ruvuma, Singida and Dodoma. Its head office shall be in Iringa

Establishment of the zonal offices and recruitment of staff to fill in the new positions shall take place gradually depending on the available budget. It is planned to establish the zonal offices and fill in all vacant staff positions in the next three years, starting with 18 staff in the financial year 2010/11. Meanwhile during the period under review the Authority operated under its old organization structure shown in **Figure 3.2**.



Figure 3.1 (b): Area coverage of proposed zones

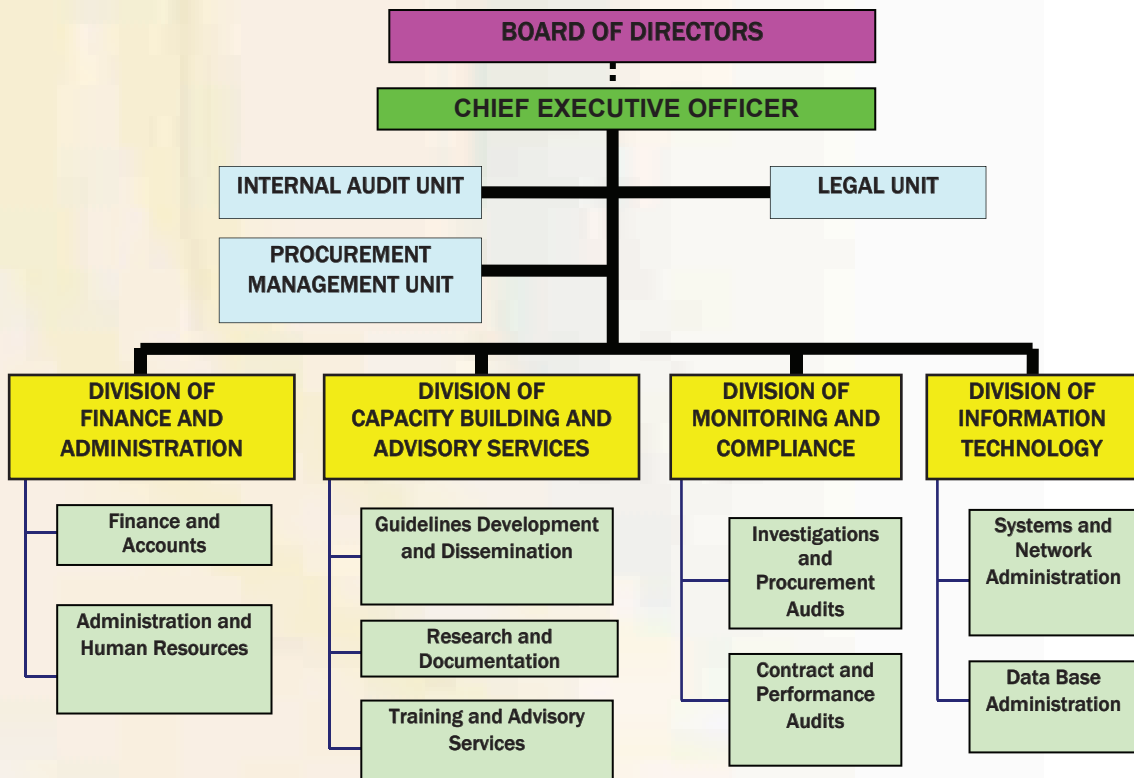


Figure 3.2 : Old Organisation Structure of the Authority

## **4.0 PERFORMANCE OVERVIEW FOR THE FY 2009/2010**

### **4.1 Introduction**

For the FY 2009/2010, the Authority had set out to implement measures aimed at improving procurement performance in the country. The measures included:

- Ensuring that the Authority is strengthened to perform its regulatory functions and achieve its objectives as set out in PPA, Cap 410 and its Medium Term Strategic Plan;
- Ensuring that proper procurement implementation guidelines are developed and disseminated;
- Enhancing capacity of procuring entities and suppliers/providers to implement PPA, Cap 410;
- Implementing the system for checking and monitoring procurement including the procurement anticorruption strategy;
- Implementing the system of procurement of common use items and services;
- Implementing the procurement system of collecting, storing and sharing procurement information.

In addition to the above measures, the Authority has been able to participate in various international and regional forums aimed at fostering collaboration and sharing experiences with other similar organizations in the world. Again, this year has seen an increased scope of the Authority's activities due to increased knowledge and demand of its services by various stakeholders.

During the year under review, the Authority has continued to receive funding from the Government, PFMRF Basket funding and ADB Grant for Institutional Support for Good Governance to finance its activities.

The ADB Grant for Institutional Support for Good Governance Phase I (ISP I) came to an end in December, 2009. ISP I has been very instrumental in laying a strong foundation for effective and efficient public procurement systems. It has benefited many areas of public procurement systems in Tanzania including but not limited to setting up of the Authority offices, initial recruitment of its staff and establishment of its various operational tools. Other institutions that benefitted under ISP I is the Public Procurement Appeals Authority (PPAA), the Government Procurement Services Agency (GPSA), and the Procurement and Supplies Professionals and Technicians Board (PSPTB). Since the Bank has accepted to support the Government through the Phase two of ISP, the Authority is committed to ensuring presence of enabling environment for smooth execution of ISP II. It is the Authority expectation that ISP II will go a long way to ensuring completion of all outstanding activities and also starting of new ones.

### **4.2 Strengthening of the Authority**

The Authority has continued to strengthen itself to effectively and efficiently discharge its mandate under the Public Procurement Act, Cap. 410. During this Financial Year the following measures were

taken to strengthen the Authority:-

#### **4.2.1 Implementation of Medium Term Strategic Plan**

During the FY 2009/2010 the Authority started to implement Medium Term Strategic Plan (MTSP) 2009/10 – 2013/14 through respective Budget and Action Plan. Equally, the Authority conducted baseline survey for Monitoring and Evaluating the Plan.

In line with the articulated vision and mission of the Authority, the MTSP is designed to address the following critical strategic issues:

- (a) Linking of public procurement management to national economic growth and poverty reduction objectives;
- (b) Linking of public procurement management to national anti –corruption drive;
- (c) Increasing PEs’ compliance with the PPA 2004, Regulations and the Authority tools;
- (d) Increasing PE and Bidders’ proactive demand for and responsiveness to the Authority services;
- (e) Harmonization and rationalization of the National Public Procurement, Legal and Regulatory Regime;
- (f) Harmonization and rationalization of and advocacy for the procurement complaints handling system;
- (g) Professionalization of the procurement function;
- (h) Deepening citizenry appreciation of the value for money in public procurement;
- (i) Improving the Authority’s operational and outreach capacity;
- (j) Ensuring the Authority financial capacity and sustainability; and
- (k) Fostering the Authority networking and partnering

During the FY 2009/10 the focus of the Authority has been in implementing strategic objectives numbers (b), (c), (d), (g) and (i) above.

#### **4.2.2 Acquisition and improvement of office space**

During the year under review, the Authority has continued to operate at its leased offices located on 1<sup>st</sup> and 8<sup>th</sup> Floor, PPF Tower, Dar es salaam, while efforts are being made to develop own office building at Kurasini. Ownership of the Kurasini Plot was transferred to the Authority in May, 2010. The Authority is still working on proposal for developing the plot in collaboration with interested partners.

The Authority had plans to increase its rented offices in PPF Tower building to accommodate 27 new staff whose budget was provided for in financial year 2010/11, however due to insufficient budget for other charges these plans were shelved and a decision was also reached to recruit only 18 staff who will be able to be accommodated in the current available office space.

#### **4.2.3 Authority’s Workforce**

The Authority succeeded to fill in the vacant positions of Procurement Expert II in the division of



Capacity Building and Advisory Services and System Analyst II in the division of Information and Technology which were left vacant by resignation of previously employed staff. Recruited staff reported for duty in January and February, 2010. By the end of the year, the Authority had 53 staff including 2 drivers employed on fixed term contract basis.

#### 4.2.4 Training of the Authority Staff

The Authority has continued to sponsor its staff to participate in short and long term trainings. During the year under review, a number of staff were facilitated to attend various trainings, seminars, workshops and conferences as part of continuous professional development.

Up to the end of the year under review the Authority had sponsored and facilitated attendance of 10 staff in local long term trainings. It fully sponsored four staff and facilitated six staff to attend privately sponsored trainings. There were three staff who completed their studies, two of them completed certificate courses and one staff completed Master's degree programme. **Table 4.1** shows long term trainings attended by staff.

*Table 4.1. Long term trainings attended by staff*

S/N	Courses	No. of staff in gender		Total
		M	F	
1	Certificate	1	1	2
2	Bachelor's degree	1	1	2
3	Master's degree	3	3	6

The Authority continued to implement its staff development plan that was approved by ADB in 2008/09. Table 4.2 shows the summary of staff who attended short term training and continuous professional education.

*Table 4.2. Short term trainings attended by staff*

S/N	Courses	No. of staff in gender		Total
		M	F	
1	Short courses	1	1	7
2	Seminars	1	1	6
3	Workshops	3	3	2
4	Conferences	3	3	2

During the year under review the Authority also sponsored 12 staff to attend professional seminars, workshops and conferences locally and abroad.

#### 4.2.5 Clients Service Charter

During the year under review, the Authority conducted Client Survey in August, 2009 and Stakeholders' Workshop in September, 2009 as inputs in the preparation of Clients Service Charter. The Charter has been prepared to ensure that the services are offered as required and within specified standards (in terms of time, relationship and quality). It enlightens the Authority's clients and stakeholders on its obligations, their rights and responsibilities. Key features contained in the Charter includes; the Authority's clients, key services and standard of services they can expect from the Authority, the procedure for making a complaint should the Authority fall short of meeting the standards in service delivery.

#### **4.2.6 HIV and AIDS Policy**

During the year under review, the Authority prepared draft HIV and AIDS Policy by involving all staff and later submitted to TACAIDS for quality check. The Policy focuses on aspects of HIV and AIDS which if not carefully addressed may impact negatively on both Authority's staff and implementation of activities. The Policy has been prepared to ensure consistent and equitable approach to issues of HIV and AIDS. It also provide a framework of action to guide various responses that address the pandemic in four major areas stipulated in the Second National Multi-Sectoral Strategic Framework on HIV and AIDS (2008-2012) which are: Enabling environment; Prevention; Care, treatment and support; and Impact mitigation.

#### **4.2.7 Strengthening internal operation of the Authority**

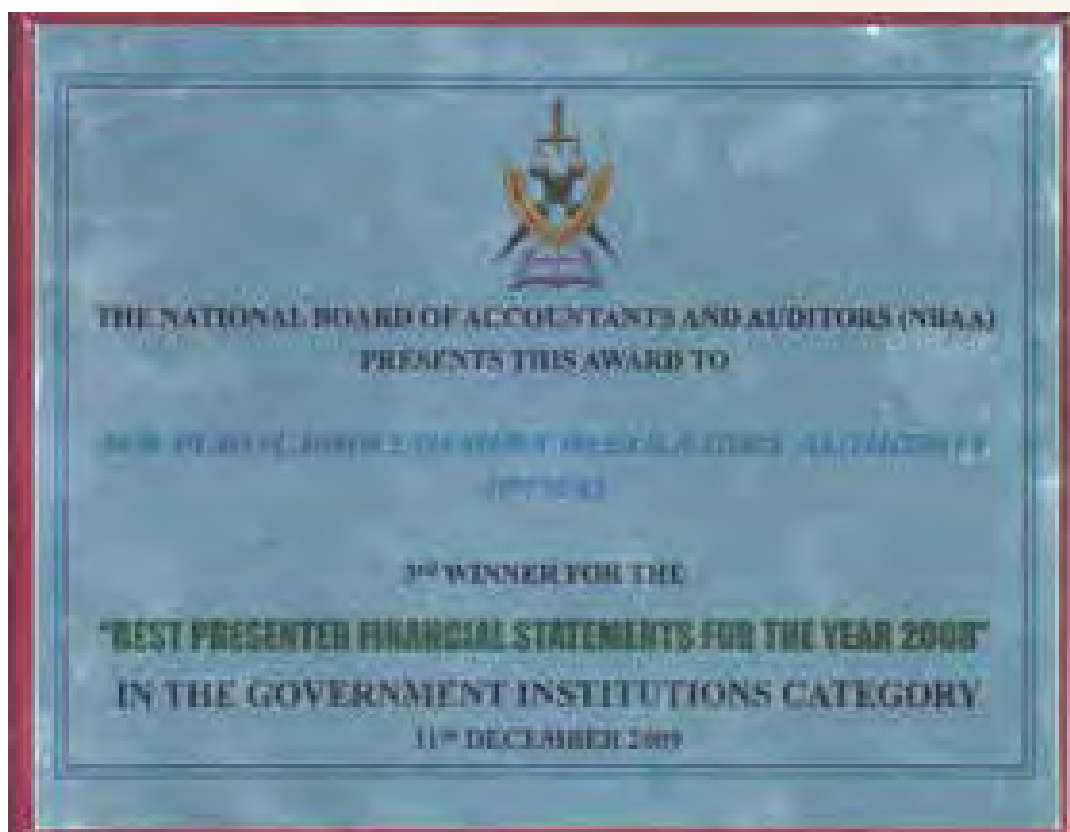
The Authority has been making efforts to ensure that all systems supporting daily operations are in place and function effectively and efficiently. During the review period, Accounting, human resource, payroll and document management systems packages were installed and the manual systems migrated to the computerized systems. All computer-related systems were maintained in line with Authority's policies.

#### **4.2.8 Risk Based Internal Audit**

During the period under review, the Authority's internal audit unit started to use a risk based approach in its review work. The new approach was made possible by another mile stone event whereby for the first time since its establishment, the Authority developed a Risk Register. The register includes all risks facing the Authority together with a probability-impact assessment and means to mitigate the risks. The newly introduced risk based internal audit approach is an attempt to ensure that scarce organizational resources are used in a manner that recognizes the risk profile of the Authority's business processes and units.

#### **4.2.9 Best Presented Financial Statements**

During the period under review, the Authority was awarded by the National Board of Accountants and Auditors (NBAA), for having prepared one of the best financial statements among public authorities for FY 2007/08. The trophy shown in **Figure 4.1** was handed to the Authority at a ceremony that was organized by NBAA in Arusha during the accountants' dinner that was held in December 2009. The Authority's financial statements were judged to be the third best audited accounts in the category of government institutions.



*Figure 4.1: Award for the Best Presented Financial Statements for year 2008*

### **4.3 Development and Dissemination of Procurement Management Tools**

#### **4.3.1 Standard Bidding Documents, Guidelines and Manuals**

PPA 2004 has mandated the Authority to prepare standard tender documents and other guidelines to be used by PEs in carrying out and monitoring procurement. During the year under review the Authority prepared the Procurement Manual and Procurement Training Manual.

The two documents were considered more relevant as there were already many other standard documents issued by the Authority on trial basis. Major revision of various attendant documents is expected after the passing of new Act and issuance of new Regulations for public procurement.

#### **4.3.2 Simplification and Translation of Standard Bidding Documents, Guidelines and User Manuals into Swahili language**

In responding to the requirements of section 7(1) (d) of the PPA 2004, which requires the Authority to prepare, update and issue authorized versions of the standardized tendering documents, procedural forms and any other attendant documents to PEs, the Authority engaged a Consultant to translate seventeen (17) Procedural Forms into Kiswahili as follows:

- a) Letter for appointment of Tender Board Chairperson/ Members/ Secretary.
- b) Procurement requisition - submission to procurement management unit (PMU).
- c) Request for approval of procurement/selection method - submission to Tender Board.

- d) Request for approval of pre-qualification document/expression of interest and notice - submission to Tender Board.
- e) Request for approval of bidding document/request for proposal and bid notice/shortlist - submission to Tender Board.
- f) Request for approval of addendum to bidding document/request for proposal - submission to Tender Board.
- g) Minutes of pre-bid meeting.
- h) Record of receipt of bids.
- i) Record of Bid/Proposal Opening.
- j) Membership of evaluation committee - submission to Accounting Officer.
- k) Request for approval of evaluation report and recommendations - submission to Tender Board.
- l) Membership of negotiation team - submission to Tender Board.
- m) Request for approval of negotiation plan- submission to Tender Board.
- n) Record of negotiations.
- o) Request for approval of negotiations - submission to Tender Board.
- p) Request for approval of contract award recommendations - submission to Tender Board.
- q) Request for approval of contract amendments - submission to Tender Board.

As part of dissemination of the documents, the staff of the Authority attended a training which was organized by the Consultant in April, 2010. The translated procedural forms will be issued to PEs for their use and comments for further improvements.

#### **4.4 Capacity Building of Procuring Entities and Bidders**

##### **4.4.1 Training and Dissemination of the Public Procurement Act, Principles and practices**

###### **1.1.1.1 Tailor Made Training**

The Authority continued to receive request from procuring entities to offer tailor made training. Individual Trainers and the staff of the Authority were engaged in facilitation of the programmes from preparations of training materials, case studies and actual training. A total of 381 participants from 8 PEs attended these tailor made trainings as shown in **Table 4.3** This number exceeded the planned target of 300 PEs Staff. The list of those who attended tailor made trainings is available on PPRA website.

**Table 4.3: List of Institutions that participated in Tailor Made Training**

Ser. No.	Name of Institution	Dates	Venue	Number of Participants
	Tanzania Revenue Authority (TRA)	22-26/02/2010	Dar-es-Salaam	26
		08-12/03/2010	Dar-es-Salaam	40
		08-10/03/2010	Morogoro	34
		11-13/03/2010	Morogoro	15
		03-07/05/2010	Morogoro	5
2.	Tanzania Electric Supply Company Limited (TANESCO)	01-19/03/2010	Dodoma	60
		08-12/03/2010	Dodoma	43
		15-19/03/2010	Dodoma	45
3.	Surface Marine Transport Regulatory Authority	06-07/03/2010	Bagamoyo	34
4.	Surface Marine Transport Regulatory Authority	05-07/05/2010	Bagamoyo	15
5.	Medical Stores Department	13-15/05/2010	Dar-es-Salaam	5
7.	African Peer Review Mechanism	28-15/05/2010	Dar-es-Salaam	60
8.	Tanzania Police Force	26-28/06/2010	Same	43

Figure 4.2 shows a cross section of participants who attended one of the tailor made trainings conducted by the Authority for Same District Council Staff at Same.



*Figure 4.2: Group photo of Same District Council staff who attended a training session organized by PPRA. The training was conducted in Same Township.*

#### **4.4.1.2 Large Scale Training Programme funded by ADB**

In June 2009, the Authority entered into a contract with M/s Institute of Procurement and Supplies (IPS) to conduct training to 1,200 PEs staff under ADB funding. This Large Scale Capacity Building Trainings was conducted from 1<sup>st</sup> June 2010 until 17<sup>th</sup> February 2010. A total of 1,906 PE staff



attended these programs during FY 2009-2010, thus exceeding the target of 1,200 which was set. **Figure 4.3** shows a cross section of participants who attended one of the training in Arusha.



*Figure 4.3: Group photo of participants of a training session that was held in Arusha*

**Table 4.4** shows the attendance in various centers. A full list of PEs staff who attended the trainings and issued with certificates is available on PPRA website. The analysis of participants who attended compared to the target is shown in **Figure 4.4**, in which it is seen that Dar-es-Salaam centre registered a big number of participants compared to the target.

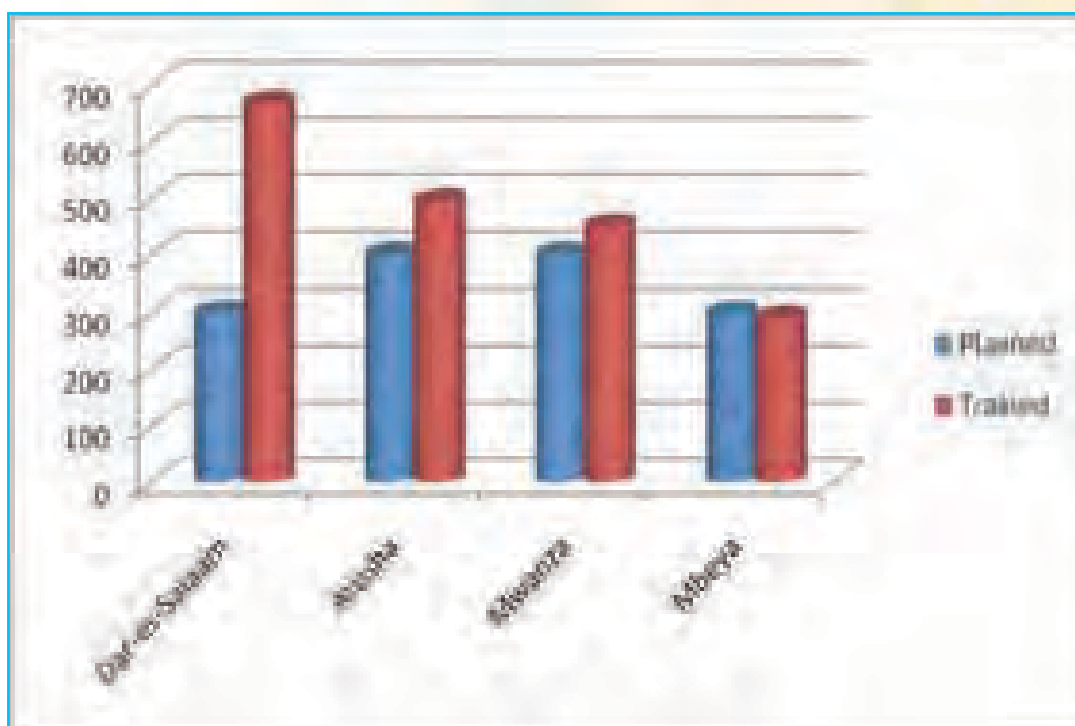
*Table 4.4: Participation in special training organized by the Authority*

Training Centre	Starting Date	Ending Date	Targeted Participants	Trained Participants
Dar-es-Salaam	01/06/09	16/06/09	50	22
Arusha	08/06/09	23/07/09	50	25
Mwanza	15/06/09	30/06/09	50	27
Mbeya	22/06/09	07/07/09	50	28
Dar-es-Salaam	29/06/09	14/07/09	50	64
Arusha	06/07/09	21/07/09	50	48
Mwanza	13/07/09	28/07/09	50	21
Mbeya	20/07/09	04/08/09	50	14
Dar-es-Salaam	27/07/09	11/08/09	50	67
Arusha	03/08/09	18/08/09	50	55
Mwanza	10/08/09	25/08/09	50	26
Mbeya	17/08/09	01/09/09	50	39
Dar-es-Salaam	24/08/09	08/09/09	50	139
Arusha	31/08/09	15/09/09	50	74
Mwanza	07/09/09	22/09/09	50	73
Mbeya	14/09/09	29/09/09	50	48
Dar-eS-Salaam	21/09/09	06/10/09	50	158

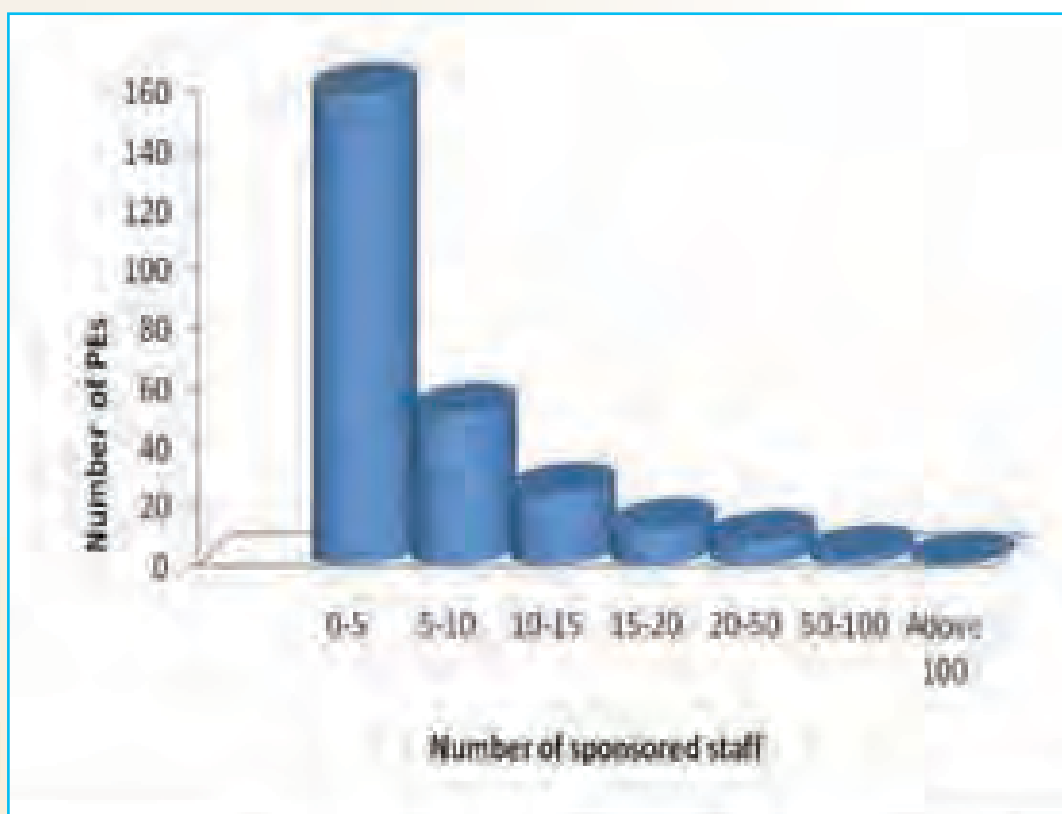
Arusha	28/09/09	13/10/09	50	69
Mwanza	05/10/09	20/10/09	50	60
Mbeya	12/10/09	27/10/09	50	22
Dar-eS-Salaam	19/10/09	03/11/09	50	218
Arusha	26/10/09	10/11/09	50	79
Mwanza	02/11/09	17/11/09	50	125
Mbeya	09/11/09	24/11/09	50	140
Arusha	11/01/2010	26/01/2010	50	38
Mwanza	11/01/2010	26/01/2010	50	19
Arusha	01/02/2010	16/02/2010	50	107
Mwanza	01/02/2010	16/02/2010	50	99
<b>Totals</b>			<b>1400</b>	<b>1,906</b>

**Annex 4.1** shows the list of PEs and number of participants whom they sponsored for training. This information is analysed in **Figure 4.5** in which it is shown that majority of the PEs sponsored between one to five staff to attend training. This is a bit discouraging given the fact that many of the PEs still have problems occasioned by lack of the requisite knowledge by their staff who engage in procurement activities. However, congratulations should go to the 14 PEs, shown in **Table 4.5** that sponsored more than twenty staff to attend the training.

It would be interesting to make a followup of these PEs whose staff have attended this special fourteen days training to see how they perform in their procurement activities. In future procurement audits to be carried out by the Authority this aspect will be addressed so as to obtain feedback on the effectiveness of these capacity building efforts.



*Figure 4.4: Comparison between trained vis a vis targeted participants for each centre*



*Figure 4.5: Distribution of Sponsorship of Staff by PEs to attend the Training*

*Table 4.5: List of PEs that sponsored more than 20 Staff*

SN	Name of the PEs	Number of Staff
1.	Tanzania Electric Supply Company LTD	192
2.	Medical Stores Department	79
3.	Government Procurement Services Agency	62
4.	Bank of Tanzania	52
5.	Tanzania Electrical Mechanical Services Agency	34
6.	President Office	33
7.	Ministry of Education and Vocational Training	32
8.	Mwanza Urban Water and Sanitation Authority	31
9.	Muhimbili Orthopedic Institute	30
10.	Tanzania National Parks	29
11.	Ministry of Water and Irrigation	24
12.	Vocational Education Training Authority	22
13.	Tanzania National Roads Agency	20
14.	Dodoma Municipal Council	20

#### **4.4.2 Sensitization of top Government leaders and politicians on their role in compliance with PPA**

During the year under review, the Authority continued to disseminate the Act, Regulations and various tools developed by the Authority to other stakeholders including Chairman of Boards of Directors of Parastatal Organisations, Agencies and Independent Departments. During FY 2009-10, the Authority organized workshops for Chairpersons of Boards of Directors. The purpose of the workshops were to disseminate Act and share with them experience on the implementation of the

Public Procurement Act. No. 21 of 2004.

Two sensitization workshops were held for Chairpersons of Board of Directors of public bodies. The first workshop was held on 13<sup>th</sup> May, 2010 attracting 60 participants while the second one was held on 24<sup>th</sup> June 2010 in which 27 people who had missed the first one attended. The total number of participants for the two workshops was 87. **Figure 4.6** shows a group photo of Board of Directors who attended the meeting held on 13<sup>th</sup> May 2010 in Dar-es-Salaam.



*Figure 4.6: Group photo of participants to the first workshop for board of directors' chairpersons for public bodies.*

One of the major issues that was deliberated was the role of the Board Members with regard to procurement activities in their organizations. Some felt that given that they were the overseer of the organization's performance it was their mandate to select supplier or service provider who will be able to perform. The Authority clarified that the role of the Board in as far as procurement functions are concerned is to:

- a) Approve annual budget of the organization including action plan, cash flows and procurement plan;
- b) Monitor progress of the implementation of the annual procurement plan which is part and parcel of budget execution;
- c) Direct the management to implement the Authority's recommendations as contained in the procurement audit report;
- d) Hold management accountable for failure to adhere to PPA 2004 and its Regulations and for this they may request the Authority to carry out investigations where they are not satisfied with certain aspects of procurement.

For example, with regard to demand driven investigations, during the year under review the Authority was requested to carry out special procurement audits by the Tanzania Institute of Education and the Institute of Rural Development Planning.

Apart from the given two example, many other PEs have been calling at the Authority's offices to discuss challenges that face their organisations in procurement for the purpose of improving their procurement systems. During these meetings they express their concerns on the procurement systems within their organisations which are seen as hindrance to the implementation of various

projects. One noted aspect is that it has been difficult to implement various projects within their organisations due to delays in procurement processes and the reasons for these delays have always been referred to the requirements in the PPA 2004 and its Regulations.

On the basis of the discussion in these workshop and the need to assist PEs, the Authority has conceived the idea of carrying out on demand basis the capability review assessments to organization as the basis of identifying procurement problems facing an organisation and thereafter design interventions aimed at improving the procurement processes within the organization. These reviews shall be carried out to any organization in need, at a cost, starting from financial year 2010/11.

## **4.5 Provision of Advisory Services**

### **4.5.1 General Advisory Services**

the Authority is mandated to offer advisory Services to all PEs and other stakeholders of procurement in the country. During the FY 2009/10, the Authority has continued to provide advisory services on the use of SBDs, the use of various Guidelines issued by the Authority; The application of PPA, Cap 410 and its Regulations; and on various applications for retrospective approvals.

Generally there has been an increased trend in the request for advisory services reflecting the desire by PEs to ensure that they carry out procurement in accordance with the Act and Regulations.

Areas where there has been repeated enquiries by PEs include the following:

- a) Request for permission from the Authority for using Single Source Method for Procurement;
- b) Request of advise for development of plots in form of joint venture with the private sector;
- c) Procedures to be adopted when PPA 2004 conflicts with procurement requirements of a financier/ donor country;
- d) Request for approval of customized Tender Document;
- e) Procedures for evaluation of Tenders;
- f) Reporting relationship, organization and composition of the PMU;
- g) Request for clarification on the responsibility of opening tenders
- h) Request for reduction of time for submission of bidding document
- i) Procedure for selection of individual consultants instead of consulting firms;
- j) Formation of tender boards for small organizations;
- k) Clarification on appointment of goods inspection and acceptance committees;
- l) Clarification on the use of framework contracts;
- m) Clarification on exchange rate to be used at the time of payments.

Since this report is, amongst others distributed to all PEs, the clarification of the above issues are included in **Annex 4.2** to provide solution to the PEs that will have the same problem in the future.

The Authority also collaborated with other institutions by providing technical inputs on procurement



matters in the following;

- a) Special investigation by the Controller and Auditor General on the renovation of six TANESCO houses and utilization of the syndicated loan of Tshs. 300 billion.
- b) Special investigation by the Controller and Auditor General on the construction of two houses for the Governor and Deputy Governor of the Bank of Tanzania.
- c) Review of procurement of pre- shipment services (Verification of conformity to standards) for goods imported to Tanzania. The review was requested by the Ministry of Trade and Marketing. The scope of the assignment included the review of the process which is applied to inspect used vehicles imported to Tanzania and the tender process used in the procurement of the services by the Tanzania Bureau of Standards.

#### **4.5.2 Review of Applications for Retrospective Approvals.**

The Authority in collaboration with the Government Assets Management Department and the Technical Audit Unit of the Ministry of Finance and Economic Affairs has continued to advise the Paymaster General on the received applications for retrospective approvals as mandated by Regulation 42(1) of G.N. No. 97 of 2005 and Regulation 95(1) of G.N. No. 98 of 2005

During the review period 21 applications for retrospective approvals shown in **Annex 4.3** were dealt with whereby:

- a) Seven of which were new applications received in financial year 2009/2010 and 14 were pending applications carried forward from the previous financial year due to failure by respective applicants to implement directives issued to them by the Advisory Committee of the Board of Directors of the Authority and the PMG.
- b) PMG has been advised to grant retrospective approval on seven applications out of the 21 applications. One application was in the process of review.

The trend indicates decrease by half the number of applications for retrospective approval from the last review period. As was the case in last year, the review of the applications for retrospective approval revealed the following weaknesses:-

- a) Poor planning of procurement which in some cases led to emergency procurement;
- b) Lack of justifiable basis for emergency procurement;
- c) Lack of justifiable basis in using of single source method;
- d) Necessary approvals in the procurement process were not obtained;
- e) Evaluations were not done; and
- f) Payment to suppliers and service providers were not done on time.

Since the provisions of the Regulations which provide for granting of retrospective approval are intended to cater for cases of emergency procurement, amendments to the Act have been proposed to ensure that the use of the provisions on emergency procurement is not abused and that there is very clear delineation of cases of emergency and non-emergency procurement.

## **4.6 Monitoring of Procurements Carried out by PEs**

### **4.6.1 System for Checking and Monitoring**

#### **4.6.1.1 Visits to Assess Implementation of the System**

In the year under review, 73 PEs were visited to assess the implementation of the System for Checking and Monitoring Procurement processes (SCMP). They included 20 LGAs, 36 MDAs and 17 Public Authorities. The objective of the visits was to assess the implementation of the SCMP in PEs particularly on the preparation of Annual Procurement Plans (APP), filling of the checklists, preparation of monthly procurement reports and discussion on challenging issues faced by the PEs in implementing the system. The list of the visited PE's is shown under **Annex 4.4**.

The major weaknesses observed in the implementation of the system was inadequate knowledge in preparing APPs, low compliance in submitting procurement information to the Authority (including APPs, tender notices, contract awards and monthly reports) and poor record keeping. A number of other weaknesses were observed and they were common to almost all the visited PEs. These were: Lack of established Procurement Management Units; Interference of powers and functions between the Accounting Officers, Tender Boards, PMUs and User Departments; Not using standard bidding documents, standard documents for inviting quotations and evaluation guidelines issued by the Authority; Inappropriate tender evaluation; Not following appropriate approval channels; Inappropriate contract award communication; and Poor contracts management.

The observed non-compliance was mainly due to lack of appropriate skilled staff in the PMUs, inadequate staff in the PMUs, and insufficient knowledge of the provisions in the PPA and its Regulations. Appropriate recommendations were provided to all the visited PEs and they were required to report to the Authority the status of implementation of the recommendations within two months.

#### **4.6.1.2 Compliance with Preparation of APPs**

All procuring entities are required to prepare and submit to PPRA their APPs for review and monitoring purposes. During the reporting period, a total of 126 APPs were received and reviewed by PPRA. These included 16 from Ministries, 37 from Parastatal Organizations, 18 from Agencies, 9 from Urban Water and Sewerage Authorities, 9 from Independent Departments, 10 from RAS and 27 from LGAs. The submitted APPs represents only about 38% of all expected APPs from the PEs, and therefore many PEs are still not complying with this important requirement.

The list of PEs that prepared and submitted to PEs their APPs is shown as **annex 4.5**.

### **4.6.2 Training of PEs' Internal Auditors on procurement audit techniques**

Since 2006, the Authority has been carrying out procurement audits in procuring entities and one of the major observations has been inadequate capacity of internal auditors in auditing procurement processes. Therefore, by considering the importance of internal audit units in monitoring compliance of procuring entities to the Public Procurement Act and its Regulations, the Authority saw a need of training internal auditors on procurement audit methodologies. The objective of the training was to equip participants with procurement audit techniques and tools for them to perform their duties effectively and efficiently as far as procurement auditing is concerned.

The total number of internal auditors who attended the training was 180 from 164 PEs. The PEs which participated include: 121 Local Government Authorities, 14 Public Authorities, and 29 MDAs. **Figure 4.7** shows a photograph of some of the internal auditors who attended the training in Morogoro. The list of trained internal auditors who attended training is obtained from PPRA website.



*Figure 4.7: Group photo of internal auditors who attended a training in Morogoro.*

### **4.6.3 Administrative Review and Investigation of Procurement Complaints**

#### **4.6.3.1 Investigations on Allegations, Complaints and Reported Cases of Mis-procurements**

Section 8 of PPA, Cap 410 empowers the Authority to conduct investigation on various matters including the award of public contracts. During the reporting period the Authority received, investigated and prepared reports on four (4) cases of allegations or complaints on mis-procurement as shown below:

- (a) Tender for construction of abattoir at Kilwa Masoko – Lindi;
- (b) Construction of Primary Market at Nangurukuru – Lindi;
- (c) Construction of public Toilet at Kilwa Masoko – Lindi, and
- (d) Construction of Primary Livestock at Mbwemkuru – Lindi.

The specific objectives of the investigations were:

- a) To assess whether the designs and pre-tender estimates were adequately prepared, whether the tender/ contract documents were properly prepared;
- b) To assess whether the procurement procedures as provided in the PPA and procurement Regulations were complied with;
- c) To assess to the extent possible the quality and quantity of the works;

- d) To verify to the extent possible the validity of the variations to the works;
- e) To assess the causes for the variations, to assess whether appropriate procedures were followed before issuing instructions for the variation orders;
- f) To assess the capacity of District Engineer's office in managing works contracts;
- g) To assess the capacity of the Procurement Management Unit (PMU) in managing procurement processes; and
- h) To recommend appropriate measures to be taken thereof.

The investigations revealed a number of shortfalls in the tender processes, quality of works, variations, capacity of District Engineer's office and capacity of PMU. After the investigations, measures to be taken were recommended. Details of the investigated cases are attached as **Annex 4.6** of this report.

#### **4.6.3.2 Administrative Review of Procurement Complaints**

Section 81 of PPA, Cap 410 empowers the Authority to make administrative review of procurement complaints. During the reporting period, the Authority received 20 applications for administrative review whereby eight applications were reviewed and decision delivered by the Authority in accordance with Section 81 of PPA, 2004. Ten applications were referred to PPAA because the procurement contracts were already in force and advice was given on two applications which were not properly submitted. The received applications for administrative review were in respect of the following tenders:

- a) Tender No. NDC/DE/BLD/2007/Vol. II/F.3 Construction of Newala District Council Office;
- b) Tender for Transfer of Containers from Main Terminal TICTS/2009/016;
- c) Tender No. TMC/67/2008-2009 of 2008 for Provision of Technical Services for Rural Water Supply and Sanitation Sub Projects.
- d) Tender for proposed construction of office accommodation building on Plot No. 11 & 12 Block D – Makumbusho Area, Dar es salaam (HVAC installation);
- e) Tender for Erection of Bill boards on TANROADS Road Reserve Network;
- f) Tender No. AE/006/2009/2010/G91 for the Supply of Automotive Gas Oil for Government Ferries for Financial Year 2009/2010;
- g) Tender No. MVDC/RWSSP/WD/01 OF 2008 for the Provision of Technical and Facilitation Services for Rural Water Supply and Sanitation Sub Projects in Mvomero District Council;
- h) Tender No. IE – 009/2009/10/HQ/NC/13 for provision of insurance brokerage Services;
- i) Tender No. AE/023/GS/003/09-56 for supply, installation and commissioning of Heavy duty mobile Container Scanners;
- j) Tender No. AE/023/GS/003/09 – 54 for the manufacturing and delivery of motor vehicles number plates;
- k) Tender NO.EAC/HQ/2008/P& D/14 for plumbing, drainage and fire fighting equipment for the EAC Headquarters in Arusha;
- l) Tender for the supply, installation and commissioning of heavy duty mobile container cargo



- scanners for customs operations at Dar es salaam and Tanga ports;
- m) Tender no. ME/015/2009 – 2010/HQ/S/03 of 2009/2010 for maintenance and repair of Government motor vehicles;
  - n) Tender no. IFT NO. IE/009/2009 -2010/HQ/G/RES 03;
  - o) Tender No. IE/017/2009 – 2010 for Consultancy Services for Designing and Conducting Training Programme for Observance of Human Rights by Law Enforcement Officers;
  - p) Tender for construction of MCH and Store building at Sekou Toure Hospital in Mwanza City, tender for rehabilitation of paediatric ward and construction of continuous education class room at sekou Toure Hospital in Mwanza City, and Construction of two classrooms, toilets and library at Nyegezi Fresh water Fisheries Institute in Mwanza City;
  - q) Tender No. PA/038/HQ/2010/W/07 for Air Conditioning and Ventilation Installation for the Proposed College of Informatics and Visual Education for University of Dodoma-Phase II;
  - r) Tender no. PA/082/2009 – 10/HQ/W/30 for service installations for the proposed construction of Bank of Tanzania safe custody centre at Dodoma municipality (lot no. A.3 air conditioning and ventilation system);
  - s) Tender no. PA 095/2008/09/W/24 for proposed construction of office accommodation building plot nos. 11 & 12, Block "D" Makumbusho Area Dar Es Salaam.
  - t) Tender No.REA/Eol-3/2008/09 for Provision of Capacity Building For Rural Energy Agency

The Authority has also maintained a Register of procurement complaints reviewed by Accounting Officers, the Authority and appeal decisions by PPAA. The above mentioned tenders and the tenders listed hereunder are some of the tenders involved in the complaints review process and maintained in the Register during the review period:

- a) Tender No MDC/CTB/RFQ/2007 – 08/34/05 for supply of school books for Musoma District Council;
- b) Tender No. AE/004/2007- 08/HQ/G/03 of 2007/2008 for the furnishing of TFDA offices;
- c) Tender No. 5/2007/2008 of 2008/2009 for various tenders including the tender for collection of fees on billboards by Tarime District Council;
- d) Tender No. PC/023/2007 for provision of security services and guarding of TANESCO premises and Installations in Arusha Region;
- e) Tender No. UDC/TB/2008/002 for supply of slates, desks, text books and teaching models for primary schools by Ukerewe District Council;
- f) Tender for the supply of various spare parts to the Wildlife Department by the Ministry of Natural Resources and Tourism;
- g) Tender No. PA/001/08/HQ/G/13 for supply of lubricants for grid and isolated power stations by TANESCO;
- h) Tender no. TANROADS/HQ/1032/2007/2008 for the upgrading of the Marangu – Rombo Mkuu and Mwika Kilacha Roads by TANROADS;
- i) Tender for collection of Hotel/ Guest House Levy for the Financial year 2008/2009 by Karatu District Council;



- j) Tender No. IE- 009/2007 – 8/HQ/G/19 – IDA Credit No. 3841 Grant H017 for supply of contraceptives by Medical Stores Department;
- k) Tender for design and installation of fibre optic backbone and local area network by NACTE;
- l) Tender No. ME/021/2008 – 09/HQ/N/03 for provision of security and reception services by the Ministry of Livestock Development and Fisheries;
- m) Tender No. IFQ No. MZA/MDC/CT/08/2008/2009 for construction of the District water Engineer’s Office by Misungwi District Council;
- n) Tender No. 2 of 2007/2008 for Supply and Installation of Hardware, Local Area Networks (LAN), Wide Area Network (WAN), Power Systems, PABX and VoIP. The said Tender had 5 lots and the said Appeal was in respect of Lot No. 4 which relates to “Supply and Installation of Electrical Power Systems by TANAPA;
- o) Tender No. RAS/008/2008-09/N/02 for Provision of Food Services for In-patients at Morogoro Regional Hospital by Morogoro Regional Secretariat;
- p) Tender No. 12-PA/023/2008/09/n/12 for Outsourced Services. The said tender had seven lots and the Appeal was in respect of Lot 2 which was for Provision of Cleaning and Gardening Services by Moshi University College of Co-operative and Business Studies.
- q) Tender No. 2 of 2007/2008 for Supply and Installation of Hardware, Local Area Networks (LAN), Wide Area Network (WAN), Power Systems, PABX and VoIP by TANAPA;
- r) Tender No. ME/004/2008-09/HQ/D/1 for Disposal of Various Marine Vessels and Equipment of Ex-TAFICO Assets by MOFEA;
- s) Tender No. IE-009/2008/09/HQ/G/02 for Supply of Contraceptive Drugs by MSD;
- t) Tender No. NCAA/G/2008-2009/T.005 for Supply of Pipes and Pipe Fittings for Mama Hau River Water Project at Kamyn Estate Njia Panda Karatu by Ngorongoro Conservation Area Authority;
- u) Tender No. ME/004/22008-09/HQ/g/2 for Supply of Various Office Stationery by MOFEA;
- v) Tender No. PA/024/2009/mwz/g/01 for Supply of Various Goods and Services for the Vocational Education and Training Authority-Lake Zone;
- w) Request for Proposal No. CDR/C/6 for Provision of Consultancy Services to Develop Training Modules and Provide Technical Resource Persons/Trainers in Commercial Justice by the Court of Appeal of Tanzania;
- x) Tender No. 2/2009/2010 for Provision of Various Services by Musoma Municipal Council;
- y) Tender No. MEDA/06/2009-2010 for provision of Transportation and Distribution of Long Lasting Insecticidal Nets (LLINs) Under the Nationwide Under Five Catch up Campaign (U5CC) by Economic Development Associates (MEDA);
- z) Tender No. PA/001/08/HQ/N.183 for Provision of Medical Scheme Services for the year 2009 by TANESCO;
- aa) Tender No. AE-046/2008-09/SHUWASA/W/02-03 for Kahama Shinyanga Water Supply Project, Customer connection to the New Distribution System in Shinyanga Mincipality and Kahama town Phase II by Shinyanga Urban Water Supply & Sewarage Authority;

- ab) Tender No. 2 of 2007/2008 Lot No. 4 for Supply and Installation of Electrical Power Systems by TANAPA;
- ac) Tender No. PA/078/2009-10/N/07 for Provision of Security Services to the College of African Wildlife Management by the College of African Wildlife Management (MWEKA);
- ad) Tender No. AE 006/2008/2009 for supply of Automotives Gas Oil for Government Ferries for Financial year 2009/2010 by TEMESA;
- ae) Tender No. PA-026/2009-10/N/03 for Provision of Security Services by the Institute of Rural Development Planning – Dodoma;
- af) Tender No. RAS /KIL/005/2009/2010W/03 for Construction of Maternity Block Complex at Mawenzi Regional Hospital- Moshi- Phase II by the Kilimanjaro Regional Secretariat;
- ag) Tender no. 3 of 2009/2010 for provision of various goods by the The Mwalimu Nyerere Memorial Academy;
- ah) Tender No. DSE/2009/10/C/01 for provision of consultancy services for the preparation of the DSE Five year Corporate Plan (2009 – 2014) by the Dar es salaam Stock Exchange;
- ai) Tender No. LGA/045/2009-10/MSH/GWND/01 for periodic maintenance of airport, Khambaita Phase III and Mbeya Roads in Moshi Municipality by the Kilimanjaro Regional Secretariat;
- aj) Tender No. LGA/045/2009-10/MSH/GWND/01 for periodic maintenance of airport, Khambaita Phase III and Mbeya Roads in Moshi Municipality by Moshi Municipal Council.
- ak) Tender no. IE-009/2009-2010/HQ/G/RES03 for the supply of disposable syringes to Medical stores Department;
- al) Tender no. IMC/TA/4/4/2005 for the proposed Development on Plot No. 12 (Former Kisutu Bus Terminal) by the Ilala Municipal Council;
- am) Tender no. RAS-018/2009-10/RH/G/01 for supply of Medical Equipment for Shinyanga Regional Hospital by the Shinyanga Regional Secretariat;
- an) Tender no. AE-027/2009-10/MT/W/22 for renovation of Terminal Building One (TB 1) at Mtwara Airport Phase 2 by the Tanzania Airports Authority;
- ao) Tender No. PA/102/TSN/HQ/2010/N/O for maintenance and repair of motor vehicles and machinery for 2010/2011 by the Tanzania Standard Newspapers;
- ap) Tender for pre-qualification for Mchuchuma Integrated Coal mine and Thermal Power station Concession and Liganga Iron Ore Concession by the National Development Corporation (NDC).

As was the case in last year, the review of complaints has revealed serious breaches of the law including failure by Heads of PEs to handle complaints submitted to them as per Section 80 of the Act. In twelve (12) PPAA rulings/decisions brought to the attention of the Authority, PPAA had to order the procurement process to start afresh and the aggrieved bidders to be compensated.

Details of the administrative review cases handled by the Authority and appeal cases handled by PPAA are shown in **Annexes 4.7 and 4.8** respectively.

## 4.6.4 Implementation of Public Procurement Anti-Corruption Strategy

### 4.6.4.1 Background

The Authority started to implement the Public Procurement Anti-Corruption Strategy. The strategy as developed with the objective of assisting the Authority and the Government to minimize corruption to a large extent in public procurement and to enable the Authority to measure the level of corruption by using baseline indicators. As the initial process of implementing the strategy, the Authority has done the following:

### 4.6.4.2 Sharing of Red flags on audited PEs with PCCB

During Procurement audits which were carried out for procurements conducted in 2008/09 a sample of 307 tenders processed by forty PEs was used to test the newly developed corruption red-flags. The high number of "YES"s indicates a high possibility of corruption in the PE. Overall, the percentage of "YES" for all the assessed PEs was on the low side at 9.3%. Five PEs were assessed to have percentages of "YES" of more than 20%. These Were; RAS- Rukwa (46%), Mpanda District Council (33%), Occupational Safety and Health Authority (OSHA) (84%), Nkasi District Council (37%), and Tanzania Building Agency(TBA) (21%).

The pre-bid phase was assessed to be the highest corruption risk phase with a percentages of "YES" of 48% out of total "YES"s, evaluation and award phase 35%, and contract management phase 17%. The results of the assessment of Red Flags for forty PEs are shown in **Table 4.6** while the analysis of red flags is attached as **Annex 4.9**. The red flag matrix was submitted to PCCB for their information and further action as agreed in the MOU between the Authority and PCCB discussed below.

*Table 4.6: A summary of corruption Red-flags for audited PEs*

S/NO	Name of Procuring Entities	YES	NO	N/A	% of YES
1	Drug Control Commission	0	265	85	0
2	Energy and Water Utilities Regulatory Authority	2	261	87	1
3	National Institute of Transport)	19	248	83	7
4	College of Business Education	40	373	87	10
5	Tanzania Food and Nutrition Centre	3	130	17	2
6	Ocean Road Cancer Institute	0	278	72	0
7	Tanzania Petroleum Development Corporation	19	538	93	3
8	The Unit Trust Of Tanzania	7	112	31	6
9	Tanzania Commission for Universities	4	209	37	2
10	RAS - Mara	19	343	38	5
11	RAS- Rukwa	171	198	81	46
12	Tanzania Education Authority	3	364	133	1
13	RAS - Shinyanga	20	386	94	5
14	Mpanda District Council	143	291	116	33
15	RAS- Mwanza	33	187	80	15
16	Dar Es Salaam University College of Education	7	329	14	2
17	Mbarali District Council	43	367	140	10
18	Occupational Safety and Health Authority	53	10	437	84
19	Chunya District Council	49	516	35	9
20	RAS- Mbeya	33	380	37	8
21	Tanzania Institute of Education	13	224	13	5
22	Higher Education Students Loans Boards	12	180	108	6
23	Law Reform Commission of Tanzania	0	213	87	0

24	Tanzania Bureau of Standards	16	299	135	5
25	National Economic Empowerment Council	22	407	71	5
26	The Office of Registrar of Political Parties	21	368	61	5
27	National Board for Materials Management	21	329	150	6
28	Mwalimu Nyerere Memorial Academy	2	142	6	1
29	Kahama District Council	124	763	63	14
30	Nkasi District Council	90	156	54	37
31	Board of External Trade	6	100	44	6
32	Dar ES Salaam Water Supply Company	9	75	16	11
33	Muhimbili Orthopaedic Institute	44	601	105	7
34	Kibaha Education Centre	7	34	9	17
35	Parastatal Pension Fund	39	661	0	6
36	National Bureau Of Statistics	12	538	0	2
37	Business Registration and Licensing Agency	4	94	2	4
38	Gaming Board of Tanzania	3	67	30	4
39	Tanzania Building Agency	37	143	220	21
40	Iramba District Council	6	40	4	13

#### 4.6.4.3 Signing of the Memorandum of Understanding with PCCB

The Authority signed a Memorandum of Understanding (MOU) with PCCB on 11<sup>th</sup> February 2010 for implementing the anti-corruption strategy. The MOU provides for co-operation in the following areas:

- (a) Prevention of corruption in public procurement, along the following lines: Forming a working group of the Authority and PCCB staff on Prevention of Corruption in public procurement; Training of stakeholders in public procurement i.e Procuring Entities, Bidders, NGOs and Media on prevention of corruption in public procurement; Organizing experts meeting/forums on prevention of corruption in public procurement; and developing a methodology and carrying out of periodic comprehensive analysis of corruption in public procurement;
- (b) Detection of corruption in public procurement within the framework of the PPA, 2004, PCCA, 2007 and ACSPP as follows: providing training to PCCB investigators on public procurement procedures; and providing training to the Authority's procurement experts on basic corruption detection techniques and methodologies;
- (c) Investigation of corruption in public procurement within the framework of the PPA, 2004, PCCA by: exchanging technical expertise in the investigation of corruption in public procurement; exchanging information whenever elements of corruption are detected in the course of procurement audits and investigations; periodically providing to PCCB the collected information on corruption red-flags.

**Figure 4.8** shows a group photo of PPPA and PCCB staff during the occasion of signing of the MOU. The signed MOU is attached as **Annex 4.10**.



*Figure 4.8: Group photo of senior officials of PPPA and PCCB during a ceremony for signing of MOU*

#### **4.6.4.4 Signing of Memorandum of Understanding with CoST – Tanzania**

The Authority signed a MOU with the Construction Sector Transparency Initiative (CoST) – Tanzania on 24th May 2010. CoST is a forum of stakeholders which aims to enhance the transparency and accountability of publicly financed construction projects. The expectation is that improved transparency will be supportive of better management of public finances and reduce corruption. **Figure 4.9** shows photo of the signing ceremony of the MOU.

The signing of MoU is part of the implementation of the resolutions of CoST Annual General Meeting (AGM) held on 20<sup>th</sup> November 2008 which requires that both the Authority and PCCB to enter into memorandum with CoST in implementing activities which will lead to increase transparency and accountability in construction sector.

The MOU will focus on the following:

- a) Forming a working group of the Authority and CoST staff to enhance transparency and accountability in public procurement through disclosure of information;
- b) The Authority will assist CoST to access documents related to public funded projects in the construction sector in order to ensure that CoST's goal of achieving transparency is achieved;
- c) The Authority will advise CoST Tanzania on all procurement related to construction matters;
- d) The Authority will attend meetings of CoST in Tanzania including Multi-Stakeholder Group (MSG) and Annual General Meetings (AGM);



- e) CoST shall periodically provide to the Authority the collected and analysed information before dissemination to other parties.

The signed MOU is attached as **Annex 4.11**.



*Figure 4.9: Chief executives of PPRA and CoST sign MOU.*

#### 4.6.4.5 Training of PCCB Officials in PPA, Regulations and Procedures

In fulfilling its mandate to ensure compliance with the Public Procurement Act and its Regulations, the Authority had planned to carry out a three days training to one hundred and fifty (150) staff of PCCB to be conducted in Mwanza, Arusha and Mbeya. The purpose of this training was to equip PCCB staff with requisite knowledge and skills necessary for effective delivery of their services to the community on issues related to procurement. However, due to delays in budget disbursement, the Authority was only able to conduct training for one batch of PCCB staff in Arusha from 28th to 30th June 2010 which was attended by 48 staff out of the planned 50. **Figure 4.10** shows a PCCB staff receiving a certificate from the Authority's CEO. Names of PCCB staff who attended the training are available on PPRA website.



*Figure 4.10: A training participant receives a certificate from PPRA's CEO.*

## **4.7 Sharing and Dissemination of Procurement Information**

### **4.7.1 Tanzania Procurement Journal**

In its efforts to reach a wider range of stakeholders, the Authority introduced Tanzania Procurement Journal (TPJ) Supplement as an insert in Daily News every Tuesday since July 2010. Since its introduction, the Tanzania Procurement Journal (TPJ) Supplement has always appeared every week without fail. A total of 52 editions have been published in the FY 2009/2010. Overall, the supplement is widely circulated and has received wider recognition amongst many stakeholders of public procurement. It is also used as a reference document by many students pursuing studies in public procurement.

### **4.7.2 Operationalisation of Procurement Management Information System (PMIS)**

The Authority developed a Procurement Management Information System - PMIS, so as to facilitate submission of plans and implementation reports of tenders by procuring entities using Internet technology. To operationalise the system, the Authority started training PMU staff from PEs on how to use the system in 2008/09. During the review period, three training were held in Morogoro, Mwanza and Arusha, and 122 officers from 69 PEs attended. This makes the number of officers trained so far to be 494. Accordingly, 122 new users from 69 PEs were set up in the system, making the total number of users in the system to be 441 from 203 PEs.

**Table 4.7** shows progresses in the implementation of PMIS since 2007/08 while **Figure 4.11** shows the a group photo of participants who attended PMIS in one of the sessions that was held in Arusha.

**Table 4.7: Statistics on implementation of PMIS**

Description	2007/2008	2008/09	2009/10	Total
No. of PE attended training	11	171	69	251
No of officers from PEs attended training	14	358	122	494
No. of PE registered in PMIS	11	123	69	203
No. of users from PEs registered in PMIS	14	305	122	441
No. of active PE in using PMIS	16	36	36	



**Figure 4.11:** Group photo of staff from various PE who attended a training on the use of PMIS. The event was held in Morogoro.

Details of PEs and their respective officers who participated in PMIS training for 2009/10 are obtained from PPRA website.

#### **4.7.3 The Website – Improvement, Maintenance and Publication of tender information**

The Public Procurement Act CAP 410 requires PEs in the country to publish tender notices and awards on the Authority's Website which is accessible on web address <http://www.ppra.go.tz>. Since first became operational in 2004, the website has been undergoing regular improvement to better meet expectations of the general public in terms of its usability and the information posted on it. During the review period, the website was re-designed and tender information placed in a new separate tenders portal – <http://tender.ppra.go.tz>. A redesign has introduced sections for publication of invaluable procurement information such as latest news on various procurement-related events, calendar of events, e-library, procurement humours etc. In the tender portal, advanced search engine for tender notices and awards has also been introduced to help visitor easily find specific information they are interested in. **Figures 4.12** and **4.13** shows the face of the new website and tender's portal respectively.



Figure 4.12: Face of the new PPRA website

**Table 4.8** shows progress in the publication of General Procurement Notices, Specific Procurement Notices and Tender awards since 2007/8. There is generally a satisfactory increasing trend of posting tender awards in the website, however the situation is very poor for the General Procurement Notices (GPN) in which only 9 were posted in 2009/10. Efforts will be made during the F/y 2010/11 to make sure that there is increased compliance with this requirement of posting of GPN's in the Authority's website.

Table 4.8: Tender information posted on website

Description	2007/2008	2008/09	2009/10	Total
GPN	5	19	9	33
SPN	305	649	780	1734
Tender awards	312	329	1482	2823



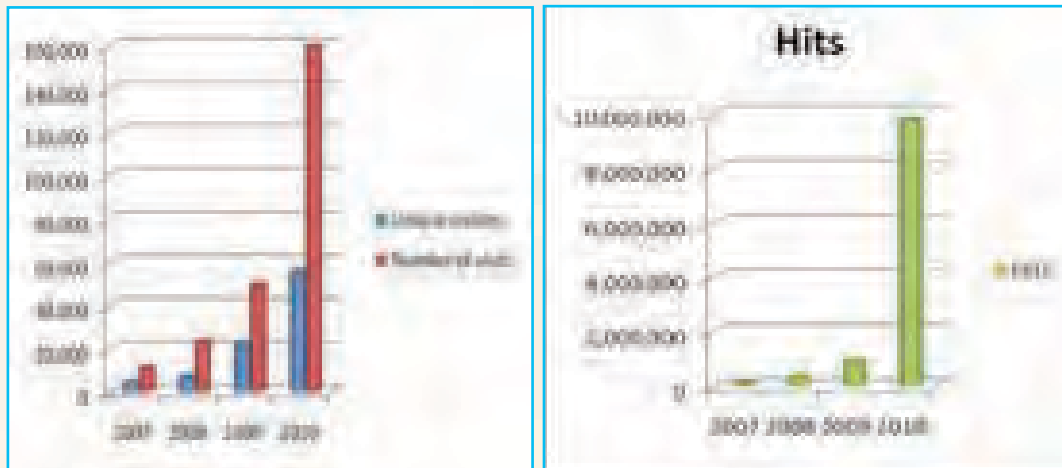
*Figure 4.13: Face of new tender's portal*

Generally the website, is among the very active websites with its visit statistics as shown in **Table 4.9**. As a result of improved website in terms of layout and content, year 2010 has seen the numbers of unique visitors and number of visits almost doubling, while the number of hits has almost increased ten times. This growth trend is further amplified in **Figure 4.14**.

*Table 4.9: Website statistics as of June 2010*

Year	Unique visitors	Number of visits	Hits
2007	4,359	11,317	116,923
2008	7,009	23,431	349,043
2009	22,225	49,730	921,689
2010	55,501	159,587	9,757,305
Totals	89,094	244,065	11,144,960
Average	22,273.50	61,016.25	2,786,240





*Figure 4.14: Charts showing growth trend of the Authority website*

#### 4.7.4 Tanzania Procurement Forum

In 2009, the Authority established and maintains an online forum – <http://forums.ppra.go.tz>, which is a convenient platform for the general public to discuss and exchange views and experiences in public procurement, especially on the following major areas:-

- a) Procurement of Goods, Works and Non Consultant services;
- b) Procurement of Consultancy services;
- c) Complaints review;
- d) Procurement planning;
- e) Tender processes, procedures and related guidelines;
- f) Contract management;
- g) Training;
- h) Procurement reviews;
- i) System for checking and monitoring compliance;
- j) Procurement management information system;
- k) E-Government procurement;
- l) Fraud, Bribery, Collusion; and
- m) Anti-corruption.

The forum is progressively improving in terms of number of topics posted for discussions, number of users registered and the quality of the discussions. The face of the forum is shown in **Figure 4.15**.



**Figure 4.15:** Face of the Tanzania Procurement Forum

During the review period, there were 257 posts on 71 topics discussed while the number of users who joined the forum is 104. It is the expectation of the Authority that constructive discussion going on among procurement practitioners helps to improve public procurement regime in the country. The forum has now become an important source of reference for students as captured in the cartoon shown in **Figure 4.16** developed to entice students to use it.



**Figure 4.16:** Cartoon shows the use of the public procurement forum for learning purposes.

#### 4.7.5 Feasibility study on implementation of e-procurement system in Tanzania

In recognition of the benefits of using ICTs and the international trends, the Authority commenced preparations for adoption of e-procurement in the public sectors. Accordingly, a consultant – M/s PricewaterhouseCoopers (T) Ltd was engaged during review period, to carry out e-procurement feasibility study focusing on issues that need to be addressed before implementation the system, namely legal, ICT, economic and institutional issues. During the feasibility study, one stakeholder’s workshop was held and representative from 19 selected institutions participated to share their

views on implementation of e-procurement in Tanzania. The final study findings on key issues, as submitted by the consultant, has shown that:-

- Legal and policy issues: the country is 'not ready';
- Institutional structures; the country is 'not ready but efforts initiated'
- Procurement processes: the country is 'ready but additional efforts required';
- ICTs: the country is 'not ready but efforts initiated'; and
- Peoples readiness: 'not ready but efforts initiated';

A summary of the finding is attached as **Annex 4.12**

The Authority is currently validating the report and consulting relevant stakeholders so as to gather more opinions that will ensure smooth implementation of e-procurement in Tanzania.

## **4.8 System for Procurement of Common Use Items**

### **4.8.1 Background to the System**

During the year under review, the Government Procurement Services Agency (GPSA) introduced a system of procurement of common use items and services (CUIS). Under the system, Procuring Entities (PEs) are required to compile their requirements of CUIS based on the classification system which has been adopted by GPSA and the Authority. The compiled requirements are then submitted to GPSA and copied to the Authority. Subsequently, GPSA aggregates requirements of all PEs and invite tenders based on framework contracts. PEs are then be notified of the suppliers/service providers who have been awarded with framework contracts. PEs shall therefore be obligated to place their call-off orders through the chosen suppliers/ service providers.

It is expected that Procurement of CUIS through this system will increase efficiency through the following:-

- a) Elimination of price differentiation for commonly used items and services purchased by all PEs;
- b) Shortening lead time for acquisition of materials from suppliers, service providers and Contractors;
- c) Enabling PEs to implement their plans as per the flow of funds from the Central Government in line with the Public Procurement Act, 2004 and its Regulations;
- d) Assuring PEs of quality of suppliers, service providers and contractors;
- e) Reducing costs associated with acquisition and storage of goods, service and works for PEs; and
- f) Benefiting PEs from economies of scale, value for money and cost reduction in procurement.

The mandate for GPSA to implement the system is provided by the PPA No.21 of 2004, whereby section 51 requires Procuring entities to procure goods from GPSA and Regulation 57 (1),(2) and (3) of G.N. No. 97 of 2005 provides that GPSA shall arrange for procurement of common use items and services by the procuring entities through framework contracts and Publish on quarterly year basis in the Gazzete, the Authority website and in the local news papers of wide circulation the list of suppliers and service providers awarded the framework contracts.

## 4.8.2 Implementation of the System

### 4.8.2.1 Tendering Process and the Response

To implement the system, GPSA in collaboration with the Authority prepared a list of common use items and services of which tender packaging was based. Each class of items and services formed a tender and each item in the class formed a lot. Under such arrangement a total number of 16 tenders for goods and 13 tenders for non consultant services were formed. All tenders resulted into 1344 lots. The tender reference numbers and description is shown in **Annex 4.13(a)**

The invitation for tender required bidders to submit tender at the GPSA's headquarters and regional offices. In response to the invitation, 4065 applications for the supply and provision of various goods and non consultancy services were submitted by the bidders from 21 regions in the country and two from Germany and U.K as shown in **Table 4.10**.

*Table 4.10: Summary of Received Applications and Award of Framework Contracts by GPSA*

Region	Number of Applicants		Awarded Contracts	
	Goods	Non consultants services	Goods	Non consultants services
Arusha	149	63	141	57
Dar es salaam	248	146	245	107
Dodoma	105	48	91	44
Iringa	103	32	94	32
Kagera	170	67	134	67
Kigoma	216	56	152	42
Kilimanjaro	95	28	77	26
Lindi	34	28	29	20
Manyara	67	25	49	28
Mara	131	56	107	63
Mbeya	177	46	205	42
Morogoro	110	62	78	39
Mtwara	120	76	100	54
Mwanza	251	129	232	89
Pwani	41	20	23	17
Rukwa	64	44	49	21
Ruvuma	113	45	95	39
Shinyanga	201	87	180	82
Singida	93	93	76	49
Tabora	209	52	127	45
Tanga	114	49	107	41
Germany	1	0	1	0
UK	1	0	1	0
<b>Total</b>	<b>2813</b>	<b>1252</b>	<b>2393</b>	<b>1004</b>
<b>Grand total</b>	<b>4065</b>		<b>3397</b>	

### 4.8.2.2 Awarded Contracts

Out of 4065 applications a total of 3397 suppliers and service providers were awarded Framework Contracts were awarded contracts as shown in **Table 4.10**. The number comprised of 2393 suppliers

and 1004 service providers. The framework contract period for both goods and non consultant services run for one year, whereby contracts for goods commenced on February, 2010 and expire on 31<sup>st</sup>, January 2011 while Framework contract for Non consultant service commenced on March, 2010 and expires on 2011.

#### 4.8.2.3 Placed Call-Off Orders

The placement of call off orders by the PEs has been slow at the start whereby by 30<sup>th</sup> June 2010 the total value of contracts made through these orders amounted to Tshs. 1,967,348,782.13 as detailed in **Table 4.11**. Details of the placed call-off orders are shown in **Annex 4.13(b)**.

#### 4.8.3 Sensitisation on the Use of the System

A sensitization workshop for system for procurement of common use items and services together with the establishment of PMUs was held at St Gasper, Dodoma on 3<sup>rd</sup> and 4<sup>th</sup> September 2009 by the Authority in collaboration with GPSA. A brief introduction to the system is always done during training of PE staff. Since the introduction of the system for CUIS, the Authority has received comments from users of the system and efforts are underway to improve it. Many PEs are now using the system and GPSA and the Authority maintained consultations for purposes of ensuring better implementation of the system.

*Table 4.11: Breakdown of Call Off Orders Placed for F/y 2009/10*

PEs Category	Value of Call Off Orders
Ministries	204,000.00
Independent Departments	201,610,780.00
Executive Agencies	656,273,223.55
Regulatory Authorities	9,853,316.93
Local Government Authorities	545,088,047.65
Schools/ Colleges	413,028,780.00
Parastatal Organisations	141,290,634.00
Grand Total F/Y 2009/2010	1,967,348,782.13

#### 4.8.4 Challenges in Implementing the System

In carrying out the procurement process of CUIS a number of challenges were faced. Some of challenges include the following:-

- a) Lack of adequate knowledge to some suppliers and service providers to fill tender documents, this caused them to be non responsive
- b) Some PEs are not aware of application of the system
- c) Budget constraints which hinder ability to meet financial obligations
- d) Use of manual system in handling tendering process
- e) Lack of ICT equipment and effective communication infrastructure and equipment such as motor vehicles, computers etc

During the operationalisation of call off orders there have been issues of concern which have been raised by PEs, suppliers and service providers and stakeholders regarding the system, particularly with regard: of how to include in the procurement plan items to be sourced using this system;



items not included in CUIS; items for which there are no suppliers or service providers in some regions etc. This prompted GPSA to issue a clarification on the use of the system which is attached as **Annex 4.13(c)**.

## **4.9 Other Interventions aimed at Improving the Procurement System**

### **4.9.1 Registration and Categorization of Suppliers and Service Providers**

During FY 2009-10, the Authority has established categories of suppliers and service providers based on international best practices. However, registration of suppliers and providers has been slow (12 only) despite sending about 1200 forms to those identified from various sources. Some statutory bodies such as CRB, AQRB, ERB, NBAA, PSPTB, TIRA, TPSF, CCTBC, and CI have been contacted to submit the list of firms or businesses they registered to enable the Authority establish a database and thereby attracting other suppliers and providers to register voluntarily.

### **4.9.2 Compilation of Average Prices and Establishment of Price Base for Common Use Items**

A survey for common activities in construction works in roads and buildings was conducted and completed at the end of April 2010. In addition, a survey to update the list of CUIS and their prices was conducted and the list updated. Furthermore the survey for common activities in construction works in roads and buildings was conducted. A stakeholders' workshop was held on 21st April 2010 comprising representatives from the Authority, Tanzania National Roads Agency, Contractors Registration Board, Contractors Association of Tanzania, Tanzania Building Agency, Tanzania Civil Engineering Contractors Association, National Construction Council, College of Engineering of the University of Dar es Salaam, Ardhi University. The stakeholders provided useful comments and recommendations.

### **4.9.3 Restructuring of Government Stores**

In 2003, a Country Procurement Assessment Report (CPAR) indicated major challenges the Government Stores was facing, including lack financial and organizational capacity to meet the requirements of the Government in terms of supplies. It was observed that its set-up in terms of centralized procurement and storage posed a barrier to a cost effective and value for money oriented procurement system. It was recommended to establish in its place a new slim procurement agency within the Central Government which will be responsible for the tendering and management of the framework agreements. Transformation of the Government Stores Department into an executive agency took place through the Government Notice No. 235 published on 7th December, 2007.

Following that decision to establish the Government Procurement Services Agency (GPSA), PPRA engaged a consultant (M/s Bureau for Industrial Cooperation (BICO) of the University of Dar es Salaam) to restructure GPSA which replaced Government Stores. The consultant produced five documents to enable the new agency to discharge its new responsibility including the management of framework contracts for procurement of common use items and services. The documents include: Organization structure; Job Evaluation and Remuneration Structure; Proposed Job Description; Scheme of Service; and Staff Regulations. Implementation of the recommendations arising from the consultant's assignment is underway.

### **4.9.4 Professionalisation of Procurement**

As part of operationalisation of the Procurement and Supplies Professionals and Technicians Board Act No. 23 of 2007, Regulations and Code of Ethics for Procurement Professionals were prepared and signed by the Minister for Infrastructure Development on 30th September, 2009. The same were gazetted on 6th November 2009 as G.N. No. 364 and G.N. No. 365, respectively. The Board is now operational, following appointment of its members. Dissemination of the Act, Regulations and the Code of Ethics is being undertaken by its secretariat.

## **4.10 International Collaboration**

### **4.10.1 Second East African Procurement Forum**

In 2008 the First East African Procurement Forum under the theme “Enhancing the Effectiveness of the Public Procurements Systems” was held in Uganda. It was organized by the Public Procurement and Disposal of Public Assets Authority (PPDA) of Uganda in conjunction with the World Bank. The objective of the forum was to enable participants to learn and benchmark with each other on their respective public procurement systems. At the end of the event it was unanimously agreed that the forum should be turned into a regular organization on an annual basis and that the next forum will be held in Nairobi, Kenya.

The Second East African Procurement Forum was hosted by the Public Procurement Oversight Authority (PPOA) of Kenya with the support of German Technical Cooperation – GTZ “ Capacity Development in Public Procurement” Project and the World Bank. PPRA participated in this two and a half days conference (from Wednesday 19th of August to Friday 21st of August 2009 ) at Hilton Hotel, Nairobi, Kenya. At the end of the forum, it was agreed that the third East African Procurement Forum be hosted by the Public Procurement Regulatory Authority (PPRA) of Tanzania. The forum was held in Tanzania from 29<sup>th</sup> September 2010 to 1<sup>st</sup> October 2010 and attracted more than 200 participants from the Region. The theme of the forum was “Looking beyond Compliance – Promoting Better Procurement Outcomes”. The Forum resolved amongst others to establish a regional body that will oversee and advise on procurement issues in East Africa and a steering committee comprising the chief executives of the procurement regulatory bodies was formed to start working towards its establishment.

### **4.10.2 OECD/DAC Task Force on Procurement**

The Task Force on Procurement of the Organisation for Economic Development and Cooperation (OECD)/Development Assistance Committee (DAC) held its first meeting in Nairobi, Kenya from 5<sup>th</sup> to 7<sup>th</sup> May 2010 bringing together more than 100 participants from public procurement oversight authorities of 25 partner countries across the world, in which the Authority and PPAA were also represented. The meeting focused on four thematic areas, namely; Performance measurement and promoting good procurement, the use of country systems, key actors of change and reform, and reform in fragile small or post-conflict states. Participants to the meeting discussed also options for the future mandate, membership, structure and activities of the Task Force on Procurement. This was in preparation for the Fourth High Level Forum in Seoul in 2011 with the main theme “the future of the Task Force on Procurement”.

### **4.10.3 ANSA-Africa/WBI Procurement Meeting**

The African Network for Social Accountability (ANSA) in collaboration with the World Bank Institute conducted a two-day meeting in Nairobi from 6<sup>th</sup> to 7<sup>th</sup> with the main agenda titled “Improving the Governance of Public Procurement in Africa through Citizen Engagement.” The Authority was represented in this particular meeting, which discussed, among other things; the challenges, success and lessons learnt in the perspectives of government, oversight bodies and the civil society, approaches and tools used by various actors in the procurement reform process, key strategies to ensure continuation and sustainability of reform over time, the role that other external actors like ANSA-Africa, the World Bank Institute and donors can play to support interventions made by the country.

The Authority has invited civil society organizations in the country to take advantage of the emerging opportunity. Some members of the civil society such as TACECA have already taken the initiative of exploring the available opportunities.

## 5.0 PERFORMANCE OF PROCURING ENTITIES

### 5.1 Volume of Contracts Awarded by the PEs in FY 2009/10

#### 5.1.1 General Overview

The Authority has continued with the exercise which started in the FY 2007/08 to collect information on awarded contracts by PEs. Although there has been improvement of submitted information from 41% of PEs in the FY 2007/08 to 69% of PEs in the FY 2009/10, a substantial number of PEs are still not complying with the requirement to submit information on awarded contracts despite efforts made by the Authority to request for the same. Only 148 PEs which were equivalent to 41% of all PEs submitted tender award information to the Authority in the FY 2007/08 compared to 216 PEs (59%) during the FY 2008/09 and 264 PEs (69%) during the reporting period. The summary of tenders awarded in terms of values is shown in **Annex 5.1** and the list of PEs which did not submit the contracts award information is shown in **Annex 5.2**.

The analysis of the submitted information indicated that 109,625 contracts amounting to Tshs. 3,075,538 million were awarded by 264 PEs during the FY 2009/10 compared to Tshs. 2,963,477 million awarded by 216 PEs during the FY 2008/09 and Tshs. 1,800,974 million awarded by 148 PEs during the FY 2007/08 as shown in **Table 5.1**. The values of the awarded contracts represent a considerable proportion of the total government budgets of Tshs. 9.51 trillion, Tshs. 7.27 trillion and Tshs. 5.27 for the FYs 2009/10, 2008/09 and 2007/08 respectively. The awarded contracts included 71,200 contracts for goods (majority being LPOs) equivalent to 64.9% of all contracts, 7,719 contracts for works equivalent to 7.0%, 762 contracts for consultancy services equivalent to 0.7%, 29,662 contracts for non-consultancy services equivalent to 27.1%, and 282 contracts for disposal of assets by tender equivalent to 0.3%. A summary of contracts volumes awarded by various categories of PEs and types of procurement is shown in **Tables 5.1**. The analysis of number of contracts awarded by various categories of PEs and type of procurement is shown in **Table 5.2**. It should be noted that, although in numbers the works contracts were only 7.0% of all contracts awarded, in value, they amounted to Tshs. 1,699,561 million which is equivalent to 55.3% of the value of all awarded contracts.

Unlike previous years, this year PEs were requested to submit their budget information as well. The requested budget information was required to be broken into what was approved against what was disbursed. Out of the 264 PEs which submitted the contract awards information, only 244 PEs submitted information on their budgets. The analysis of the budget information shows that although the total budget for the 244 PEs was Tshs. 6,599 billion, only Tshs. 5,974 billion which is equivalent to 91% was disbursed/collected. Out of the disbursed/ collected budget amount, Tshs. 2,966 billion which is equivalent to 50% was spent through procurement. However, it should be noted that some PEs, for example TANROADS, awarded contracts beyond their budgeted amount because some of the awarded contracts spans beyond one year where the project funds are allocated yearly in their budgets depending on the projects cash flows. If the volume of awarded contracts by TANROADS (with a substantial proportion of about 25% of the total collected procurement volume) is excluded, the analysis shows that Tshs. 2,186 billion which is equivalent to 40% of the disbursed/ collected amount was spent through procurement by the remaining PEs. Therefore, it can be concluded that the volume of awarded contracts by the 244 PEs was between 40% and 50% of the disbursed/ collected budget amount. The comparison of the actual budget with expenditure in procurement and the proportion of the budget expenditure are shown in **Figures 5.1 (a), (b), (c), and (d)**.

The analysis of volume of procurement and budget in this report should be taken with caution since the comparison is not for the same PEs. In future, when all PEs comply with this submission

requirement, it will be possible to analyze trends of procurement budget expenditure and procurement volume for each category of procurement and PEs on yearly basis.

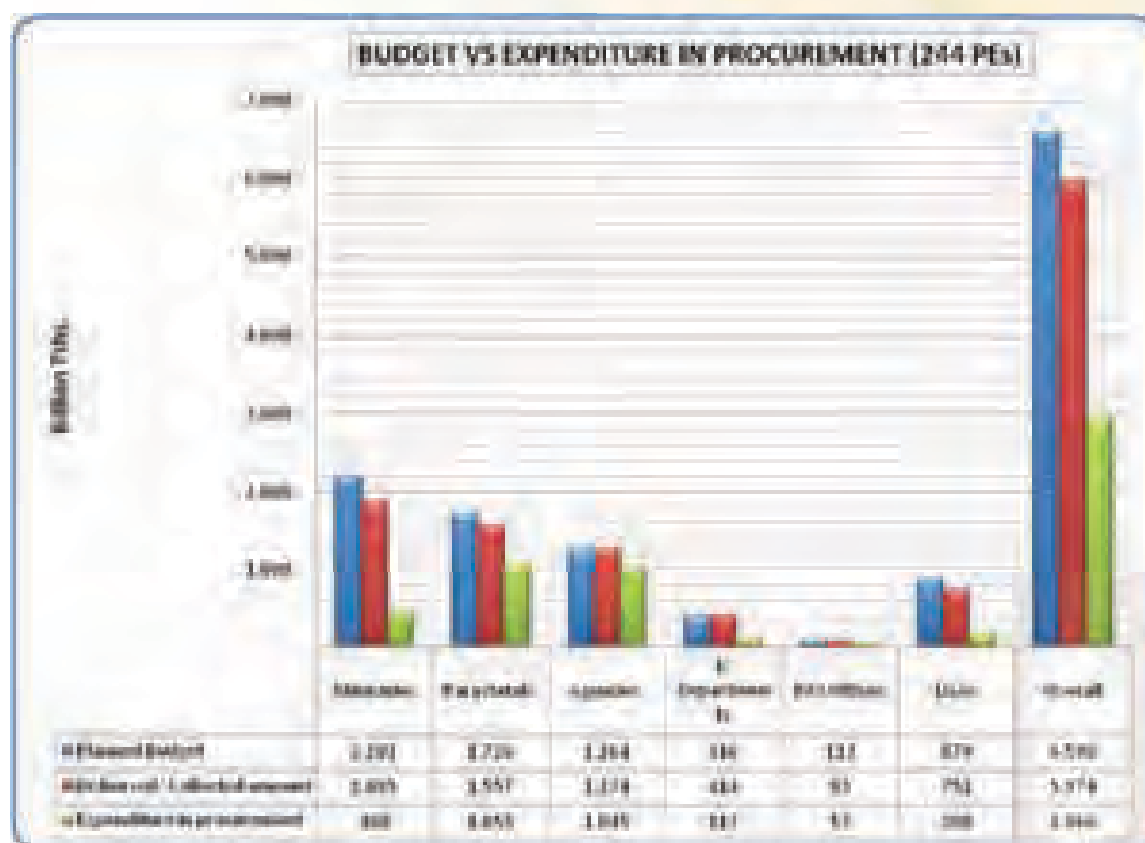
**Table 5.1: Summary of volume of contracts awarded in million Tshs.**

Category of PE	Financial Year	No. of PEs	Planned Budget	Actual Budget	Goods	Works	Consultancy Services	Non-Consultancy Services	Disposal of Assets by Tender	Total
Ministries	2007/08	16			116,230	181,042	8,696	2,650		308,618
	2008/09	22			418,567	192,249	134,564	28,231		773,611
	2009/10	22	2,201,079	885,404	249,436	128,396	88,586	33,875	4,010	504,303
Parastatal Organisations	2007/08	37			313,779	205,594	6,909	15,645		541,927
	2008/09	55			344,953	185,406	15,630	27,998		573,987
	2009/10	77	1,726,048	,547,342	410,149	547,069	48,394	67,948	846	1,074,406
Executive Agencies/ Water Authorities	2007/08	20			29,675	652,575	29,369	6,137		717,756
	2008/09	39			98,309	1,184,169	44,688	6,632		1,333,798
	2009/10	47	1,264,379	,274,186	136,295	854,147	73,727	14,636	64	1,078,869
Independent Departments	2007/08	3			131,520	1,062	744	6,843		140,169
	2008/09	11			90,966	6,960	3,667	8,654		110,247
	2009/10	20	416,241	389,214	81,803	11,016	3,213	21,074	-	117,106
Regional Administrative Secretariats	2007/08	10			1,996	7,589	527	828		10,940
	2008/09	8			2,699	10,944	1,445	839		15,927
	2009/10	18	112,447	93,178	27,472	23,684	1,530	3,848	-	56,534
Local Government Authorities	2007/08	62			21,238	55,850	435	4,042		81,565
	2008/09	81			53,553	84,056	11,203	7,095		155,907
	2009/10	80	879,207	750,585	80,623	135,249	11,025	17,175	248	244,320
<b>Total</b>	2007/08	148			614,438	1,103,712	46,680	36,145		1,800,975
	2008/09	216			1,009,047	1,663,784	211,197	79,449		2,963,477
	2009/10	264	6,599,401	5,939,909	985,778	,699,561	226,475	58,556	5,168	3,075,538
<b>Percentage (%)</b>	2007/08	41%			34%	61%	3%	2%		
	2008/09	59%			34%	56%	7%	3%		
	2009/10	69%		90%	32.1%	55.3%	7.4%	5.2%	0.2%	



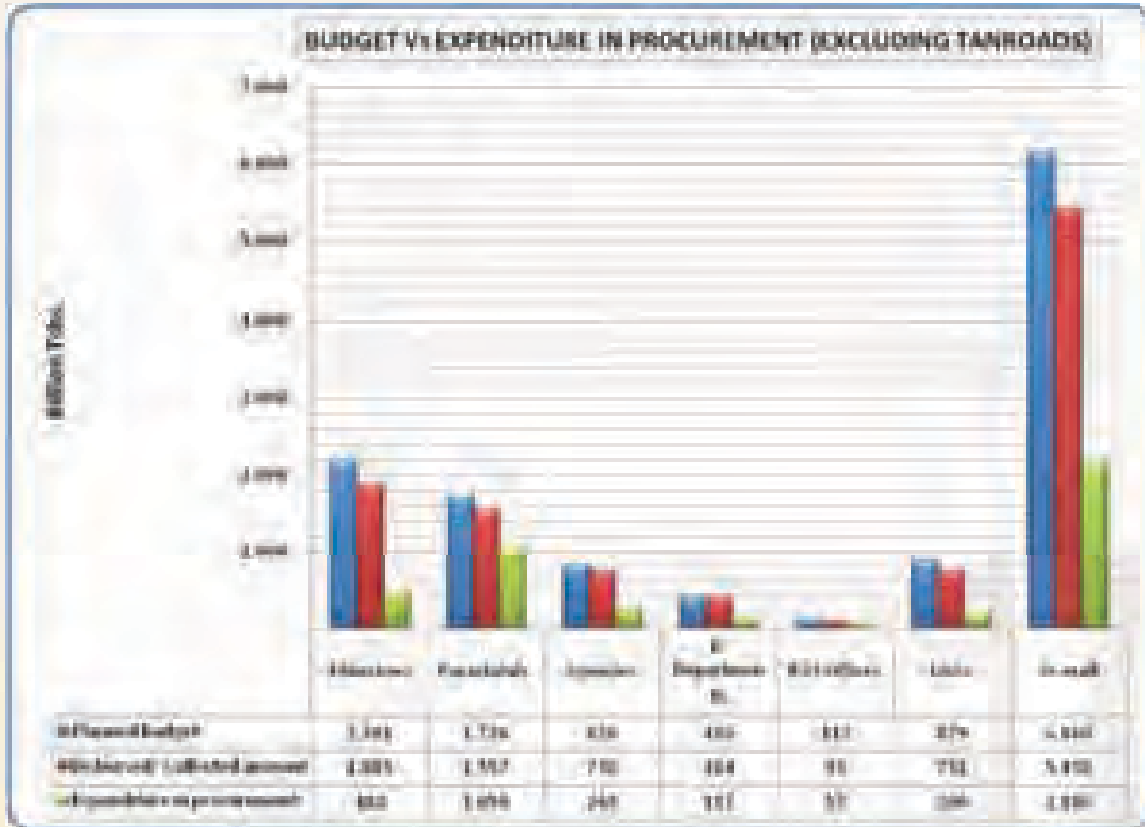
**Table 5.2: Summary of number of contracts awarded in the FY 2009/10**

Category of PE	Goods	Works	Consultancy Services	Non-Consultancy Services	Disposal of Assets by Tender	Total
Ministries	3,629	201	175	1,819	1	5,825
Parastatal Organisations	25,363	2,647	135	16,118	32	44,295
Executive Agencies/ Water Authorities	8,972	1,854	209	2,424	3	13,462
Independent Departments	1,892	122	87	1,444	-	3,545
Regional Administrative Secretariats	3,811	226	80	1,315	-	5,432
Local Government Authorities	27,533	2,669	76	6,542	246	37,066
<b>Total</b>	<b>71,200</b>	<b>7,719</b>	<b>762</b>	<b>29,662</b>	<b>282</b>	<b>109,625</b>
<b>Percentage (%)</b>	<b>64.9%</b>	<b>7.0%</b>	<b>0.7%</b>	<b>27.1%</b>	<b>0.3%</b>	

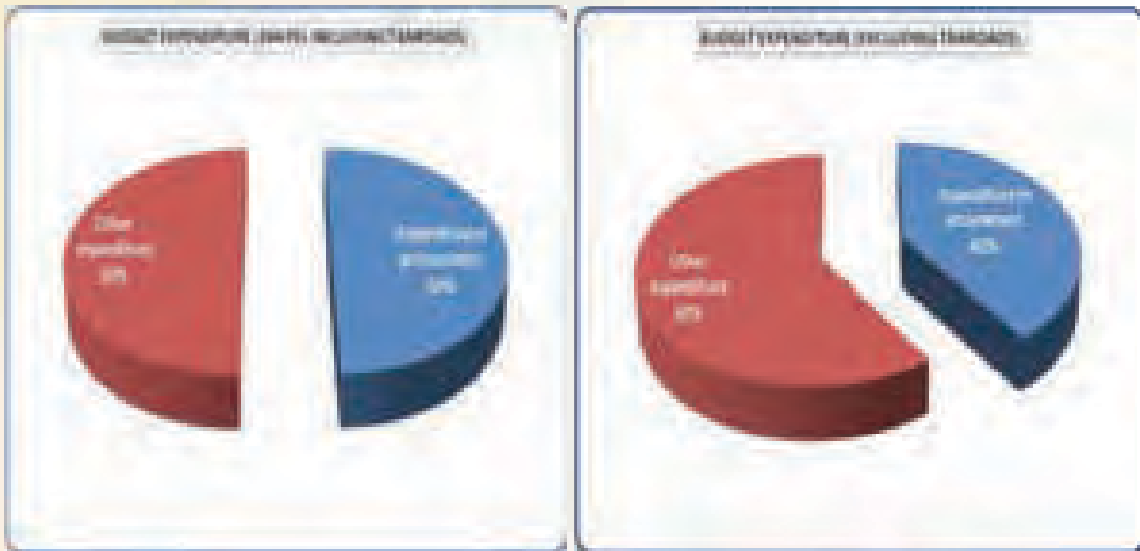


**Figure 5.1(a): Comparison of the actual budget with expenditure in procurement**



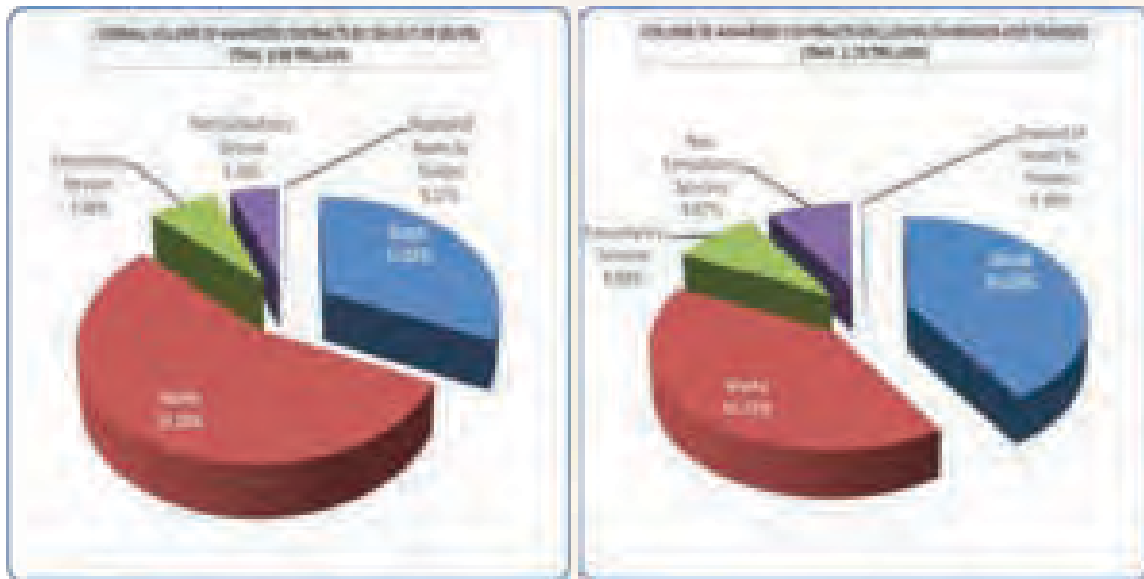


**Figure 5.1(b):** Comparison of the actual budget with expenditure in procurement excluding TANROADS



**Figures 5.1(c) and (d):** Proportion of the budget expenditure in procurement

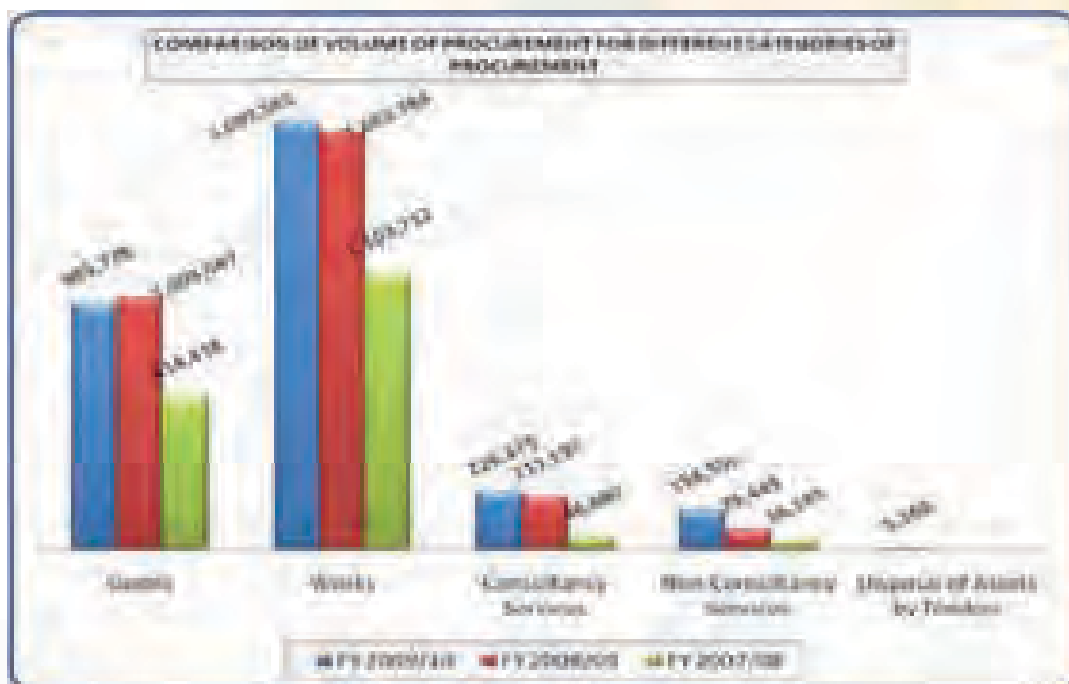
Analysis of the values as shown in **Figure 5.2(a)** shows that out of Tshs 3.08 trillion, 55.26% was for works contracts, 32.05% for supply of goods, 7.36% for consultancy services, 5.16% for non-consultancy services and 0.17% for disposal of public assets by tender. The results have been seriously influenced by procurements conducted by TANROADS and TANESCO which had a total volume of procurement of Tshs. 1.34 trillion out of the total 3.08 trillion. This is about 44% of the total volume of procurements for the 264 PEs. When procurements conducted by TANROADS and TANESCO are excluded, the distribution changes as shown in **Figure 5.2(b)**.



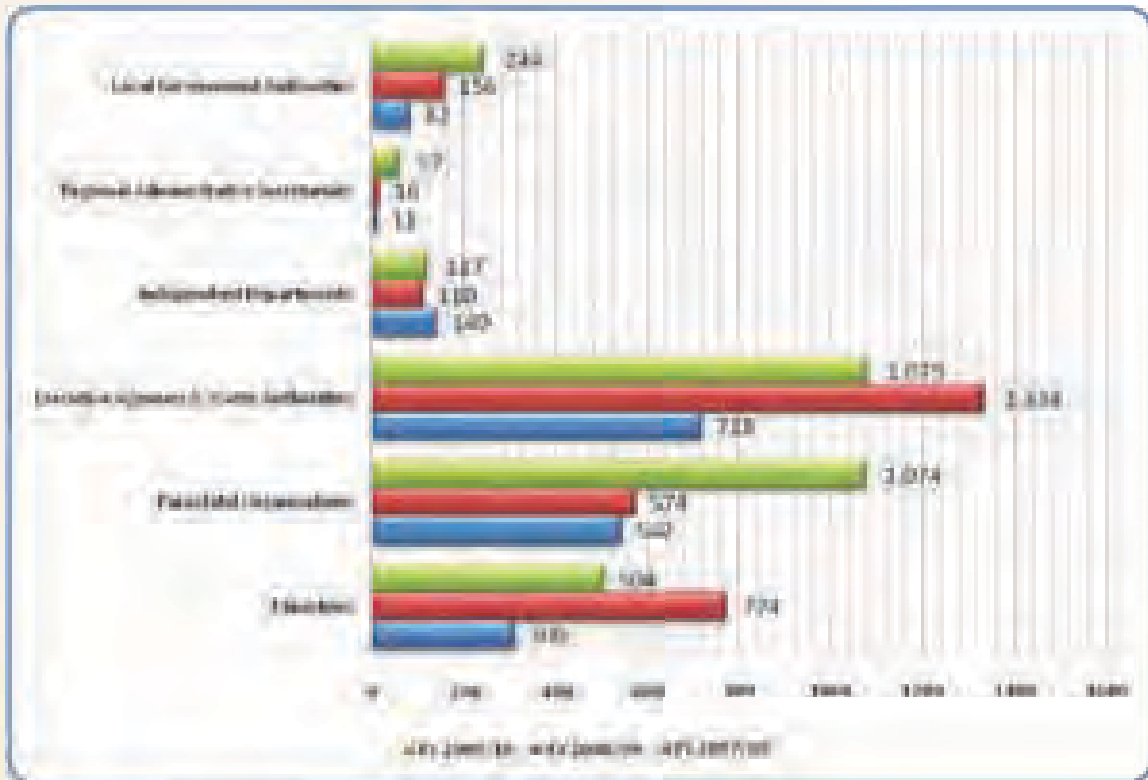
**Figures 5.2(a) and (b):** Percentage Distribution of volume of awarded contracts

The comparison of distribution of the volume of procurements for years 2007/08, 2008/09 and 2009/10 in terms of types of procurement and category of entity are shown in **Figures 5.3 and 5.4** respectively in which it is seen that there is no considerable increase in the volume of procurement compared to the last year.

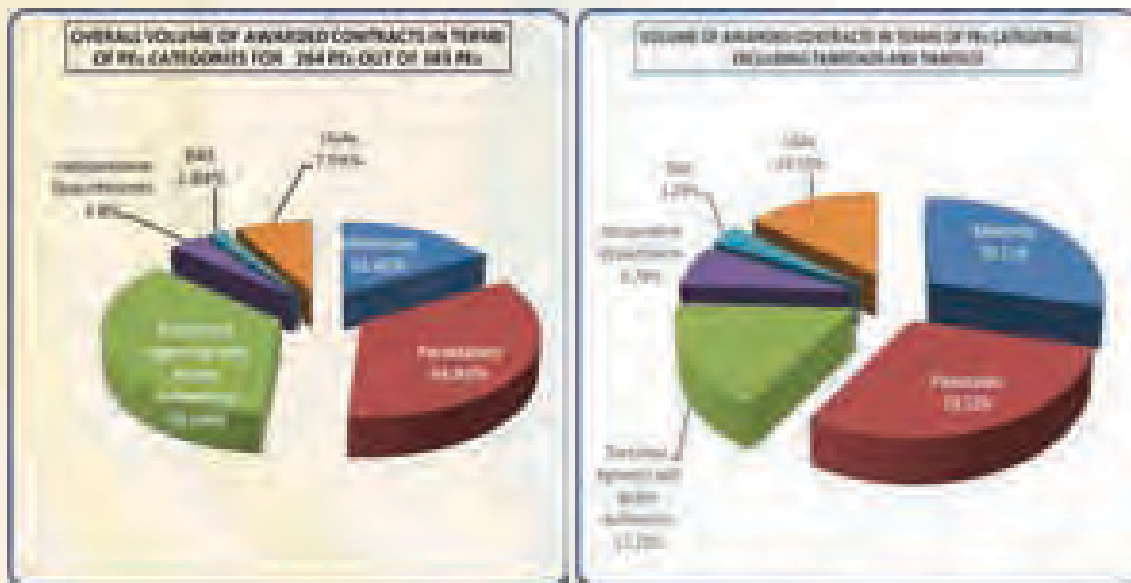
**Figure 5.5 (a) and (b)** makes a comparison of procurements made by various categories of PEs, including and excluding procurement made by TANROADS and TANESCO respectively. If TANROADS and TANESCO are included, volume of procurement by Executive Agencies & Water Authorities is recorded to be the biggest at 35.3%. When TANROADS and TANESCO are excluded, volume of procurement of Parastatals is recorded to be the largest at 29.7%.



**Figure 5.3:** Comparison of volume of awarded contracts in million Tshs.



**Figure 5.4:** Comparison of the volume of awarded contracts for years 2007/08, 2008/09 and 2009/10 in billion Tshs.



**Figure 5.5 (a) and (b):** Comparison of the volume of procurements for different categories FY 2009/10

Two PEs had volumes of awarded contracts above Tshs. 200 billion, three had volumes of awarded contracts between Tshs. 100 and 200 billion, 10 PEs had volumes of awarded contracts between Tshs. 20 and 100 billion, 20 PEs had volumes of awarded contracts between Tshs. 10 and 20 billion, and 229 PEs had volumes of awarded contracts below 10 billion. **Figure 5.6** shows the 15 PEs which had volumes of procurement above 20 billion whose total volume of procurement amounting to Tshs. 2.28 trillion is about 74% of the total volume of awarded contracts by 260 PEs for the FY 2009/10.

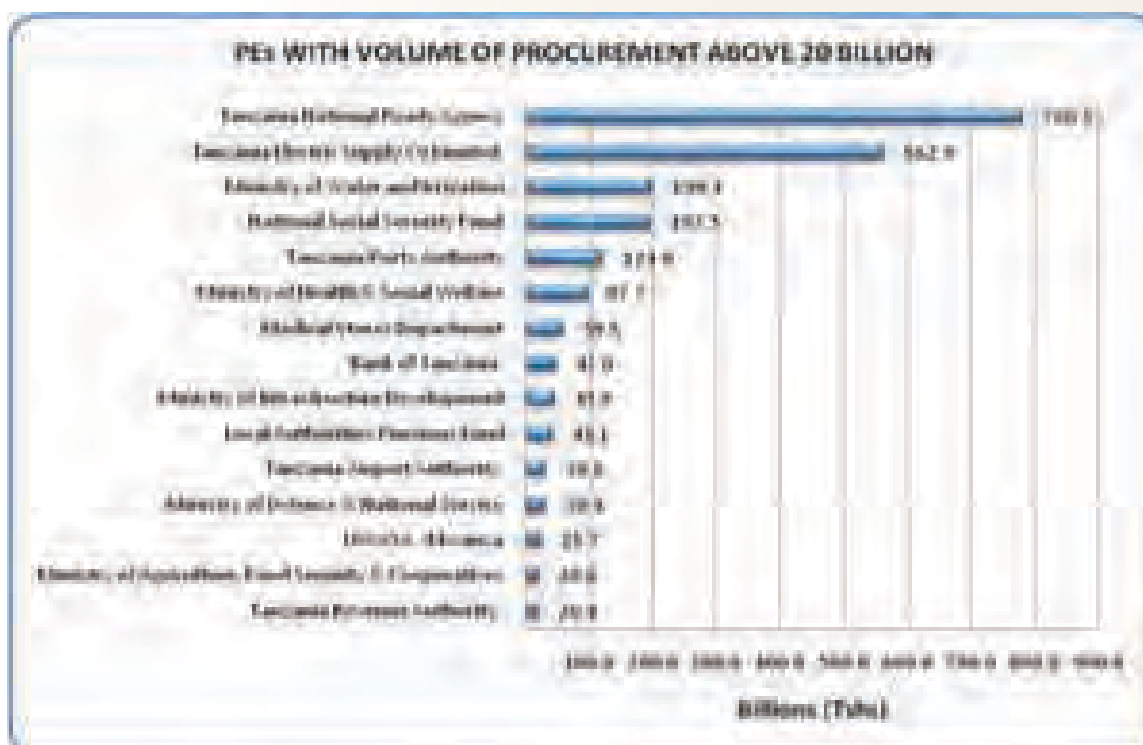


Figure 5.6: PEs with awarded contracts volumes of above Tshs. 20 billion

### 5.1.2 Contracts awarded by Ministries

As for the last financial year, only 22 out of 26 Ministries submitted tender award information of which analysis is shown in **Figure 5.7(a)**. The analysis shows clearly that tenders awarded by the Ministries were mainly for goods and works. The comparison of the volume of awarded contracts by ministries for years 2007/08, 2008/09 and 2009/10 is shown in **Figure 5.7(b)**. There is a considerable decrease in the volume of procurement compared to the last year.

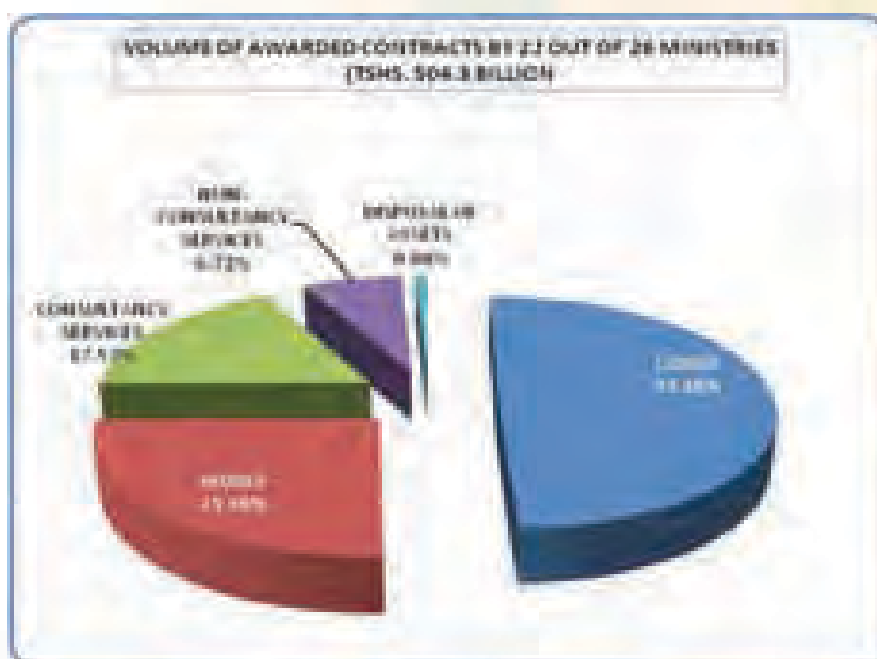
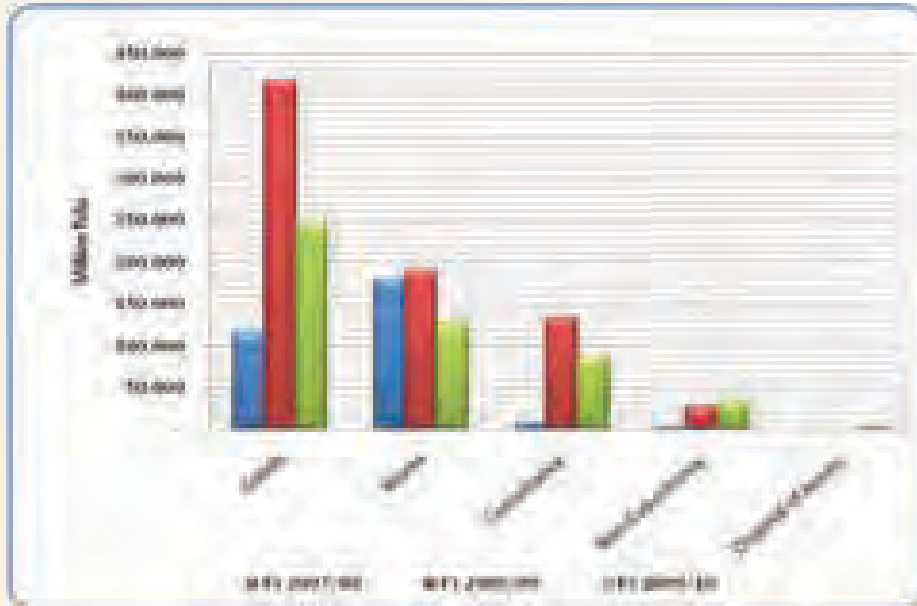


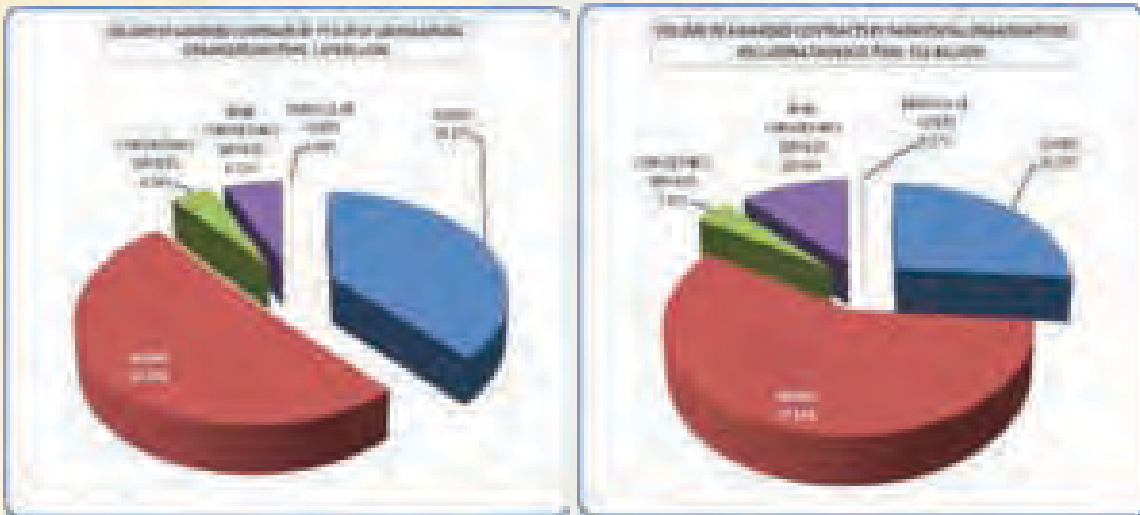
Figure 5.7(a): Percentage distribution of volumes of contracts awarded by Ministries in FY 2009/10



**Figure 5.7(b):** Comparison of the volumes of awarded contracts by Ministries for years 2007/08, 2008/09 and 2009/10

### 5.1.3 Contracts awarded by Parastatal Organizations

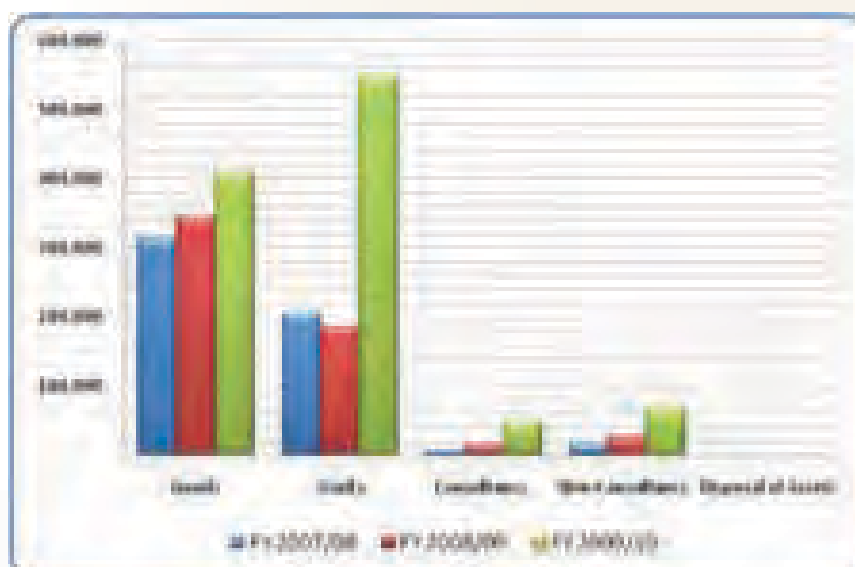
The Authority received 77 responses out of 106 Parastatal Organisations which were requested to submit tender award information. The response shows an increase compared to 55 PEs that submitted information in the last financial year. The distribution of awarded contracts with and without including TANESCO (which has a volume of 52% of all awarded contracts by parastatals) is shown in **Figures 5.8(a) and (b)**.



**Figure 5.8 (a) and (b):** Percentage distribution of volumes of contracts awarded by Parastatal Organisations in FY 2009/10

The results indicate that there is a very high expenditure on works followed by goods, a pattern which is opposite to that of the Ministries. When TANESCO is excluded, the proportion of the value of awarded contracts for works and non-consultancy services increases while the proportion of value of awarded contracts for goods decreases. The comparison with previous two years on the volume of awarded contracts indicates a considerable increase for all the categories of procurement as shown in **Figure 5.8(c)**.

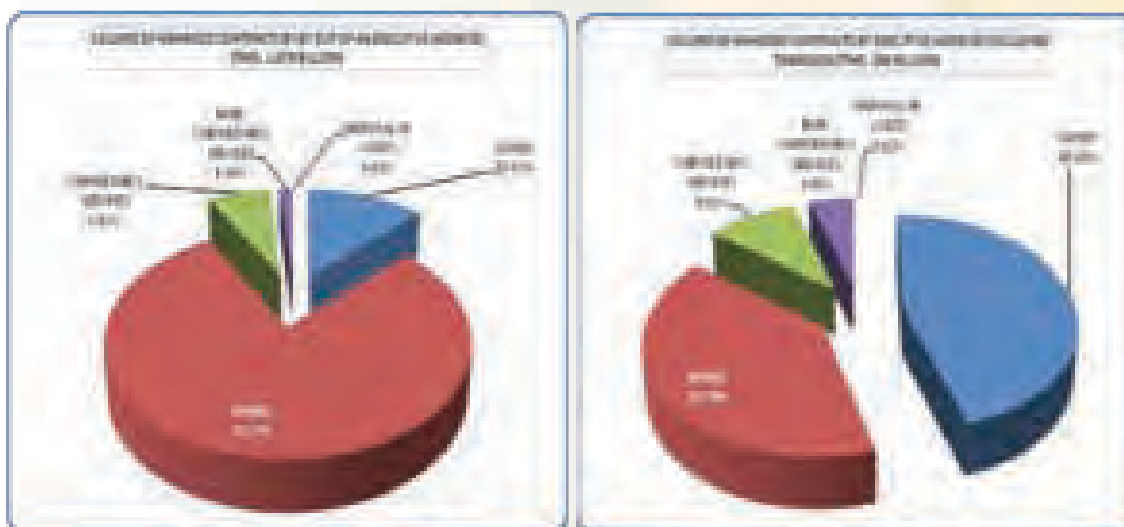




**Figure 5.8(c):** Comparison of the volumes of awarded contracts by Parastatal Organizations in million Tshs. for years 2007/08, 2008/09 and 2009/10

#### 5.1.4 Contracts awarded by Executive Agencies and Water Authorities

Submission of tender award information by Executive Agencies was also not satisfactory, with only 47 out of 64 responding positively to PPRA's request. However there is an increase of 8 PEs compared to the last year's response of only 39 PEs. TANROADS has seriously influenced the results as shown in **Figure 5.9 (a)** in which the largest volume of procurement was for works which is the main pre-occupation of TANROADS.



**Figure 5.9 (a) and (b):** Percentage distribution of volumes of contracts awarded by Executive Agencies in FY 2009/10

When TANROADS is excluded, the proportion of the works contracts is reduced from 79.17% to 39.79% while the proportion of goods is increased from 12.63% to 45.41% as shown in **Figures 5.9(b)**. The comparison with previous two years on the volume of awarded contracts is shown in **Figure 5.9(c)**.

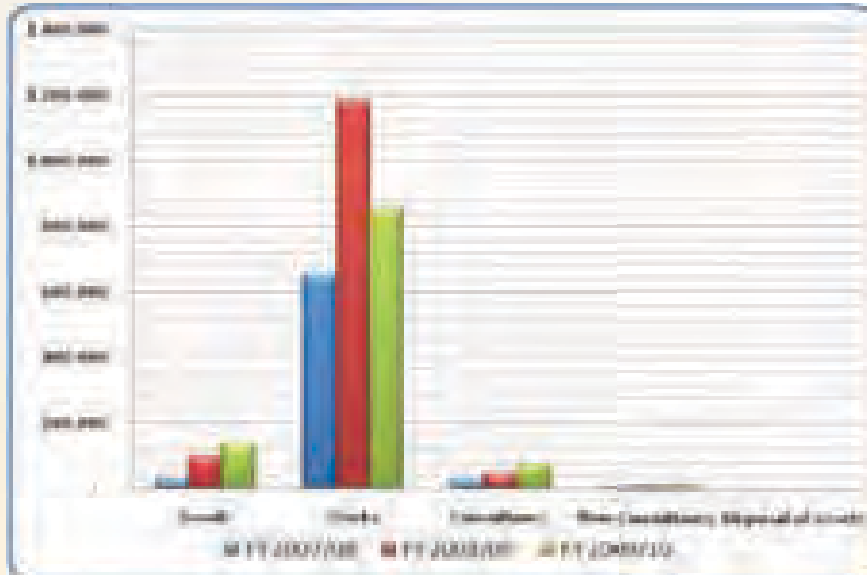


Figure 5.9(c): Comparison of the volumes of awarded contracts by Executive Agencies in million Tshs. for years 2007/08, 2008/09 and 2009/10

### 5.1.5 Contracts awarded by Independent Departments

Out of 32 Independent Departments only 20, which is an increase of 9 PEs compared to last year, submitted contract award information to PPRA. The values of awarded contracts were analyzed and results are presented in **Figure 5.10(a)**. The results show that supply of goods constitutes the main expenditure of the Independent departments at 69.9%.

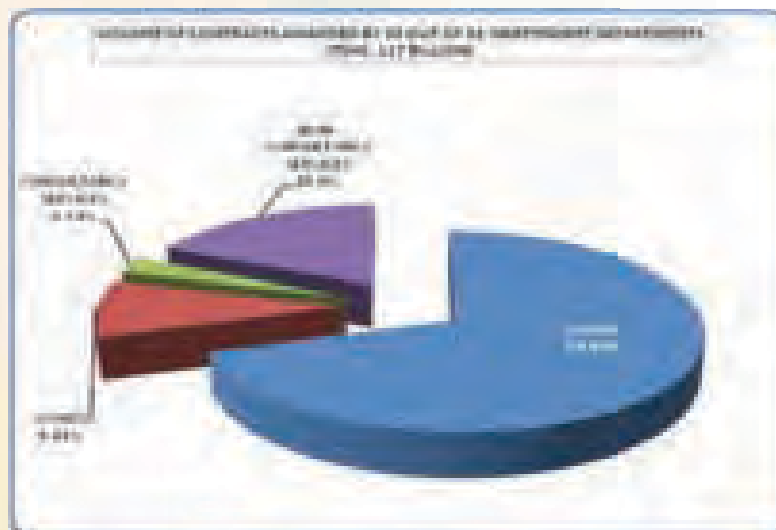
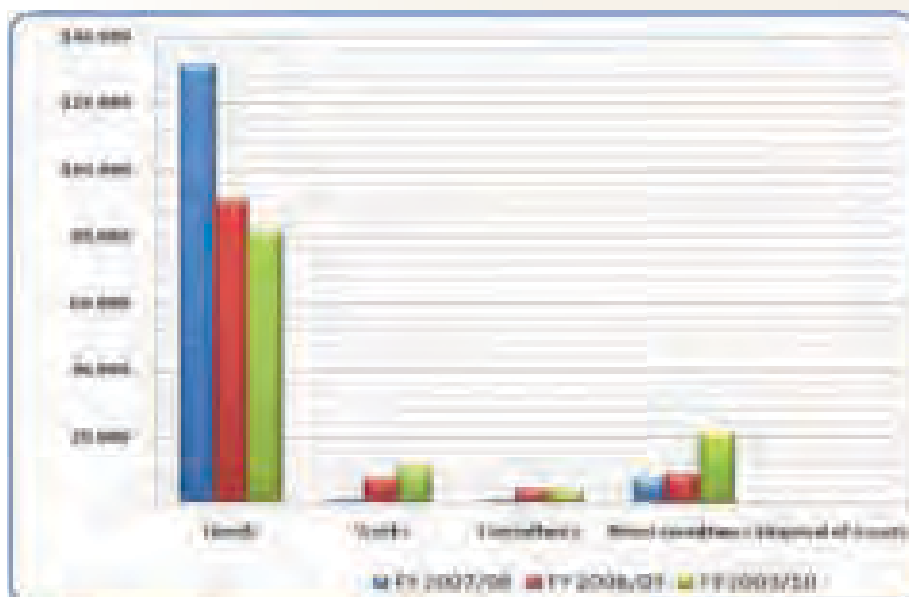


Figure 5.10 (a): Percentage distribution of volumes of tenders awarded by Independent Departments in FY 2009/10

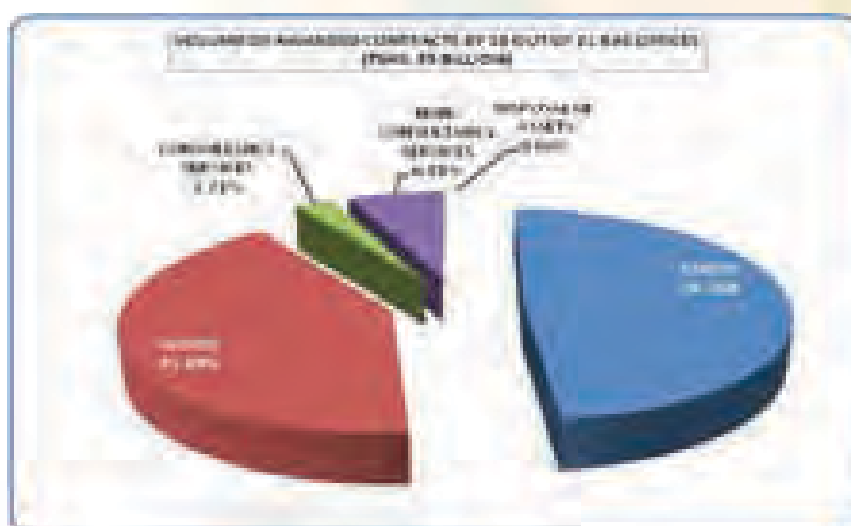
The recorded volume of procurement shows a decrease in the volume of procurement for goods as shown in **Figure 5.10(b)**. This decrease has been compensated by the increase in the volume of procurement for works and non-consultancy services.



**Figure 5.10(b):** Comparison of the volumes of awarded contracts by Independent Departments in million Tshs. for years 2007/08, 2008/09 and 2009/10

### 5.1.6 Contracts awarded by Regional Administrative Secretariats

In response to PPRA’s request for PEs to submit tender award information only 18 out of 21 Regional Administrative Secretariats (RAS) responded. However, this is an increase of four PEs compared to last year. The analysis of the data furnished by RAS produced results as shown in **Figure 5.11(a)**. The largest proportion of the value of awarded contracts was for procurement of goods accounting for 48.59% followed by works at 41.89%. The amount of contract award for consultancy and non consultancy services is fairly small. The trend for all categories increases as compared to previous years as shown in **Figure 5.11(b)**



**Figure 5.11(a):**Percentage distribution of volume of tenders by RAS in FY 2009/10



Figure 5.11(b): Comparison of the volumes of awarded contracts by RAS offices in million Tshs. for years 2007/08, 2008/09 and 2009/10

### 5.1.7 Contracts Awarded by Local Government Authorities

A total of 80 out of 134 Local Government Authorities submitted the requested information, the analysis of which is depicted on **Figure 5.12 (a)**. The number of LGAs that submitted information has decreased by one compared to 81 last year. The results show that 55.36% of the value of awarded contracts was for execution of works followed by 33% for supply of goods. A small proportion of the value of awarded contracts was for provision of consultancy and non consultancy services. There is a noted increase in the volume of procurement for all categories except consultancy services compared to previous years as shown in **Figure 5.12(b)**.

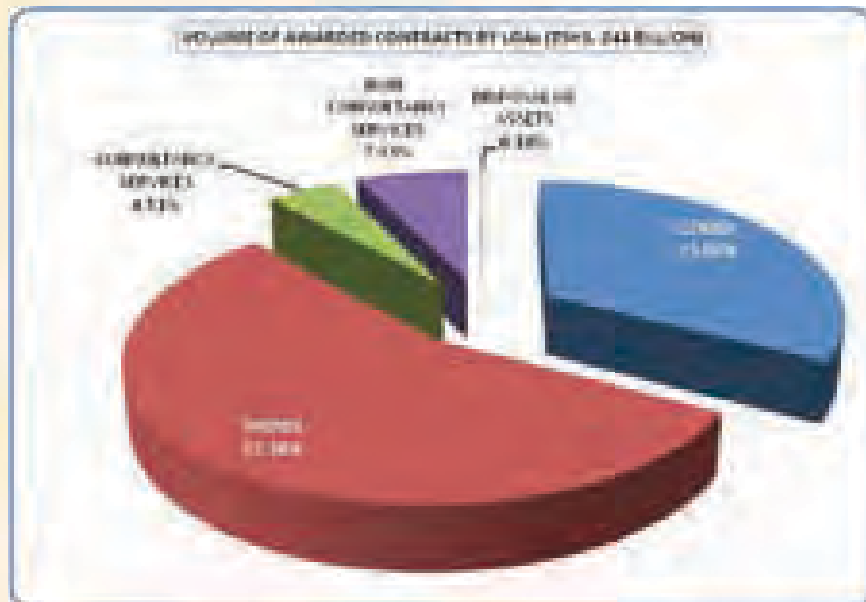
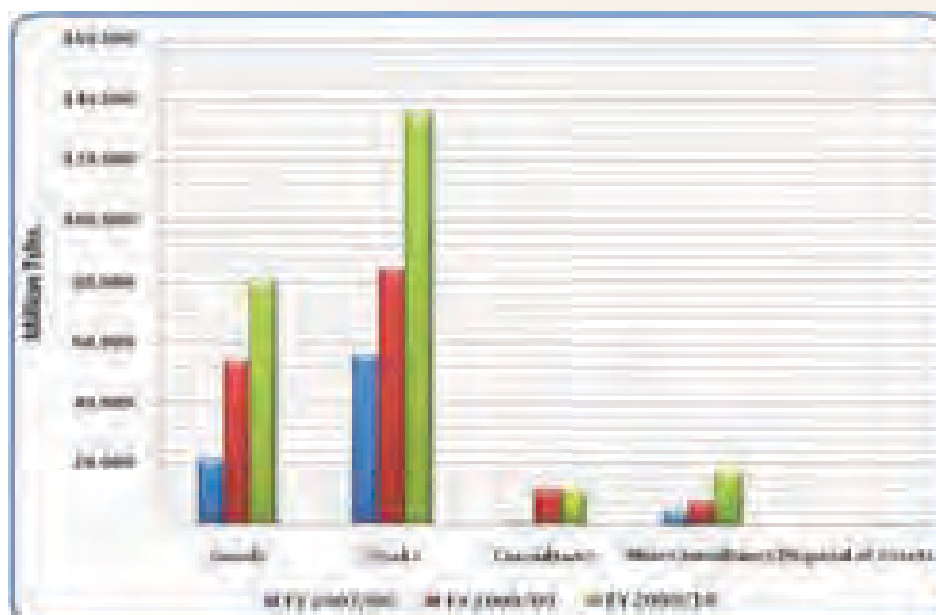


Figure 5.12(a) : Percentage distribution of values of tender awarded by LGAs- 2009/10



**Figure 5.12(b):** Comparison of the volumes of awarded contracts by LGAs in million Tshs. for years 2007/08, 2008/09 and 2009/10

### 5.1.8 Conclusion

Although there is a marginal increase in the response by PES to provide information on awarded contracts i.e from 59% recorded last year to 65%, this is not satisfactory as the target is for all PEs to provide the information. the Authority calls all PEs to comply with the requirement of providing accurate data on awarded contracts, since such statistics may help the PEs as well as the Government to realize the trends and be able to plan or do estimating on the basis of available historical data.

the Authority has directed all PEs that did not submitted required information to do so before the end of the November 2010, failure of which appropriate action will be taken.

The provided information on awarded contracts together with budget provisions has enabled the Authority to provide the general public on how much public funds is spent through procurement. For many years, for example, many procurement experts have been quoted saying procurement consumes about 70% of the national budget. Taking the 226 PEs that submitted budget information as well as volume of procurement conducted as representative of all PEs, it can now be concluded that expenditure in procurement is about 52% of total government expenditure. Although this is lower than the usual quoted 70%, still it shows that significant amount of public funds is spent in procurement and therefore efforts to improve controls on how procurement is done are still worth pursuing , particularly given that the compliance of PEs with the Public Procurement Act is still not very much satisfactory as will be discussed in the following sections.

## 5.2 Procurement audits in 99 Procuring Entities

### 5.2.1 Background

In view of the Authority's mandate under Sub-section 7(1)(j) of the Public Procurement Act, 2004, the Authority by using ADB funds carried out procurement audits in ninety nine (99) procuring entities for the FY 2008/09 procurements worth Tshs. 165,205,853,060.30. The audited procuring entities included 25 Ministries, Independent Departments and Agencies (MDAs), 32 Public Authorities (PAs), and 42 Local Government Authorities (LGAs).

The audits sought to determine whether the procedures, processes and documentations for



procurement and contracting were in accordance with the provisions in the PPA 2004, Public Procurement Regulations (GN. No. 97 and 98 of 2005, and GN. No. 177 of 2007) and the standard documents prepared by the Authority and that procurement carried out achieved the expected economy and efficiency (value for money for the allocated resources), and the implementation of contracts conformed to the terms there of.

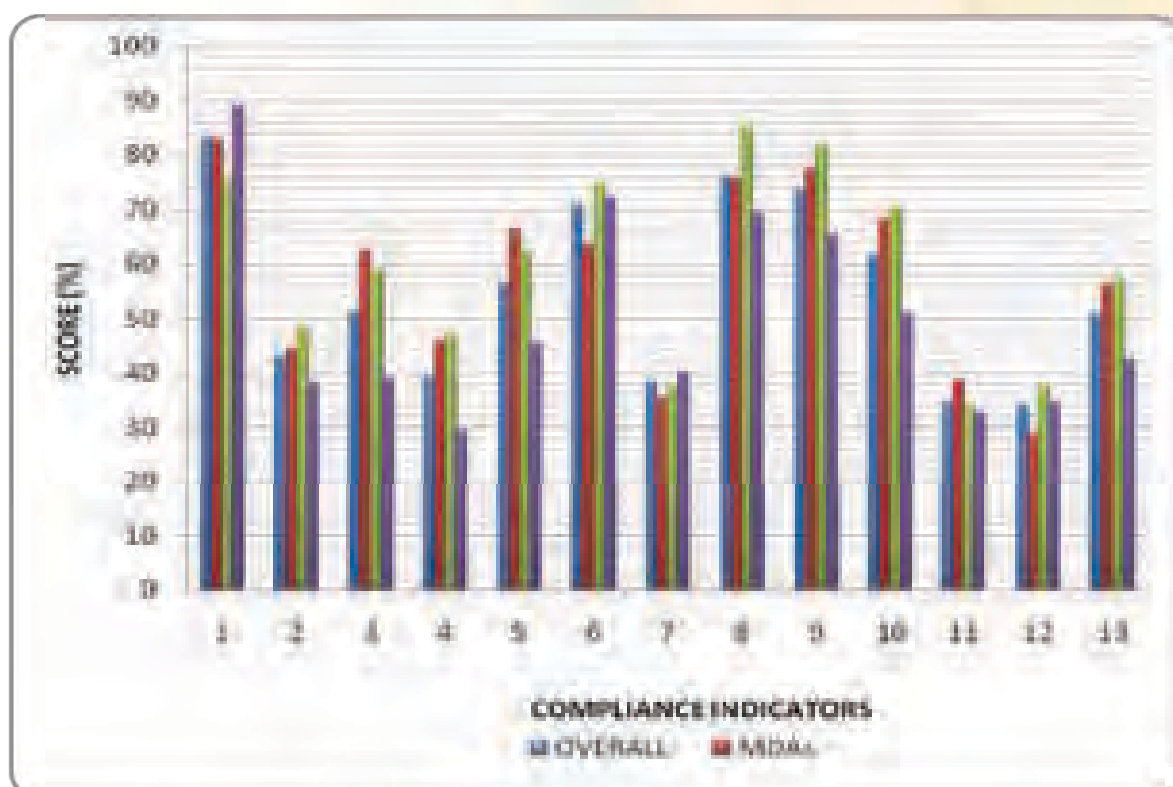
### 5.2.2 Procurement audit results

The outcome of the audits indicated an overall average level of compliance of 55% computed from the thirteen established compliance indicators. The average level of compliances for MDAs, PAs and LGAs was 57%, 59% and 50% respectively. The assessment of the compliance levels is shown in **Annex 5.3** of this report. On one hand, the average performance of all audited PEs was below average (below 50%) in five indicators namely: Establishment and composition of PMU; Preparation of Annual Procurement Plan; Publication of contract awards; Records keeping; and Quality assurance and control. On the other hand, the performance was above average (50% and above) in the following eight indicators: Establishment and composition of Tender Board; Functioning of AO, TB and PMU; Complying to compulsory approvals; Advertisement of bid opportunities; Time for preparation of bids; The use of appropriate methods of procurement; Complying with the use of Standard Tender Document as stipulated in the regulations; and Contract implementation. The analysis on the general compliance is provided in **Table 5.3** and the comparison of the overall performances of different categories of PEs is shown in **Figure 5.13**.

*Table 5.3: General outcome of procurement audits*

Indicator No.	Indicator	Performance Data	Outcome of the review
1.	Establishment and composition of tender boards	Existence of a tender board in accordance with the requirements of the Act and Regulations	17% of the PEs have not established tender boards in accordance with the PPA and its Regulations.
2.	Establishment and composition of PMUs	Existence of a PMU in accordance with the requirements of the Act and Regulations	57% of the PEs have not established PMUs in accordance with the PPA and its Regulation.
3.	Independence of functions	Percentage of tenders in which there was no interference between individual functions	57% of the PEs have not established PMUs in accordance with the PPA and its Regulation.
4.	Annual Procurement plan	Prepared and properly implemented annual procurement plan	61% of the PEs did not prepare annual procurement plans for the financial year 2008/09.
5.	Compulsory Approvals	Percentage of tenders/contracts which received all compulsory approvals in various processes	44% of the audited procurements did not receive all compulsory approvals in the procurement processes contrary to the requirements in the PPA and its Regulations.
6.	Advertisement of bid opportunities	Percentage of open bidding procedures publicly advertised	29% of the tenders under open bidding process were not advertised to the public contrary to the requirements of the PPA and its Regulations.
7.	Publication of awards	Percentage of contract awards disclosed to the public	62% of the audited procurements indicated that contract awards were not communicated to the public contrary to the requirements of the PPA and its Regulations.

8.	Time for preparation of bids	Percentage of tenders complying with the stipulated time in the Act and regulations	24% of the audited procurements indicated that the time provided for the preparation of bids did not comply with the minimum time provided in the PPA and its Regulations.
9.	Methods of procurements	Percentage of tenders using authorized methods of procurement in accordance with their limits of application	26% of the audited procurements did not use methods of procurement in accordance with their limits of application as provided in the PPA and its Regulations.
10.	The use of standard tender documents	Percentage of tenders using standard/ approved tender documents	In the 38% of the audited procurements, standard tender documents were not used contrary to the requirements of the PPA and its regulations.
11.	Procurement records	Percentage of tenders with complete records	65% of the audited procurements had either no procurement records or incomplete records.
12.	Quality assurance and Control	Percentage of tenders with adequate quality assurance and control systems.	66% of the audited procurements indicated that there were no quality assurance and control systems.
13.	Contract implementation	Percentage of contracts which have been implemented as per the terms of contract	Contracts in 49% of the audited procurements were not implemented as per the terms of the contract



**Figure 5.13 :** Overall Performances of the audited PEs

The Authority has a target of ensuring that the average compliance level of PEs reaches eighty percent (80%) by the end of the financial year 2010/11. Due to shortage of funds, it is important to give priority and allocate the available resources to areas which can bring significant impact to the capacity of procuring entities in complying with the PPA, CAP 410 and its Regulations. On the basis of compliance levels, the following areas need utmost attention;

**a) Establishment and composition of PMUs**

Establishment and staffing of PMUs is a problem facing many PEs. The audits revealed that the overall level of compliance on establishment and composition of PMUs was 43%. The average level of compliance for MDAs, PAs and LGAs was 44%, 49% and 38% respectively. For the Central Government, the problem is due to the weakness in the PPA which is silent on the reporting mechanism of the Head of PMU within PEs and in some cases PMUs were established as Committees of the Tender Board. In the case of LGAs the situation is different as the Local Government Authorities Tender Boards (Establishment and Proceedings) Regulations require the Head of PMU to report directly to the Accounting Officer. However, the audits have revealed that all LGAs established PMUs as Committees of the Tender Board and the Head of PMUs reports to the Councils' Treasurers. Explanations from the audited LGAs indicated that the organization structure within LGAs does not recognize PMU as independent Units and that they were directed by PMO-RALG to establish PMUs as Committees.

Lack of properly established PMUs is also contributed by inadequate qualified procurement specialists in the market, and lack of awareness. The major effects include lack of procurement coordination within the PEs resulting to inefficiency and mis-procurement.

**b) Preparation of Annual Procurement Plan**

The procurement plan is very important in that it helps the PE to: avoid unnecessary emergency procurements; aggregate its requirements wherever possible in order to obtain value for money and reduce procurement costs; make use of framework contracts wherever appropriate to provide an efficient, cost effective and flexible means to procure works, services or supplies that are required continuously or repeatedly over a set period time; avoid splitting of procurements and therefore use of appropriate procurement methods; and to plan efficiently tender board meetings in order minimize procurement transaction costs.

The review indicated an average level of compliance in this area of 46%, 47%, and 30% in MDAs, PAs and LGAs respectively. Specific weaknesses in the assessed procurement plans and their implementation included: Appropriate templates were not used; processing times for different stages of a procurement process were not indicated; requirements from user departments were not aggregated; some of the procurable items in the budget were not included; too many tender board meetings; extensive use of quotations under minor value procurements; and unrealistic plans.

Non preparation of Annual Procurement Plans (APP) was contributed by lack of qualified procurement specialists in the PMUs, lack of appropriate skills, lack of coordination between PMUs and user departments, reluctance to change and lack of integration of the APPs preparation with budget preparation process. Lack of APPs contributes to inefficiency, lack of control, increased procurement transaction costs, emergency procurements, splitting of procurements to avoid competitive procurement methods and excessive use of minor value procurement method.

**c) Contracts Management**

In assessing the adequacy of contracts management, the review teams analyzed the following issues: Whether contracts documents contained all necessary information; whether contracts were properly signed; time management issues; scope management issues; quality management issues; communication management issues; and cost management issues.

The audit indicated average levels of compliance of 51% and 34% for contracts administration, and quality assurance and control respectively. Generally, the following weaknesses were observed: Contracts were not properly signed in some cases; Some of the contracts lacked important contract documents such as conditions of contract, drawings and specifications, and some contained non-contract documents such as invitation for bids/quotations and instructions to bidders; Liquidated damages were not applied for delayed contracts; Site meetings were

not conducted for most of the reviewed contracts; There were no adequate quality assurance and control plans, completed works were not tested to ascertain whether they have attained the specifications as provided in the contract documents; Progress reports for works contracts were not prepared; Site supervision reports were not prepared; Extension of time were issued without justifiable analysis and without following appropriate procedures; Payment certificates were not attached with necessary information such as measurement sheets and working/ take-off sheets to justify the quantities paid; in some cases payments were made for works which have not been done by exaggerating the quantities; and Goods inspection and acceptance committees were not appointed to ascertain the quality and quantity of the supplied goods.

Lack of quality control and poor contracts management was contributed by inadequate resources (human, financial, supervision vehicles, quality control tools etc), inadequate project supervision skills, lack of guidelines for community based projects, inadequate contracts management skills and corruption. The effects of poor contracts management and lack of quality control includes poor quality of works, goods and services; projects cost and time overrun; payment delays; payment for undelivered goods, works and services; contract disputes; and not realizing value for money.

#### **d) Records Keeping**

The audit teams assessed the availability, adequacy of the arrangement, adequacy of facilities, adequacy of storage space and location of the procurement records. The assessment indicated an average compliance level of 35% on records keeping. The major weaknesses included lack of a comprehensive list of tenders, quotations and contracts, procurement records scattered in different departments, lack of records on contracts management, inadequate space and shelves for records storage, and inappropriate filing. It was difficult for the review teams to ascertain the exact number of tenders floated and the retrieval of information was time consuming as records could not be obtained from one point.

Poor record keeping was caused by lack/inadequate record management skills, inadequate facilities, inadequate office space, and deliberate misplacement of documents. The effects of poor record keeping include poor management of procurements, corruption, theft and loss of public properties.

#### **e) Fraudulence at Karagwe District Council**

When auditing the Karagwe District Council, the audit team audited contract no. KGR/HWK/T.30/19/VOL. XXIII/ 103 for Routine/ Periodic Maintenance of Nyakahanga – Nyabiyonza Road (30.8 Km) & Nyakagoyagoye – Rwabwere Road (26 Km). The contracted firm was M/s Erasos Establishment Co. Ltd at the contract sum of Tshs. 257,636,997.60.

The audit team observed and confirmed that the Contractor was paid a substantial amount of money for works which were not done. For example, according to the measurement sheets by TANROADS under a covering letter with reference no. KGR/TANR/SL/72/VOL III/117 OF 6<sup>th</sup> March 2009 (Kagera Region TANROADS was engaged to carry out field compaction tests for gravel wearing course), the average width of the gravel layer was 5.3m. However, the contractor was paid for the width of 7.0m which was provided in the drawings and bills of quantities. Quick analysis by the audit team indicated that the contractor was fraudulently paid Tshs. 40,120,000/= for gravel material and Tshs. 6,185,571 for road formation. In addition, variation was issued (verbal) to reduce the size of the structure (from box culvert of 3.0m x 1.5m x 6m to 0.7m Diameter pipe culvert) at chainage 0 + 000 along Nyakahanga – Nyabiyonza Road but the contractor was paid full amount as if the specified box culvert was constructed.

#### **f) Assessment of PEs efficiency in processing tenders**

Following the complaints by stakeholders on the delays in processing tenders, it was decided to assess the efficiency of PEs in processing tenders. The assessment was made on a sample of 381 tenders for goods, works and non-consultancy services which were processed by thirty PEs. It was observed that for almost all the tenders in the sample, only two methods were used; National Competitive Bidding (average of 30 days) and Competitive Quotations (average of 14



days). The assessment indicated that the average number of days used by PEs to process tenders (from tender opening to contract award) was 42 days. This is above the maximum time period recommended in the Third Schedule of GN. No.97 of 2005 by 12 days. The observed inefficiencies were mainly due to lack of procurement planning.

**g) Procurement of community based projects**

It was observed during the audits that Development Partners are allocating a lot of funds to various community based projects. They include MMEM (Mpango wa Maendeleo Elimu ya Msingi); MMES (mpango wa Maendeleo ya Elimu ya Secondari); PADEP (Participatory Agriculture Development and Empowerment Programme); DASIP (District Agricultural Sector Investments Programme) and Tanzania Social Action Fund (TASAF). However, there are a number of weaknesses in the implementation of these programmes due to lack of simplified guidelines for procurement of community based projects.

It was therefore recommended that as a matter of priority, the Authority should prepare and disseminate the guidelines for procurement of community based projects.

**h) Procurement of teaching aids (Slates and Skeletons)**

It was observed during the audits that the Ministry of Educational and Vocational Training approved three suppliers to supply teaching aids to all the councils in the country. This has resulted to delay of procurements and increase of cost of the items as there is no competition. Furthermore, this procedure does not provide equal opportunity to all suppliers with the capacity to supply for the reason that they are not approved by the Ministry.

It was therefore recommended that the Ministry of Education and Vocational Training should be advised to expand the list of approved suppliers to ensure adequate competition, efficiency and quality of goods.

### **5.2.3 Conclusion and actions taken by the Authority**

From the audits it is observed that the same procurement problems that were identified in the previous audits were still recurring especially in LGAs. These problems could be attributed to the possibility that LGAs have no qualified procurement personnel and therefore a need to involve PMO –RALG fully in identifying problems and what should be done to overcome the problems. In view of this observation, the Authority is planning to do the following:

- a) To work very closely with PMO-RALG through regular high level meetings involving the Permanent Secretary –PMO-RALG with a view to discuss the procurement problems in LGAs and the way forward. In these meetings the issue of strengthening PMUs in LGAs should form part of the agenda. LGAs through PMO –RALG should be required and given timeframe to comply with the Local Government Regulations on formation of PMUs with adequate resources to enable them to perform the procurement functions.
- b) To audit the qualifications/profile of procurement personnel in LGAs and the learning institutions involved in building procurement capacity of LGAs,
- c) To continue publicizing the audit reports to enable PES learn from the mistake of others . The publication should be in two categories, the first category should be for those PEs which have performed well and deserve to be congratulated and the second category should be for those PEs which have performed poorly;
- d) To summon the heads of procuring entities with poor performance to discuss the procurement problems facing their entities;
- e) To collaborate with PCCB and Police force for them to take appropriate actions against



fraudulence and corrupt actions identified during procurement audits; and

### 5.3 Procurement audit follow-up in 91 Procuring Entities

#### 5.3.1 Background

In view of its mandate under Sub-section 7(1)(j) of the Public Procurement Act, 2004, (PPA 2004), the Public Procurement Regulatory Authority carried out procurement audits in 100 and 99 procuring entities during the financial years 2007/08 and 2008/09 respectively. Generally, the audits sought to determine whether the procedures, processes and documentations for procurement and contracting were in accordance with the provisions of the PPA 2004, its regulations and the standard documents prepared by the Authority and that procurement carried out achieved the expected economy and efficiency (value for money for the allocated resources), and the implementation of contracts conformed to the terms there of.

The outcome of the audits for the procurements in financial year 2007/08 and 2008/09 indicated average levels of compliance of 50% and 55% respectively. After the audits, all the audited procuring entities were provided with the audit reports including specific improvement recommendations as directed by the Board of Directors of the Authority.

#### 5.3.2 Scope and objectives of the audit follow-up

During the financial year 2009/10, follow-up audits in 91 procuring entities which were audited in FY 2007/08 and 2008/09 were carried out to ascertain whether the observed weaknesses in previous audits have been addressed by implementing the recommended measures. The audited procuring entities were 24% of all procuring entities and they included 26 MDAs, 25 Public Authorities and 40 LGAs. The proportions of the audited procuring entities are shown in **Figure 5.14**.



*Figure 5.14: Proportions of the audited procuring entities*

The main purpose of the audit follow-up was to; ascertain whether, or to what extent, recommendations or observations made by the Authority have been implemented by the audited entity; evaluate the adequacy of the plans in improving compliance; assess problems that might have arisen in implementing the recommendations; determine the impact of the audit by assessing the level of compliance using the same performance indicators which were used in the audits, and; provide professional advice on areas which need further improvement.

### 5.3.3 Methodology

In the course of executing the assignment, the following documents for procurement carried during the FY 2008/2009 were detailed reviewed: Annual procurement plans; Tender files; Tender adverts; Bidding documents; Tender evaluation reports; Minutes of tender board meetings; Notification of contract awards; Contract documents; Quarterly internal audit reports; Contracts documents and other documents on contract administration.

During the review, the focus was mainly on the assessment of: Institutional setup and capacity (Tender Board, Procurement Management Unit, and Internal Audit Unit); Preparation and implementation of the annual procurement plan; Compliance to powers and responsibilities by the Accounting Officer, Tender Board, Procurement Management Unit, User Departments, and Evaluation Committees; Tender processes; Contract administration issues; and Quality assurance and control.

Out of all procurements carried during the FY 2009/2010, procurements of at least 50% of the total number of procurement were randomly sampled and subjected to critical review. The selection criteria was based on the procurement type (Works, Goods, Consultancy or Disposal of Public Assets), size (contract values), and their status (completed, ongoing, or cancelled).

After the review, the assessment team met with the Accounting Officers, management team and PMU staff of the respective PEs and discussed issues observed during the assessment and provided professional advice on areas which need further improvement.

### 5.3.4 Audit follow-up results

The Authority had a target of ensuring that the average compliance level of procuring entities reaches at least 69% by the end of the FY 2009/10 and eventually 80% by the end of the financial year 2010/11. On the basis of this target, the follow-up audits indicated a remarkable compliance improvement from average levels of compliance of 50% and 55% in the financial years 2007/2008 and 2008/09 respectively, to an average level of compliance of **73%** which is above the targeted average level of compliance (**See Annex 5.4**). The average levels of compliance in the MDAs, PAs and LGAs have increased from 65% to 79%, 58% to 75% and 46% to 67% respectively. The trend on the improvement of compliance is shown in **Figure 5.15**. The Energy and Water Utilities Authority attained a maximum compliance of 98% while the Tanzania Tourism Board attained a minimum compliance of 40%.

On one hand, the performance was above the target of 69% in eight out of thirteen indicators namely: Establishment and composition of Tender Board; Establishment and composition of PMU; Functioning of AO, TB and PMU; Complying to compulsory approvals; Advertisement of bid opportunities; Time for preparation of bids; The use of appropriate methods of procurement, and; Complying with the use of Standard Tender Document as stipulated in the regulations. On the other hand, the average performance was below target on the following five indicators: Preparation of annual procurement plan; Publication of contract awards; Records management; Quality assurance and control; and Contract management.

Out of the 91 procuring entities, 33 (23 being LGAs) attained compliance levels below the target as shown in **Table 5.4**. Although some of the procuring entities were assessed to have compliance levels above the target, their compliance levels dropped from the previous compliance levels as shown in **Table 5.5**.

*Table 5.4: The list of the PEs with average compliance levels below the target of 69%*

S/n	Procuring Entity	Average Compliance (%)	
		2007/08 or 2008/09	2009/10
1.	Kyela District Council	58	63
2.	Ileje District Council	39	59
3.	Rungwe District Council	50	56
4.	Kongwa District Council	51	64

5.	Ngara District Council	46	53
6.	Igunga District Council	32	48
7.	Geita District Council	37	60
8.	Biharamulo District Council	48	65
9.	Bagamoyo District Council	33	61
10.	Morogoro District Council	52	63
11.	Kibaha District Council	38	60
12.	Mbozi District Council	50	54
13.	Njombe District Council	38	65
14.	Manyoni District Council	30	65
15.	Tabora District Council	52	68
16.	Korogwe Town Council	41	45
17.	Mkuranga District Council	36	58
18.	Longido District Council	20	57
19.	Lushoto District Council	30	56
20.	Hanang' District Council	38	63
21.	Mwanga District Council	32	47
22.	Mvomero District Council	61	62
23.	Kiteto District Council	35	47
24.	Business registration and Licensing Authority	68	68
25.	Ministry of Infrastructure Development	56	68
26.	Dar es Salaam Water and Sewerage Authority	55	61
27.	Tanzania Tourism Board	23	40
28.	Gaming Board of Tanzania	45	58
29.	Ministry of Foreign Affairs and International Cooperation	41	54
30.	Ministry of Natural Resources and Tourism	61	67
31.	National college of Tourism	35	48
32.	Ministry of Information and Culture	23	58
33.	University of Dar es Salaam	51	50

The analysis on the general compliance as compared to the previous audits is provided in **Table 5.6**. The comparison of the compliance levels between MDAs, PAs and LGAs for all 13 CPIs is shown in **Figure 5.16** and comparison of the compliance levels in the FYs 2007/08 & 2008/09, and 2009/10 is shown in **Figure 5.17**.

*Table 5.5: Procuring entities with average compliance levels above the target but with lower compliance levels compared to the previous audits*

S/n	Procuring Entity	Average Compliance (%)	
		2007/08 or 2008/09	2009/10
1.	Mtwara Mikindani Municipal Council	78	75
2.	Registration, Insolvency and Trusteeship Agency	82	78
3.	Institute of Finance Management	89	80
4.	National Bureau of Statistics	84	81

*Table 5.6: General outcome of the review compared to the previous audit*

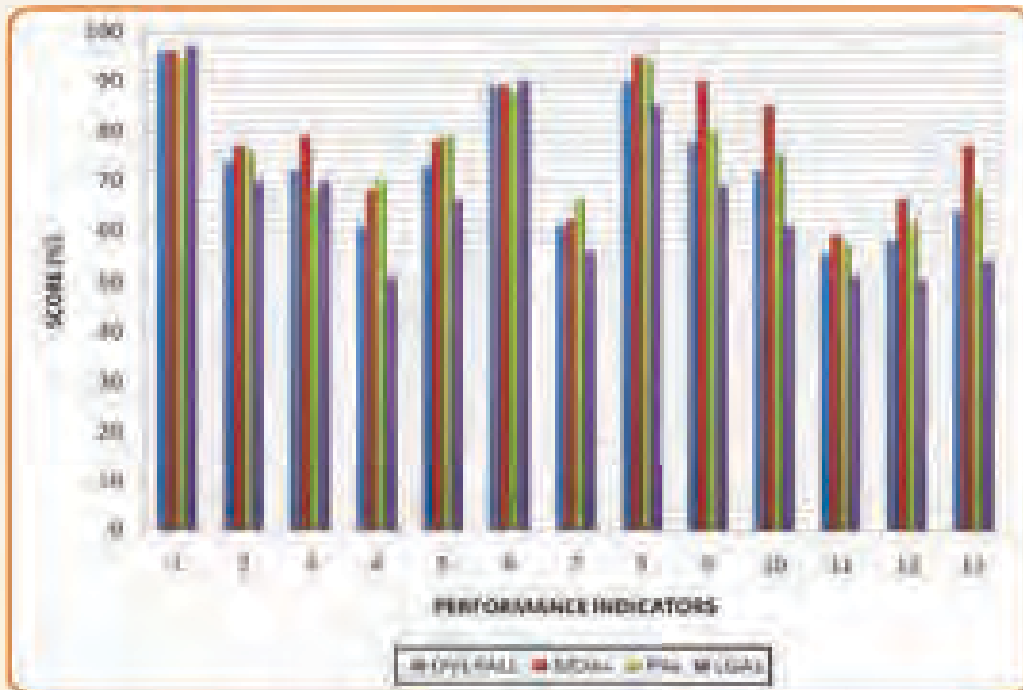
Performance Data	Performance	Performance Data	Outcome of the review
1.	Establishment and composition of tender boards	Existence of a tender board in accordance with the requirements of the Act and Regulations	The level of non-compliance in establishing TBs was 4% compared to 12% in the previous audits.
2.	Establishment and composition of PMUs	Existence of a PMU in accordance with the requirements of the Act and Regulations	The level of non-compliance in establishing PMUs was 26% compared to 52% in the previous audits.
3.	Independence of functions	Percentage of tenders in which there was no interference between individual functions	28% of the audited procurements had interference between the individual functions of the Accounting Officer, Tender Boards, PMU and user Departments compared to 45% in the previous audits.
4.	Annual Procurement plan	Prepared and properly implemented annual procurement plan	The level of non-compliance in preparing and implementing APPs was 39% compared to 57% in the previous audits.
5.	Compulsory Approvals	Percentage of tenders/contracts which received all compulsory approvals in various processes	27% of the audited procurements did not receive all compulsory approvals in the procurement processes contrary to the requirements in the PPA and its Regulations compared to 49% in the previous audits.
6.	Advertisement of bid opportunities	Percentage of open bidding procedures publicly advertised	11% of the tenders under open bidding process were not advertised to the public contrary to the requirements of the PPA and its Regulations compared to 32% in the previous audits.
7.	Publication of awards	Percentage of contract awards disclosed to the public	39% of the audited procurements indicated that contract awards were not published to the public contrary to the requirements of the PPA and its Regulations compared to 65% in the previous audits.
8.	Time for preparation of bids	Percentage of tenders complying with the stipulated time in the Act and regulations	10% of the audited procurements indicated that the time provided for the preparation of bids did not comply with the minimum time provided in the PPA and its Regulations compared to 21% in the previous audits.
9.	Methods of procurements	Percentage of tenders using authorized methods of procurement in accordance with their limits of application	22% of the audited procurements did not use methods of procurement in accordance with their limits of application as provided in the PPA and its Regulations compared to 23% in the previous audits.

10.	The use of standard tender documents	Percentage of tenders using standard/ approved tender documents	In the 28% of the audited procurements, standard tender documents were not used contrary to the requirements of the PPA and its regulations compared to 48% in the previous audits.
11.	Procurement records	Percentage of tenders with complete records	45% of the audited procurements had either no procurement records or incomplete records compared to 70% in the previous audits.
	Percentage of tenders with complete records	45% of the audited procurements had either no procurement records or incomplete records compared to 70% in the previous audits.	39% of the audited procurements indicated that contract awards were not published to the public contrary to the requirements of the PPA and its Regulations compared to 65% in the previous audits.
12.	Quality assurance and control	Percentage of tenders with adequate quality assurance and control systems	42% of the audited procurements indicated that there were no quality assurance and control systems compared to 71% in the previous audits.
13.	Contract management	Percentage of contracts which have been implemented as per the terms of contract	Contracts in 36% of the audited procurements were not implemented as per the terms of the contract compared to 48% in the previous audits.

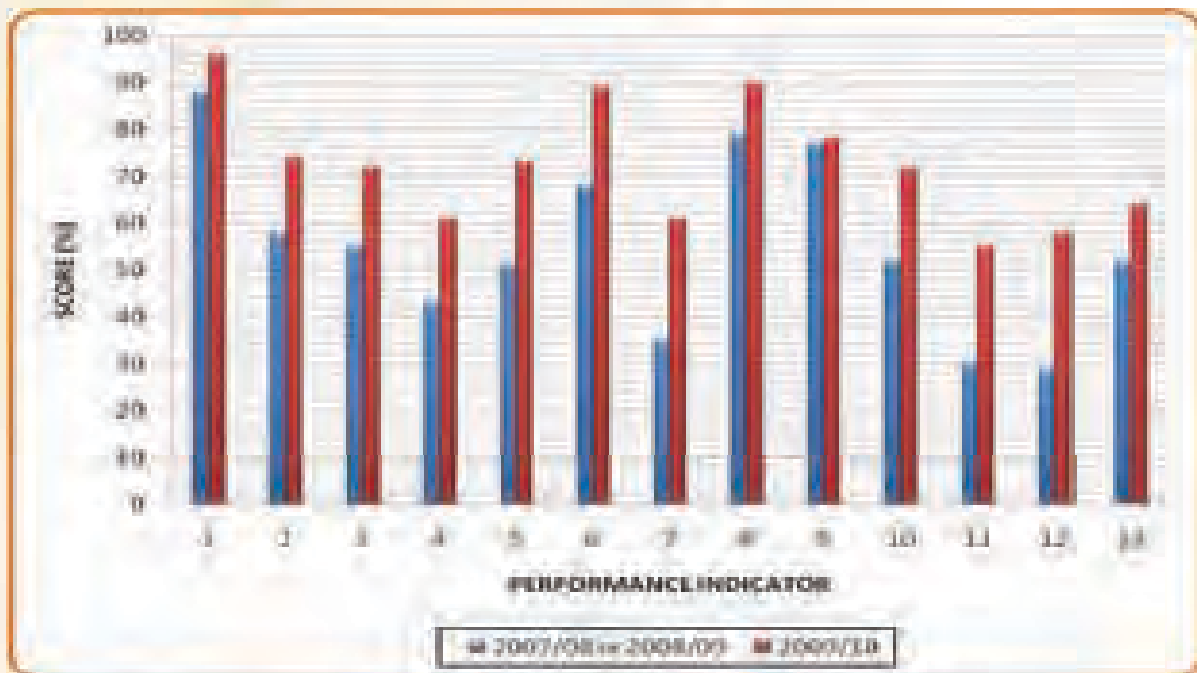


*Figure 5.15: Trend on the improvement of compliance levels*





*Figure 5.17 : Comparison of the compliance levels between MDAs, PAs and LGAs*



*Figure 5.18: Comparison of the compliance in 2007/08 or 2008/09 and 2009/10*

### 5.3.5 Analysis of the results

On the basis of our assessment as reflected in the performance indicators, the following areas need a special attention in order to meet the target of attaining an average compliance level of 80% and above by the end of the FY 2010/11;

#### a) Preparation of Annual Procurement Plan

The review indicated an average level of compliance in this area of 61%; 68% for MDAs, 70% for PAs, and 51% for LGAs. Specific weaknesses in the assessed procurement plans

and their implementation included: Not using appropriate templates issued by the Authority; not indicating processing times for different stages of tendering process; not aggregating requirements from user departments causing extensive use of quotations under minor value procurement method; not including all procurable items in the plans; excessive tender board meetings due to inappropriate scheduling; and unrealistic plans.

**b) Contracts Management**

The assessment indicated average levels of compliance of 64% and 58% for contracts management, and quality assurance and control respectively. The average compliance in the two areas is 77% and 66% for MDAs, 68% and 62% for PAs, and 54% and 50% for LGAs.

Generally, the following weaknesses were observed: Contracts were not properly signed in some cases; Some of the contracts lacked important contract documents such as conditions of contract, drawings and specifications, and some contained non-contract documents such as invitation for bids/quotations and instructions to bidders; Liquidated damages were not applied for delayed contracts; Site meetings were not conducted for most of the reviewed contracts; There were no adequate quality assurance and control plans, completed works were not tested to ascertain whether they have attained the specifications as provided in the contract documents; Progress reports for works contracts were not prepared; Site supervision reports were not prepared; Extension of time were issued without justifiable analysis and without following appropriate procedures; Payment certificates were not attached with necessary information such as measurement sheets and working/ take-off sheets to justify the quantities paid; and Goods inspection and acceptance committees were not appointed to ascertain the quality and quantity of the supplied goods.

**c) Records Keeping**

The review indicated an average compliance level of 55% on procurement records management; 59% for MDAs, 57% for PAs, and 51% for LGAs. The major weaknesses included lack of a comprehensive list of tenders, quotations and contracts, procurement records scattered in different departments, lack of records on contracts management, inadequate space and shelves for records storage, and inappropriate filing. In some cases it was difficult for the review teams to ascertain the exact number of tenders floated and the retrieval of information was time consuming as records could not be obtained from one point.

The above were the same issues that had problems as established in the procurement audits discussed in Section 5.2 above. the Authority working together with PEs will put special efforts to ensure that problems in those areas are tackled.

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## 6.0 FINANCIAL PERFORMANCE FOR FY 2009/2010

During the FY 2009/10, the Authority received a total sum of Tshs. 3,267 million from the Government for its recurrent expenditure. The Authority also obtained from the Government (Basket Funding) Tshs.358 million for Development expenditure, making a total sum of Tshs.3,625 million. During the year under review the Authority continued to receive funds from the African Development Bank (AfDB) under the project titled Institutional Support for Good Governance (Tanzania Mainland). The Authority had Tshs.3,384 million from AfDB for completing the project in the FY 2009/2010. In addition to this, the Authority also earned an income of Tshs. 147.8 million from sale of procurement related documents and facilitation of tailor-made trainings. Total income in FY 2009/2010 was therefore Tshs.7,491 million as compared to Tshs. 6,170 million received in the FY 2008/2009 ( 21% increase as compared to previous FY).

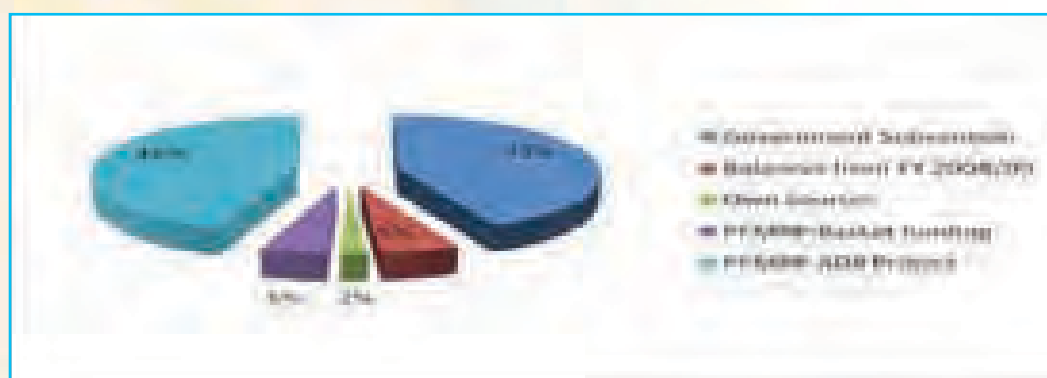
Expenditure during the year under review amounted to Tshs.7,068 million compared to Tshs.4,553 million in the year ended June,2009. The expenditure in FY 2009/2010 increased by 55% as compared to the previous financial year.

The actual receipts and expenditure for the year under review is as shown in the Table 6.1

**Table 6.1 : Budget performance FY 2009/2010(all figures in Tshs'000)**

S/N	Source of Funds	Budgeted Amount	Receipt in 2009/2010	Expenditure as at 30/06/2010	Balance from the funds received as at 30/06/2010
1	Government Subvention	3,500,000	3,266,644	3,727,617	21,226
2	Balances from FY 2008/09	416,569	416,569		
3	Own Sources	464,803	147,802		
4	PFMRP-Basket funding	860,000	358,380	350,802	7,577
5	PFMRP-ADB Project	3,383,612	3,383,612	2,989,293	394,319
	<b>TOTAL</b>	<b>8,624,984</b>	<b>7,490,835</b>	<b>7,067,713</b>	<b>423,122</b>

Generally, from the analysis shown in Figure 6.1, the Government has been the major financier of the Authority activities, with a contribution of 48 percent (43 percent from 2009/10 subvention and 5 percent from balances from FY 2008/09) of all funds received by the Authority. AfDB is the second large financier but was financing a project which ended on 31st May, 2010. The Authority needs to look at how funds generation can be improved without jeopardizing its regulatory role.

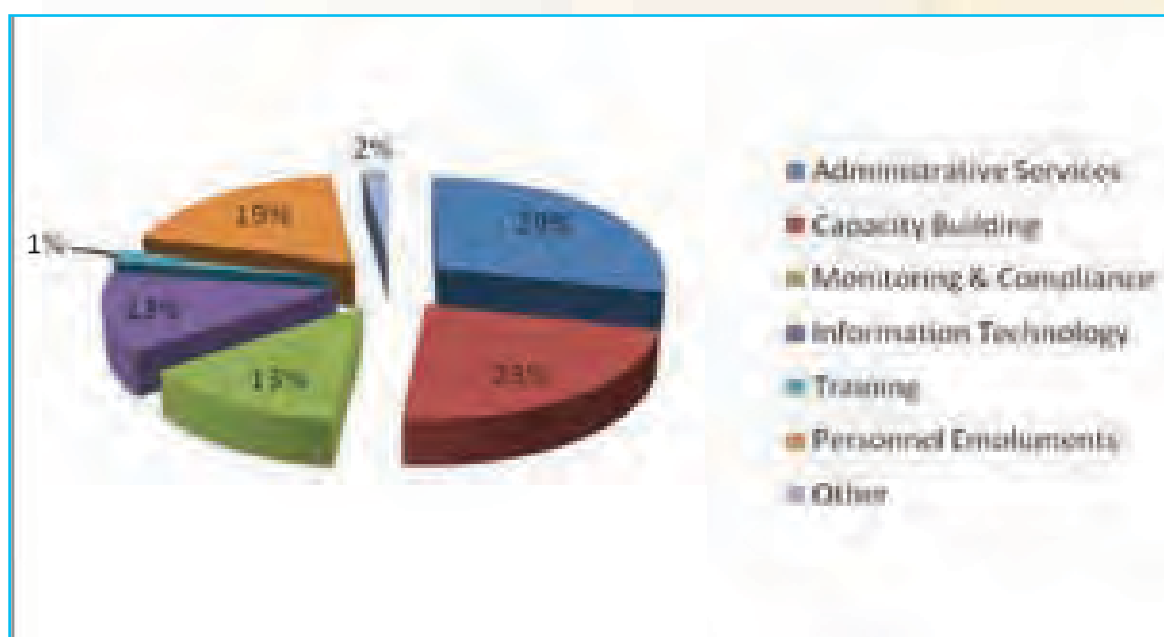


**Figure 6.1: Percentage Distribution of funds received by the authority from various sources**

The analysis of expenditure shown in **Table 6.2** and **Figure 6.2** below shows that 19% of all expenditure is on personnel emoluments and 29% is on administrative services. In terms of value, both personnel emoluments and administrative expenses utilised Tshs.3.37 billion which is about 91% of the Government subvention received for the year.

*Table 6.2: Analysis of Expenditure for the FY 2009/2010 (amount in Tshs)*

	OC	DEV-PFMRP	ADB	TOTAL
Administrative Services	1,987,918,949		58,797,600	2,046,716,549
Capacity Building	162,537,260	109,986,320	1,331,204,076	1,603,727,655
Monitoring & Compliance	137,320,270	128,560,000	667,187,638.2	933,067,908
Information Technology	115,981,375	112,256,489	671,895,973	900,133,837
Training			117,345,900	117,345,900
Personnel Emoluments	1,323,858,846			1,323,858,846
Other	0		142,862,254	142,862,254
<b>TOTAL</b>	<b>3,727,616,698</b>	<b>350,802,809</b>	<b>2,989,293,441</b>	<b>7,067,712,948</b>



*Figure 6.2: Expenditure analysis for the F/Y 2009/10*

Again like last financial year, the situation depicted in Figure 6.2 implies that the Authority has been depending on Development Partners to finance its core activities of capacity building and monitoring compliance of PEs with the PPA 2004 and its Regulations.

## 7.0 CONSTRAINTS AND CHALLENGES

During the period under review, the Authority faced a number of challenges. Some of which are highlighted below:

- a) **Construction of Office Building:** The Authority owns a piece of land in Kurasini area, Dar es Salaam. The plot has a building that was formerly owned by the defunct National Agriculture and Food Corporation (NAFCO). Due to unavailability of funds, PPRA has been unable to develop the plot in terms of constructing a new building that could be used as office premises and also leased on commercial terms.
- b) **Budgetary Constraints:** PPRA is largely dependent on the Government and development partners for financing. This makes it difficult for the Authority to achieve its annual plans due to declining financial support from the two sources.
- c) **Increased Demand for PPRA Services:** Due to effective implementation of PSCM, PE's have been able to identify weaknesses loop holes in their procurement systems. This has prompted them to go for PPRA training sessions.
- d) **Limited ICT Facilities in PEs:** As The use of PMIS depends on availability and conversance in computing skills as well as Internet connectivity. Many PE's, particularly LGAs do not have enough computer equipment while some are not connected to the Internet, hence failure to use PMIS.
- e) **E-Procurement:** In the advent of e-business, public procurement regimes in East Africa are facing a big challenge of introducing e-procurement to keep pace with the changing business world. This is a big project since it entails a change in the legal and regulatory framework.
- f) **Public Procurement Act:** After being in operation since 1994, it is evident that PPA 2004 needed some amendments to address some operational challenges that are faced by the Government, PPRA, PEs and bidders. However, during the period under review, the amendments could not be passed by Parliament due to reasons beyond PPRA's control.

## 8.0 PROSPECTS AND WORK PLAN FOR YEAR 2010/11


In FY 2010/11, PPRA will continue to consolidate all the achievements that have been made so far and shall ensure that all programmes and systems that have been developed are properly implemented and/or rolled out to PE's. PPRA will continue to implement its Medium Term Strategic Plan which spells out every objective and target to be accomplished. The following are major activities that will be undertaken in FY 2010/2011:

- (i) Implementing various strategies and tools that have been developed; and monitor their effectiveness in improving procurement practice in the country. This includes implementation of PCBS and SCMP, PMIS, CUIS and the anti corruption strategy;
- (ii) Preparing a feasibility study for development of its offices at Kurasini which will be used as a basis of soliciting financial support from various donors;
- (iii) Continuing with efforts to have sustainable sources of income that would enable PPRA to carry out its mandates;
- (iv) Working closely with PMO-RALG through regular high level meetings involving the Permanent Secretary –PMO-RALG with a view to discuss the procurement problems in LGAs and the way forward. In these meetings the issue of strengthening PMUs in LGAs should form part of the agenda. LGAs through PMO –RALG should be required and



given timeframe to comply with the Local Government Regulations on formation of PMUs with adequate resources to enable them to perform the procurement functions. PPRA will audit the qualifications/profile of procurement personnel in LGAs and the learning institutions involved in building procurement capacity of LGAs;

- (v) Preparing the road map for implementing the e-procurement systems as proposed in the feasibility study report;
- (vi) Introducing provisions in the PPA and its Regulations that will make it mandatory for PEs to submit information on awarded contracts and other information.



**PPRA**  
Public Procurement Regulatory Authority

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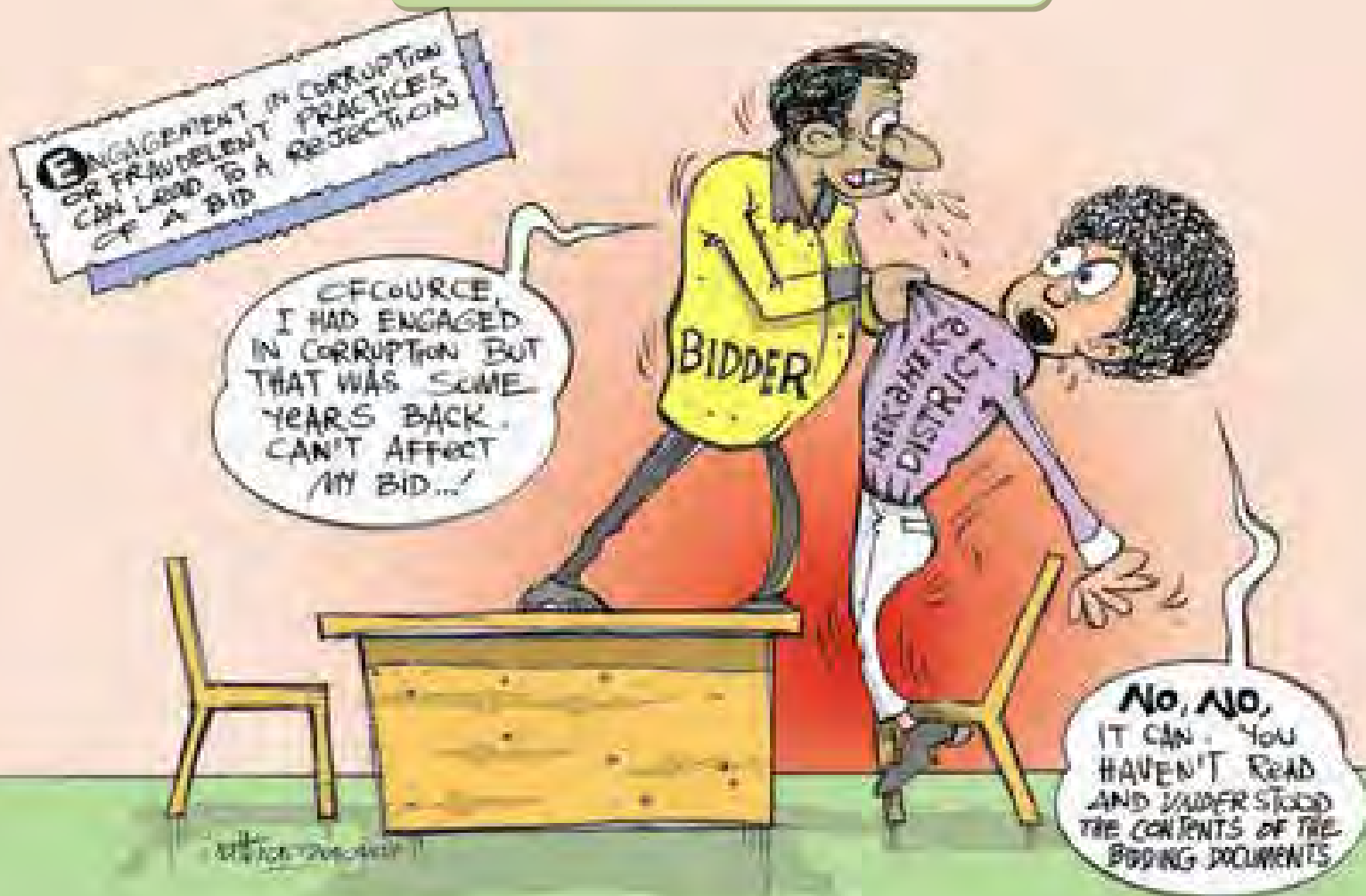
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# Annexes



**Annex 3.1: Staff Compliment for the Authority in FY 2009/2010**

<b>DIVISION/UNIT</b>	<b>POST</b>	<b>APROVED STAFFING LEVELS</b>
<b>Chief Executive Officer</b>	<b>Chief Executive Officer</b>	<b>1</b>
	Executive Assistant Secretary	1
	Public Relations Officer	1
<b>Capacity Building and Advisory Services</b>	<b>Director</b>	<b>1</b>
	Personal Secretary	1
	Manager - Guidelines Development and Dissemination	1
	Manager - Research and Documentation	1
	Manager – Training and Advisory Services	1
	Procurement Specialists	5
	Library and Documentation Officer	1
<b>Monitoring and Compliance</b>	<b>Director</b>	<b>1</b>
	Personal Secretary	1
	Manager – Investigation and Procurement Audit	1
	Manager – Contract and Performance Audit	1
<b>Information Technology</b>	Procurement Specialists	4
	<b>Director</b>	<b>1</b>
	Personal Secretary	1
	Manager – Systems and Network Administration	1
	Manager – Data Base Administration	1
	Systems and Network Administrator	2
Date Base Administrator	2	
<b>Finance and Administration</b>	<b>Director</b>	<b>1</b>
	Personal Secretary	1
	Chief Accountant	1
	Manager – Administration and Human Resources	1
	Accountants Assistants	2
	Administrative Officer	1
Human Resources Officer	1	
<b>Internal Audit</b>	<b>Chief Internal Auditor</b>	<b>1</b>
	Auditor	1
<b>Legal Unit</b>	<b>Head of Legal Unit</b>	<b>1</b>
	State Attorney	1
<b>Procurement Management Unit</b>	<b>Senior Procurement Specialist</b>	<b>1</b>
	Procurement Specialists	1
<b>Other Support Staff</b>	Drivers	<b>4</b>
	Receptionist/Telephone Operator	1
	Records Management Officer	1
	Office Attendants	1
<b>Total</b>		<b>51</b>

**Annex 3.2: Revised Staff Compliment for the Authority**

DIVISION/UNIT	POST	PROPOSED STAFFING LEVELS
<b>Chief Executive Officer</b>	<b>Chief Executive Officer</b>	<b>1</b>
	Executive Assistant Secretary	<b>1</b>
<b>Capacity Building and Advisory Services</b>	<b>Director</b>	<b>1</b>
	Personal Secretary	<b>1</b>
	<b>Manager - Procurement Guidelines</b>	<b>1</b>
	Principal Procurement Specialist II	<b>1</b>
	Senior Procurement Specialist	<b>1</b>
	Procurement Specialist I	<b>1</b>
	Procurement Specialist II	<b>1</b>
	<b>Manager - Research and Documentation</b>	<b>1</b>
	Principal Procurement Specialist II	<b>1</b>
	Procurement Specialist I	<b>1</b>
	Senior Library and Documentation Officer	<b>1</b>
	Library and Documentation Officer	<b>1</b>
	Senior Statistician	<b>1</b>
	Statistician II/I	<b>1</b>
	<b>Manager – Training and Advisory Services</b>	<b>1</b>
	Principal Procurement Specialist II	<b>1</b>
	Senior Procurement Specialist	<b>1</b>
Procurement Specialist I	<b>1</b>	
Procurement Specialist II	<b>1</b>	
<b>Monitoring and Compliance</b>	<b>Director</b>	<b>1</b>
	Personal Secretary	<b>1</b>
	<b>Manager – Monitoring and Evaluation</b>	<b>1</b>
	Principal Procurement Specialist	<b>1</b>
	Senior Procurement Specialist	<b>1</b>
	Procurement Specialist I	<b>1</b>
	Procurement Specialist II	<b>1</b>
	<b>Manager – Contract Performance</b>	<b>1</b>
	Principal Procurement Specialist	<b>1</b>
	Senior Procurement Specialist	<b>1</b>
	Procurement Specialist I	<b>1</b>
	Procurement Specialist II	<b>1</b>
	<b>Manager – Investigation and Anti-corruption</b>	<b>1</b>
	Principal Procurement Specialist	<b>1</b>
	Senior Procurement Specialist	<b>1</b>
	Procurement Specialist I	<b>1</b>
	Procurement Specialist II	<b>1</b>
	<b>Manager – Zonal Services</b>	<b>1</b>
	Principal Procurement Specialist	<b>1</b>
	<b>Assistant Managers – Zonal Services</b>	<b>4</b>
Senior Procurement Specialist	<b>4</b>	
Procurement Specialist I	<b>4</b>	
Procurement Specialist II	<b>8</b>	
<i>Zonal System Administrator I</i>	<b>4</b>	
<i>Zonal Accountants II</i>	<b>4</b>	

DIVISION/UNIT	POST	PROPOSED STAFFING LEVELS
	<i>Zonal Office Attendants</i>	4
	<i>Zonal Offices Drivers</i>	4
	<i>Zonal Secretaries</i>	4
<b>Information Systems</b>	<b>Director</b>	1
	Personal Secretary	1
	<b>Manager – Systems Support and Administration</b>	1
	Principal System Administrator II	1
	Senior System Administrator	1
	System Administrator I	1
	System Administrator II	1
	<b>Manager – Systems Development and Maintenance</b>	1
	Principal System Analyst II	1
	Senior System Analyst	1
	System Analyst I	1
	System Analyst II	1
	<b>Legal and Public Affairs Division</b>	<b>Director</b>
Personal Secretary		1
<b>Manager – Legal and Secretariat Affairs</b>		1
Principal Legal Officer II		1
Senior Legal Officer		1
Legal Officer I		1
Legal Officer II		1
<b>Manager – Public Relations</b>		1
Senior Public Relations Officer		2
Public Relations Officer I		1
Public Relations Officer II		1
<b>Corporate Services Division</b>	<b>Director</b>	1
	Personal Secretary	1
	<b>Manager- Planning and Coordination</b>	1
	Principal Planning Officers II	1
	Senior Planning Officers	1
	Planning Officers I/II	1
	<b>Manager – Finance</b>	1
	Senior Accountant	2
	Accountant I	2
	Accountant II	1
	<b>Manager – Administration and Human Resources</b>	1
	Senior Human Resources Officer	1
	Human Resources Officer I	1
	Senior Administrative Officer	1
	Administrative Officer	1
	Records Management Assistant I	1
	Records Management Assistant II	1
	Drivers	6
Receptionist/Telephone Operator	1	



DIVISION/UNIT	POST	PROPOSED STAFFING LEVELS
	Office Assistants	2
<b>Internal Audit</b>	<b>Chief Internal Auditor</b>	<b>1</b>
	Principal Internal Auditor I	1
	Senior Internal Auditor	1
	Internal Auditor I/II	3
<b>Procurement Management Unit</b>	<b>Head – PMU</b>	<b>1</b>
	<b>Secretary</b>	<b>1</b>
	Senior Procurement Specialist	1
	Procurement Specialist 1 (procurement)	1
	Procurement Specialist II (storage)	1
	<b>Total</b>	<b>142</b>

**Annex 4.1: List of PEs showing number of Staff they Sponsored**

Name of PE	No of Staff Sponsored
Agricultural Inputs Trust Fund	6
Agricultural Research Institute	1
Agricultural Seed Agency	2
AMREF	1
AQRB	1
Ardhi University	11
Arusha District Council	15
Arusha Institute of Accountancy	1
Arusha Municipal Council	11
Arusha Technical College	3
Arusha Urban Water and Sanitation Authority	11
Association of Local Authorities of Tanzania	2
Babati District Council	2
Babati Town Council	8
Babati Urban Water and sanitation Authority	1
Bagamoyo District Council	6
Bank of Tanzania	52
Board of External Trade	1
Bukoba District Council	6
BUKOBA Municipal Council	9
Bukoba Urban Water and Sewerage Authority	4
Bukombe District Council	2
Bunda District Council	4
Business Registration Licencing Agency	10
Capital Market Authority	2
Capital Market Authority	1
Cashewnut Board of Tanzania	1
Chato District Council	10
College of Business Education	13
Commission for Mediation and Arbitration	5
Court of Appeals	2
Dar es Salaam City Council	11
Dar es Salaam Institute of Technology	5
Dar es Salaam Rapid Transit Agency	6
Dar es Salaam Stock Exchange	8
Dar es Salaam Stock Exchange	2
Dar es Salaam University College of Education	1
Dar es Salaam University College of Education	6
Dar es Salaam Urban Water Supply and Sanitation Authority	3

<b>Name of PE</b>	<b>No of Staff Sponsored</b>
Dar es Salaam Water and Sanitation Authority	11
Dar es Salaam Water and Sanitation Company	2
Dodoma Municipal Council	20
Dodoma Urban Water and Sanitation Authority	9
East Africa Statistical Training Centre	1
Energy & Water Utilities Regulatory Authority of Tanzania	13
Engineer Registration Board	2
Geita District Council	3
Geita District Council	3
Government Printer	2
Government Procurement Services Agency	62
Ministry of Natural Resources and Tourism	1
Hanang District Council	4
Handeni District Council	1
High Education Student Loans Board	2
Igunga District Council	4
Ilala Municipal Council	17
Institute of Accountancy Arusha	4
Institute of Adult Education	5
Institute of Judiciary Administration	2
Institute of Rural Development Planning	6
Institute of Social Work	11
Ministry of Water and Irrigation	1
Iramba District Council	14
Iringa District Council	2
Iringa Municipal Council	7
Kariakoo Market Corporation	3
Kibondo District Council	1
Kigoma District Council	3
Kilimanjaro Christian Medical Centre	5
Kilombero District Council	2
Kilosa District Council	1
Kinondoni Municipal Council	4
Kisarawe District Council	3
Kishapu District Council	8
Kwimba District Council	1
Kyela District Council	1
Lake Tanganyika Project	1
Lake Victoria Basin water office	2
Lake Victoria Basin water office	1
Lindi District Council	10
Local Authority Pension Fund	2

<b>Name of PE</b>	<b>No of Staff Sponsored</b>
Local Government Training Institute	4
Ministry of Education and Vocational Training	1
Ludewa District Council	6
Lushoto District Council	5
Mafia Parks and Reserves Unit Mafia	1
Ministry of Home Affairs	1
Magu District Council	3
Makete District Council	9
Manyoni District Council	1
Marine Parks and Reserves Unit	2
Marine Service Co Ltd	3
Masasi District Council	2
Maswa District Council	12
Mbarali District Council	2
Mbeya District Council	2
Mbeya Institute of Science and Technology	3
Mbinga District Council	4
Mbulu District Council	3
Ministry of Communications, Science and Technology	2
Medical Stores Department	79
Medical Stores Department	2
Meru District Council	7
Ministry of Infrastructure Development	1
Ministry of Agriculture, Food Security and Cooperative	12
Ministry of Communications, Science and Technology	2
Ministry of Constitutional Affairs	1
Ministry of East African Cooperation	4
Ministry of Education and Vocational Training	2
Ministry of Education and Vocational Training	28
Ministry of Education and Vocational Training	1
Ministry of Energy and Minerals	2
Ministry of Finance and Economic Affairs	9
Ministry of Health and Social Welfare	18
Ministry of Home Affairs	10
Ministry of Industry, Trade and Marketing	5
Ministry of Information, Culture and sports	19
Ministry of Infrastructure Development	3
Ministry of Labour, Employment and Youth Development	1
Ministry of Lands, Housing and Human Settlement Development	3
Ministry of Livestock Development and Fisheries	4
Ministry of Natural Resources and Tourism	1

Name of PE	No of Staff Sponsored
Ministry of Science and Technology	1
Ministry of Water and Irrigation	21
Ministry of Water and Irrigation	1
Ministry of Water and Irrigation	1
Ministry of Lands	1
Missenyi District Council	2
Misungwi District Council	11
Mkwawa University College of Education	1
Ministry of Agriculture, Food Security and Cooperative	1
Ilala Municipal Council	1
Morogoro Regional Hospital	3
Morogoro Urban Water Supply Authority	1
Moshi District Council	4
Moshi University College of Cooperative and Business Studies	2
Moshi Municipal Council	1
Moshi University College of Cooperative and Business Studies	4
Moshi Urban Water Sewerage Authority	17
Mpanda District Council	6
Mpwapwa District Council	1
Mtwara Mikindani Municipal Council	10
Mtwara Municipal Council	1
Mtwara Urban Water and Sanitation Authority	1
Mtwara Urban Water and Sanitation Authority	6
Moshi University College of Cooperative and Business Studies	2
Muhimbili National Hospital	18
Muhimbili Orthopedic Institute	30
Muhimbili University of Health And Allied Sciences	8
Muleba District Council	7
Musoma Municipal Council	1
Musoma Urban Water and sanitation Authority	1
Mvomero District Council	2
Mwalimu Nyerere Memorial Academy	10
Mwanga District Council	1
Mwanza Regional Administrative Secretary	3
Mwanza Urban Water and Sanitation Authority	31
Mweka Wildlife College	1
Mzinga Corporatin	5
Namtumbo District Council	6
Nanyumbu District Council	1
National Accreditation Council for Technical and Education	1



<b>Name of PE</b>	<b>No of Staff Sponsored</b>
National Board of Accountancy and Auditors	4
National Board of Materials Management	1
National Bureau of Statistics	8
National College Of Tourism	1
National Development Corporation	2
National Electrol Commission of Tanzania	11
National Food Reserve Agency	1
National Health Insurance Fund	2
National Housing Building Research Agency	2
National Institute for Medical Research	13
National Media Group	1
National Museum of Tanzania	4
Newala District Council	6
Ngorongoro Conservation Area Authority	2
Njombe District Council	5
Njombe Town Council	2
Nkasi District Council	1
Occupational Safety and Health Authority	7
Open University of Tanzania	3
Pangani Basin Water Office	14
Parastatal Pension Fund	4
Parastatal Pension Fund	2
People Bank of Zanzibar	1
Planning Commission	3
President Office	2
President Office	26
President Office	2
Prevention and Combating of Corruption Bureau	5
Prime Minister's Office	8
Private Sector	1
Public Procurement Regulatory Authority	3
Regional Administrative Office Arusha	5
Regional Administrative Office Dodoma	1
Regional Administrative Office KIGOMA	3
Regional Administrative Office Kilimanjaro	3
Regional Administrative Office Mara	1
Regional Administrative Office Morogoro	1
Regional Administrative Office Morogoro	1
Regional Administrative Office Mwanza	2
Regional Administrative Office Singida	1
Regional Administrative Office Tabora	1
Regional Administrative Office TANGA	1

<b>Name of PE</b>	<b>No of Staff Sponsored</b>
Regional Administrative Secretary Coast	3
Regional Administrative Secretary Coast	1
Regional Administrative Secretary Kagera	6
Regional Administrative Secretary Kilimanjaro	4
Regional Administrative Secretary Mara	4
Regional Administrative Secretary Morogoro	2
Regional Administrative Secretary Mtwara	1
Regional Administrative Secretary Mwanza	3
Regional Administrative Secretary Singida	6
Regional Administrative Secretary Singida	1
Regional Administrative Secretary Tabora	3
Regional Commissioners Office Kilimanjaro	1
Regional Secretariat secretary Kilimanjaro	2
Registrar of Political Parties	2
Registration Insolvency and Trusteeship	9
Reli Assets Holding Company Limited	1
Road Fund Board	8
Rorya District Council	6
Rufiji Basin Development Authority	9
Rufiji Basin Water Office	11
Rugwe District Council	5
Sengerema District Council	9
Shinyanga District Council	4
Shinyanga Municipal Council	2
Shinyanga Municipal Council	2
Shinyanga Urban Water and Sanitation Authority	1
Sikonge District Council	18
Sokoine University of Agriculture	3
Songea District Council	3
Songea Urban Water and Sanitation Authority	4
State University of Zanzibar	1
Stock Verification Department	1
Sugar Board of Tanzania	2
Sumbawanga Municipal Council	3
Surface and Marine Transport Regulatory Authority	1
Surface and Marine Transport Regulatory Authority	1
Tabora Municipal Council	1
Tabora Urban Water & Sewerage Authority	1
TACAIDS	3
TAESA	10
TAFIRI	5
TAKUKURU	3

Name of PE	No of Staff Sponsored
TAKUKURU	3
TANAPA	29
Tandahimba District Council	1
TANESCO	192
Tanga Urban Water and Sanitation Authority	10
TANROADS	20
Tanzania Atomic Energy Commission	7
Tanzania Automobile Technology centre	14
Tanzania Broadcasting Corporation	3
Tanzania Building Agency	14
Tanzania Chamber of Commerce Industry and Agriculture	1
Tanzania Civil Aviation Authority	6
Tanzania Cotton Board	3
Tanzania Government Flight Agency	2
Tanzania Institute of Accountancy	12
Tanzania Institute of Education	1
Tanzania Library Services Board	9
Tanzania Meteorological Agency	5
Tanzania Post Corporation	5
Tanzania Public Service College	14
Tanzania Small-holder Tea Development Agency	5
Tanzania Standard Newspaper	6
Tanzania Tobacco Board	2
Tarime District Council	5
TASAF	7
TAWIRI	2
Tea Board of Tanzania	6
TEMDO	10
Temeke Municipal Council	17
TEMESA	34
The State University of Zanzibar	1
TIRDO	18
TPA	11
TPDC	4
TPDF	18
TPRI	6
Twiga Bancorp Ltd	2
Ukerewe District Council	1
Ulanga District Council	12
UNESCO National Commission of the United Republic of Tanzania	3
University Computing Centre	1

<b>Name of PE</b>	<b>No of Staff Sponsored</b>
University of Dar es Salaam	1
University of Dar es Salaam	2
Usafiri Dar es Salaam Ltd	1
Vice President Office	2
Vocation Education Training Authority	22
Wami Ruvu Basin Water Office	2
Water Development and Management Institute	1
Weights and Measures Agency	2
Zanzibar Electricity Company	1
Zanzibar Road Fund Board	2
Zanzibar Social Security Fund	3
Zanzibar Urban Strengthening Program	1
<b>TOTAL</b>	<b>1904</b>

**Annex 4.2:  
GENERAL ADVISORY SERVICES GIVEN TO PEs DURING THE FY 2009/10**

No.	Issue	Response
1.	<b>Request for using Single Source Method for Procurement</b>	<p>Section 35 (g) of the Public Procurement Act 2004 (PPA 2004) stipulates that it is the responsibility of the Procurement Management Unit (PMU) of the Procuring Entity (PE) to recommend procurement and disposal by tender procedures. Furthermore, Section 30 (d) of the PPA 2004 gives power to the Tender Board of the PE to approve procurement and disposal by tender procedures of the respective PE. This implies that approval for using any procurement method including single source should be sought from the respective Tender Board and not from the Public Procurement Regulatory Authority (PPRA).</p> <p>The Public Procurement Act provides many methods of procurement as stipulated in Regulations 65, 66, 67, 68 etc of the Public Procurement (Goods, Works, Non-Consultants Services and Disposal of Public Assets by Tender) Regulation, G.N. No. 97 of 2005.</p> <p>In addition to the above, in case of procurement of works, Regulation 70(1) of the Public Procurement (Goods, Works, Non-Consultants Services and Disposal of Public Assets by Tender) Regulation, G.N. No. 97 of 2005 provides the circumstances under which a PE may use direct contracting method of procurement to obtain a priced quotation from a single contractor. Furthermore, pursuant to Regulation 70(5) of GN No. 97 the justification for direct contracting procurement must be shown in the record of procurement proceedings made further to Regulation of 19 of GN No. 97.</p> <p>In this perspective, if the circumstances at hand permit the application of the Regulation 70(1) (a) &amp; (c) of GN No. 97, then, the respective Tender Board of the PE should be in a position to make a decision. Moreover if the appropriate Tender Board approve the use of the said method, then they should ensure achievement of economy, efficiency and value for money as per Regulation 4 (2) (a) and 5 of G.N. No. 97 of 2005.</p>
2.	<b>Development of plots in form of joint venture with the private sector</b>	<p>Development of plots in form of joint venture with individuals or firms falls under Procurement of Public Private Partnership (PPPs). Where by PPPs are arrangements between public authorities and private investors in acquiring public services that see private investors being engaged to take the risks they are best equipped to manage -those relative to investment and operations.</p> <p>Regulation 74 of Public Procurement (Goods, Works, Non-Consultant Services and Disposal of Public Assets by Tender) Regulations, 2005 provides guidance on how to undertake procurement under public private partnership and other private sector participation arrangements. One of the salient features of the regulation is the feasibility study which should be undertaken by the Procuring Entity (PE) in order to ascertain key issues described in Regulation 74(4).</p> <p>Furthermore, Regulation 74(6) prohibit PE to proceed with the procurement phase of a public private partnership if the feasibility study indicates that the proposed project will not provide value for money or improve the quality of the public service.</p> <p>In addition to this, a comprehensive feasibility study will give an evaluation or analysis of the potential benefits and impact of the proposed project and will also enable one to see a realistic view of both the positive and negative aspects of the project. Only then will a right decision be made as to whether the project is viable and hence proceed with it and eventually enter into a joint venture with the private partner. In this perspective, it is not advisable for the feasibility study to be carried out by the private partner/investor of the joint venture due to the fact that, the results of the feasibility study are the ones which will portray if the project is possible, practical and viable. Therefore according to Regulation 74 of G.N. No. 97 of 2005, the responsibility of carrying out the feasibility study lies with the</p>



No.	Issue	Response
		Procuring Entity.
3.	<b>For cases where PPA 2004 conflicts with conditions of a financier</b>	Section 4 of the Public Procurement Act No.21 of 2004 (PPA 2004) specifies that to the extent that PPA 2004 conflicts with an obligation of the United Republic under or arising out of any treaty or other form of agreement to which the United Republic is a party with one or more States or political sub-divisions of such States, the requirement of such treaty or agreement shall prevail, but in all other respects, the procurement shall be governed by this Act. Also for the case where there is a conflict between PPA 2004 and any grant agreement entered into by the United Republic with an inter-governmental or international financing institution in which the United Republic is the beneficiary, the requirements of the agreement shall prevail. This implies that when the financier imposes certain conditions in the project they are to finance, then their rules will apply but in all other cases PPA 2004 shall govern.
4.	<b>Request for approval of Customized Tender Document</b>	According to Section 30(c) of Public Procurement Act No.21 of 2004 (PPA, Cap 410) the responsibility of approving tendering and contract document lies with the respective Tender Boards of the procuring entities. Furthermore, Regulation 54 of the Public Procurement (Goods, Works, Non-Consultants Services and Disposal of Public Assets by Tender) Regulation, GN No. 97 of 2005 requires tender board to approve tenders documents before the tender is advertised. The Public Procurement Regulatory Authority (PPRA) normally approves tender documents in a circumstance that no relevant standard tender documents have been issued by the Authority and procuring entity customized internationally recognized standard conditions of contract and contract forms.
5.	<b>Evaluation of Tenders</b>	<p>Regulation 90 of the Public Procurement (Goods, Works, Non-Consultant Services and Disposal of Public Assets by Tender) Regulations, 2005 specifies that tender evaluation should be consistent with the terms and conditions set forth in the tender documents and such evaluation shall be carried out using the criteria explicitly stated in the tender documents. Furthermore, tenders are to be comparable among themselves in order to determine the lowest evaluated cost for procurement of goods, works or services. This implies that, the criteria set in the tender documents are the ones to be used while evaluating all the tenders. Normally in evaluating, one begins with preliminary examination to determine whether or not each tender is substantially responsive to the requirements of the tender documents i.e. whether the required guarantees have been provided; whether the documents have been properly signed; and whether the tenders are otherwise generally in order. The tenders that fall short of the requirements of the tender documents will be dropped during the preliminary examination.</p> <p>Normally, the successful bidder is one whose tender has been found to have the lowest evaluated tender price. This implies that it's not only the figure which has to be looked at but rather also other criteria set in the tender documents to determine if the bidder's price offers value for money. In this perspective, tender boards should be in a position to determine if the tender price of the recommended bidder offers value for money and if it's within the budget set aside for the procurement at hand.</p>
6.	<b>Request for Clarification on the Responsibility of Opening Tenders</b>	According to Section 66(1) of the Public Procurement Act No. 21 of 2004 (PPA Cap 410), Regulation 89(15) of the Public Procurement (Goods, Works, Non-Consultants Services and Disposal of Public Assets by Tender) Regulation, G.N. No. 97 of 2005 and Regulation 56(6) of the Public Procurement (Selection and Employment of Consultants, G.N. 98 of 2005 the responsibility of opening tenders lies with the respective Tender Boards of the procuring entities. The Procurement Management Unit (PMU) is a Secretariat of the Tender Board and does opening on its behalf since no decisions are made at that stage that necessitate presence of the Tender Board members. It is advised that respective Tender Boards to establish committee consisting of three people to handle the exercise which should be led by the Secretary of the Tender Board. This in turn will reduce administrative costs involved in the procurement process and will ensure that the procuring entities get

No.	Issue	Response																																																
		value for money in the entire procurement cycle.																																																
7.	<b>Organization and Composition of PMU</b>	<p>The Procurement Management Unit (PMU) is an independent unit which is responsible for managing all procurement and disposal by the activities of the procuring entity. Therefore, the Head of PMU should report direct to the Chief Executive/Accounting Officer.</p> <p>Section 34 of the Public Procurement Act No.21 of 2004 (PPA, Cap 410) directs that the Procurement Management Unit (PMU) should be staffed to an appropriate level and should consist of procurement and other technical specialists together with necessary supporting and administrative staff. Furthermore, it is the responsibility of the Procuring Entities to identify all those engaged in procurement within the organization and identify the skills needs in each post and set out strategies to meet the needs of the PMU.</p> <p>Currently the Public Procurement Regulatory Authority (PPRA) has put a proposal of categorization of Procuring entities in accordance with the volume of procurement and has proposed manning levels for PMU for each category as shown in Table 1 below.</p> <p><b>Table 1: Categorization by volume of procurement</b></p> <table border="1"> <thead> <tr> <th>Category of Procuring Entity</th> <th>Annual Volume of Procurement in Tshs</th> <th>Proposed No. of Staff</th> <th>Title</th> </tr> </thead> <tbody> <tr> <td rowspan="6"><b>Class I</b></td> <td rowspan="6">Above Tshs 5,000,000,000</td> <td>1</td> <td>Principal Procurement Officer-<i>Head of PMU</i></td> </tr> <tr> <td>1</td> <td>Senior Procurement Officer</td> </tr> <tr> <td>1</td> <td>Procurement Officer I</td> </tr> <tr> <td>3</td> <td>Assistant Procurement Officers</td> </tr> <tr> <td>1</td> <td>Personal Secretary I</td> </tr> <tr> <td>1</td> <td>Office Attendant</td> </tr> <tr> <td rowspan="5"><b>Class II</b></td> <td rowspan="5">Up to Tshs 5,000,000,000</td> <td>1</td> <td>Senior Procurement Officer-Head of PMU</td> </tr> <tr> <td>1</td> <td>Procurement Officer I</td> </tr> <tr> <td>2</td> <td>Assistant Procurement Officers</td> </tr> <tr> <td>1</td> <td>Personal Secretary II</td> </tr> <tr> <td>1</td> <td>Office Attendant</td> </tr> <tr> <td rowspan="4"><b>Class III</b></td> <td rowspan="4">Up to Tshs 500,000,000</td> <td>1</td> <td>Senior Procurement Officer-<i>Head of PMU</i></td> </tr> <tr> <td>1</td> <td>Procurement Officer II</td> </tr> <tr> <td>1</td> <td>Assistant Procurement Officer</td> </tr> <tr> <td>1</td> <td>Personal Secretary III</td> </tr> <tr> <td rowspan="3"><b>Class IV</b></td> <td rowspan="3">Up to Tshs 100,000,000</td> <td>1</td> <td>Procurement Officer I-<i>Head of PMU</i></td> </tr> <tr> <td>1</td> <td>Assistant Procurement Officer</td> </tr> <tr> <td>1</td> <td>Personal Secretary III</td> </tr> </tbody> </table> <p>The above classification shall be based on the average annual volume of procurement for the last three years obtained by omitting single specific large procurement carried out by the procuring entity. However, currently issues related with staffing of PMUs should be referred to the Public Policy Unit in the Ministry of Finance and Economic Affairs.</p>	Category of Procuring Entity	Annual Volume of Procurement in Tshs	Proposed No. of Staff	Title	<b>Class I</b>	Above Tshs 5,000,000,000	1	Principal Procurement Officer- <i>Head of PMU</i>	1	Senior Procurement Officer	1	Procurement Officer I	3	Assistant Procurement Officers	1	Personal Secretary I	1	Office Attendant	<b>Class II</b>	Up to Tshs 5,000,000,000	1	Senior Procurement Officer-Head of PMU	1	Procurement Officer I	2	Assistant Procurement Officers	1	Personal Secretary II	1	Office Attendant	<b>Class III</b>	Up to Tshs 500,000,000	1	Senior Procurement Officer- <i>Head of PMU</i>	1	Procurement Officer II	1	Assistant Procurement Officer	1	Personal Secretary III	<b>Class IV</b>	Up to Tshs 100,000,000	1	Procurement Officer I- <i>Head of PMU</i>	1	Assistant Procurement Officer	1	Personal Secretary III
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8..	<b>Reduction of Time for Submission of Bidding Document</b>	Pursuant to Regulation 84 (3) of the Public Procurement (Goods, Works, Non-Consultants Services and Disposal of Public Assets by Tender) Regulations, G.N. No. 97 of 2005, once the tender period has been set and advertised, it should not be changed, except in exceptional circumstances. Further to this, in no case should																																																

No.	Issue	Response
		it be shortened and only in exceptional circumstances it may be extended with the prior approval of the tender board provided such action can be proved to be solely in the interest of better competition, fairness in the treatment of potential tenderers and economy for the procuring entity.
9.	<b>Selection of individual consultants instead of consulting firms</b>	<p>Section 35 (g) of the Public Procurement Act 2004 (PPA 2004) stipulates that it is the responsibility of the Procurement Management Unit (PMU) of the Procuring Entity (PE) to recommend procurement and disposal by tender procedures. Moreover the Tender Board of the PE has been given power to approve the procurement and disposal by tender procedures and to ensure compliance with the Act pursuant to section 30 (d) &amp; (f) of the PPA, 2004. However, the decision to select individual consultants instead of consulting firms depends on the nature, scope and value of the assignment in question.</p> <p>In addition to the above, Regulation 77 (1) of the Public Procurement (Selection and Employment of Consultants) Regulations, Government Notice (G.N.) No. 98 of 2005 gives circumstances under which Individual Consultants shall be employed on assignments. Also Regulation 78 and 79 of G. N. No. 98 of 2005 provide types of services for which a PE may require services of individual consultants and the selection process respectively. In this perspective, if the circumstances at hand permit the application of the above regulation then the respective Tender Board should be in a position to make a decision pursuant to regulation 77 (2), (3), (4), (5) and (6) as well as adherence of the limit of application given under the second schedule of the G. N. No. 98 of 2005.</p>
10.	<b>Formation of Tender Board</b>	<p>For an organization whose structure is too small, it is advised to form a tender board comprising four members, which include a chairman and three members. The secretary of the tender board, who is also the head of the Procurement Management Unit (PMU), a unit which acts as a secretariat to the tender board is not among the four members. For such cases all the members of the board shall form a quorum for a meeting of the board. This procedure is as per section 29(2) of Public Procurement Act, No. 21 of 2004 (PPA 2004).</p> <p>In case an organization can still not form a tender board of four members, it is advised to contract out their procurement functions to another procuring entity as per Regulation 35 of the Public Procurement (Goods, Works, Non-Consultants Services and Disposal of Public Assets by Tender) Regulation, G.N. No. 97 of 2005, by following the procedures outlined in the above referred Regulation. This is due to the fact that a procuring entity cannot process any procurement without having a tender board in place for approval of procurement procedures, and PMU for managing all procurement activities of the institution as required by the Act and its Regulations.</p> <p>It is a requirement of PPA 2004, that members of tender board and those of PMU should not be the same. Section 38 of PPA 2004, specifies that the Accounting Officer or Chief Executive, the Tender Board, PMU, the User Department and the Evaluation Committee shall act independently in relation to their respective functions and powers, this requirement is for ensuring independence of functions and powers.</p>
11.	<b>Clarification on Appointment of Goods Inspection and Acceptance Committee</b>	The Inspection and Acceptance Committee appointed by the Accounting Officer pursuant to Regulation 127 of the Public Procurement (Goods, Works, Non-Consultant Services and Disposal of Public Assets by Tender) Regulation, Government Notice No. 97 of 2005 is normally for inspecting goods delivered under a particular procurement contract and it ceases to operate after finalizing the inspection and submitting an acceptable inspection report. So basically, this Committee is not a permanent committee but rather a committee for inspection of goods delivered under a specific contract.
12.	<b>Clarification on the use of Framework</b>	Regulation 57 (2) of the Public Procurement (Goods, Works, Non-Consultant Services and Disposal of Public Assets by Tender) Regulation, Government Notice No. 97 of 2005 gives mandate to the Government Stores Department which has

No.	Issue	Response
	<b>Contracts</b>	<p>now been transformed to Government Procurement Services Agency (GPSA) to arrange for procurement of common use items by the Procuring Entities (PEs) through framework contracts. In view of this, all PEs are required to use suppliers whom GPSA have entered into framework agreements with, when procuring common use items. Further to this GPSA issued a directive that all PEs are required to finalize the contracts that were already in force and thereafter not to engage in new contracts but rather use the suppliers with whom GPSA has entered into framework agreements. In addition to this directive, GPSA directed all PEs to choose the most advantageous offer from the suppliers whom they have entered into framework agreements with. Therefore, when preparing Annual Procurement Plan (APP), all procurement for the financial year should be included in the APP including common use items. Then on the APP for common use items it should be indicated in the column for "procurement method" that they will be procured by GPSA under the system for procurement of common use items and services using acronym CUIS-GPSA.</p> <p>For more clarification on the implementation for the system for procurement of common use items and the list of suppliers who have entered into framework agreements PEs may contact GPSA.</p>
13.	<b>Exchange rate to be used at the time of payment</b>	<p>According to the circular issued by the Authority with Ref. No. AB 62/200/01/21, the price charged by the supplier and the currencies in which payments are to be made shall not vary from the price quoted in the suppliers bid. It was further clarified that, in situations where there is a reason for paying in a particular foreign currency this should be stipulated in the contract and then the exchange rates to be used shall be that prevailing at the time of effecting payment. In this case the source of exchange rate should be specified in the solicitation and contract documents.</p> <p>However, in any case, the terms and conditions provided in the bidding and contract documents will govern during the execution of the contract.</p>



**Annex 4.3:  
REVIEWED APPLICATIONS FOR RETROSPECTIVE APPROVAL FOR THE FINANCIAL YEAR  
2009/2010**

<b>S/N</b>	<b>01</b>
<b>Applicant:</b>	<b>President's Office, Local Government and Regional Administration.</b>
<b>Details</b>	Procurement of Ballot Boxes for the Local Government Authorities election held in October, 2009 by TAMISEMI, Dodoma;
<b>Amount of Retrospective approval</b>	Tsh. 2,430,000,000
<b>Decision</b>	The Paymaster General granted retrospective approval of Tsh. 2,430,000,000
<b>Response from the Applicant:</b>	<b>N/A</b>
<b>S/N</b>	<b>02</b>
<b>Applicant:</b>	<b>President's Office Public Service Management.</b>
<b>Details</b>	Application for retrospective approval for acquisition of Lawson support services.
<b>Amount of Retrospective approval</b>	US\$ 105,952.00 and GBP 95,144.80
<b>Decision</b>	The Advisory Committee of the Board of Directors of PPRA found the application to have no merits and advised the PMG not to grant retrospective approval. The PMG was also advised to require the Accounting Officer to give explanations on the identified weaknesses. PMG issued an instruction letter to the Accounting Officer on 24 <sup>th</sup> December, 2009 on the basis of the advice given to him by the Advisory Committee.
<b>Response from the Applicant:</b>	No feedback was received by the Authority by the end of the financial year to indicate whether the Accounting Officer implemented the PMG's directives.
<b>S/N</b>	<b>03</b>
<b>Applicant:</b>	<b>President's Office - Public Service Management.</b>
<b>Details</b>	Application for retrospective approval for the costs of OCE printers
<b>Amount of Retrospective approval</b>	USD 628,369.6
<b>Decision</b>	Due to the number of weaknesses identified in this procurement, the Advisory Committee of the Board of Directors of PPRA advised the PMG not to grant retrospective approval but to take appropriate actions against the concerned officials. Also to require the Accounting Officer to give explanations on the identified weaknesses. The PMG issued an instruction letter to the Accounting Officer on 4 <sup>th</sup> February, 2010 on the basis of the advice given to him by the Advisory Committee.
<b>Response from the Applicant:</b>	No feedback to the Authority whether the Accounting Officer implemented the PMG's directives by the end of the financial year.



<b>S/N</b>	<b>04</b>
<b>Applicant:</b>	<b>Ministry of Finance and Economic Affairs</b>
<b>Details</b>	Application for retrospective approval for procurement of 1,000 boxes of computer stationery
<b>Amount of Retrospective approval</b>	Tsh. 57,600,000.00
<b>Decision</b>	The Paymaster General has granted retrospective approval of Tsh. 57,600,000 through a letter with Ref. PPU/357/44003/4 dated 14/04/2010.
<b>Response from the Applicant:</b>	N/A
<b>S/N</b>	<b>05</b>
<b>Applicant:</b>	<b>Ministry of Defense and National Service</b>
<b>Details</b>	Application of retrospective application for purchase of 50 motor bikes
<b>Amount of Retrospective approval</b>	Tsh. 125,000,000.00
<b>Decision</b>	The Paymaster General was advised to grant retrospective approval of Tshs. 125,000,000. By the end of the year, the Authority was not yet received feedback from the Ministry whether PMG had agreed with the advice and granted the approval.
<b>Response from the Applicant:</b>	N/A
<b>S/N</b>	<b>06</b>
<b>Applicant:</b>	<b>Ministry of Home Affairs</b>
<b>Details</b>	Purchasing of 21,998.5 meters of Prisoners' Uniforms from Benthel Enterprises Ltd.
<b>Amount of Retrospective approval</b>	Tshs. 101,616,292.00
<b>Decision</b>	The Advisory Committee of the Board of Directors of PPRA directed that a meeting should be convened between PPRA and the PS – Ministry of Home Affairs with other senior officials of the Ministry to discuss the procurement problems facing the Ministry. However, by the end of the year, efforts to schedule a meeting with the Ministry were not fruitful due to the tight schedule of the senior officials of the Ministry and regular reshuffle of Permanent Secretaries of the Ministry.
<b>Response from the Applicant:</b>	N/A
<b>S/N</b>	<b>07</b>
<b>Applicant:</b>	<b>Medical Stores Department</b>
<b>Details</b>	Procurement of ARV's drugs.
<b>Amount of Retrospective approval</b>	Tsh. 1,675,780.000.00
<b>Decision</b>	The Paymaster General through his letter with ref. No. C/JA.100/139/01/32 dated 11 <sup>th</sup> May, 2010 decided not to grant retrospective approval in respect of invoice no. 592. The

	accounting officer was given 2 months from the date of the letter to give satisfactory explanations for failure to verify tax invoice no. 592 otherwise actions would be taken against him.
<b>Response from the Applicant:</b>	Following the PMG letter of 11 <sup>th</sup> May, 2010, MSD wrote to CAG letter with ref. MSD/02/883 dated 2 <sup>nd</sup> June, 2010 requesting the CAG to verify invoice no. 592. No response has been provided to PPRA by the end of the financial year.
<b>S/N</b>	<b>08</b>
<b>Applicant:</b>	<b>Ministry of Home Affairs</b>
<b>Details</b>	Procurement of plot/buildings for the National Identity project.
<b>Amount of Retrospective approval</b>	Tsh. 2,500,000,000.
<b>Decision</b>	The technical Audit unit was directed by the advisory Committee of the Board of Directors of PPRA to evaluate the costs incurred in the purchase of the building and submit a report. By the end of the financial year it was planned to submit the evaluation report to the Advisory committee for deliberations and decisions.
<b>Response from the Applicant:</b>	N/A
<b>S/N</b>	<b>09</b>
<b>Applicant:</b>	<b>Muhimbili National Hospital-Ministry of Health and Social Welfare.</b>
<b>Details</b>	Costs for first health construction, extension and rehabilitation of various buildings at Muhimbili National Hospital.
<b>Amount of Retrospective approval</b>	Tsh. 2,044,045,365.62
<b>Decision</b>	PMG through his letter with Ref. PPU/AB/357/346/08/5 dated 19/4/2010 informed the Procuring Entity that, PPRA would conduct special investigation and granting of retrospective approval would depend on the outcome of the investigation.
<b>Response from the Applicant:</b>	N/A
<b>S/N</b>	<b>10</b>
<b>Applicant:</b>	<b>Ministry of Infrastructure Development</b>
<b>Details</b>	Tender for upgrading to bitumen standard of Ndundu – Somanga Road (60Km).
<b>Amount of Retrospective approval</b>	Tsh. 58,813,872,003.00
<b>Decision</b>	The Advisory Committee discussed the verification report by The technical Audit Unit and approved its recommendations. However, the Committee observed that the Accounting Officer had yet to provide explanations on the identified weaknesses in this procurement. The Authority through its letter with Ref. No. PPR/ME/015/C/48 dated 16 <sup>th</sup> October, 2009 directed the Accounting Officer to act on the above directives before PMG is advised appropriately.
<b>Response from the Applicant:</b>	No explanations were provided by the Accounting Officer by the end of the financial year.

<b>S/N</b>	<b>11</b>
<b>Applicant:</b>	<b>Ministry of Finance and Economic Affairs</b>
<b>Details</b>	Application for retrospective approval for engagement of Tanzania Broadcasting Services (TUT) to run and air "Hazina Yako" program
<b>Amount of Retrospective approval</b>	Tshs. 56,160,000.00
<b>Decision</b>	The PMG Through his letter with Ref. No. PPU.AB/177/573/01/5 dated 7 <sup>th</sup> June, 2010 granted the retrospective approval of Tsh. 38,400,000 and the Ministry was directed to issue reprimand letters to the officials who were involved in the procurement of the very services.
<b>Response from the Applicant:</b>	No response was provided by the end of the financial year.
<b>S/N</b>	<b>12</b>
<b>Applicant:</b>	<b>Ministry of Finance and Economic Affairs</b>
<b>Details</b>	Amount of funds used to pay M/S Soft Tech Consultants as costs for software maintenance
<b>Amount of Retrospective approval</b>	Tshs. 530,588,284.23
<b>Decision</b>	The Advisory Committee of the Board of directors of PPRA directed the Accounting Officer to implement the directives issued on a number of identified weaknesses before the Paymaster General is advised to grant retrospective approval.
<b>Response from the Applicant:</b>	No response from the Accounting Officer were given on the implementation of the given directives by the end of the financial year.
<b>S/N</b>	<b>13</b>
<b>Applicant:</b>	<b>The then Ministry of Public Safety</b>
<b>Details</b>	Payments made in the financial year 2005/2006 to suppliers in 2000 and 2004/2005: Audit Query No. PSS 1 of 2005/06 in respect of tenders for supply of tyres and black leather shoes and suiting materials polyester viscose khaki
<b>Amount of Retrospective approval</b>	Tshs 59,381,314.80
<b>Decision</b>	The Paymaster General instructed the Accounting Officer to provide explanations on the identified weaknesses. The Advisory Committee of the Board of Directors of PPRA decided that a meeting should be convened between PPRA and the PS – Ministry of Home Affairs with other senior officials of the Ministry to discuss the procurement problems facing the Ministry. However, efforts to schedule the meeting with the Ministry have not been fruitful due to the tight schedule of the senior officials of the Ministry and the regular reshuffle of Permanent Secretaries of the Ministry.
<b>Response from the Applicant:</b>	N/A
<b>S/N</b>	<b>14</b>
<b>Applicant:</b>	<b>The then Ministry of Public Safety</b>
<b>Details</b>	Purchase of various items in the financial year 2005/2006
<b>Amount of Retrospective approval</b>	Tshs 235,603,293.00

<b>approval</b>	
<b>Decision</b>	The Paymaster General instructed the Accounting Officer to provide explanations on the identified weaknesses. The Advisory Committee of the Board of Directors of PPRA decided that a meeting should be convened between PPRA and the PS – Ministry of Home Affairs with other senior officials of the Ministry to discuss the procurement problems facing the Ministry. However, efforts to schedule the meeting with the Ministry have not been fruitful due to the tight schedule of the senior officials of the Ministry and the frequent reshuffle of Permanent Secretaries of the Ministry.
<b>Response from the Applicant:</b>	N/A
<b>S/N</b>	<b>15</b>
<b>Applicant:</b>	<b>The then Ministry of Public Safety</b>
<b>Details</b>	Procurement of 85 Land Rover vehicles
<b>Amount of Retrospective approval</b>	GBP 2,191,014.55 and Tshs. 183,600,000.00 as local charges
<b>Decision</b>	Due to the magnitude amount of funds involved in this procurement an investigation was conducted on this procurement. The investigation identified a number of weaknesses. The Procurement Monitoring and Compliance Committee of the Board of Directors of PPRA issued directives to be implemented by the Ministry of Home Affairs, Ministry of Finance and economic Affairs and Ministry of Infrastructure Development. The committee also advised the Paymaster General not to grant retrospective approval unless the directives are implemented by the responsible Ministry.
<b>Response from the Applicant:</b>	No responses from the Ministries has been given on the implementation of the directives by the end of the financial year.
<b>S/N</b>	<b>16</b>
<b>Applicant:</b>	<b>Ministry of Infrastructure Development</b>
<b>Details</b>	Supply of Motor Vehicles to Central and Local Authorities.
<b>Amount of Retrospective approval</b>	Tsh. 18,928,254,530
<b>Decision</b>	The Advisory Committee of the Board of directors of PPRA directed that an investigation should be conducted in this tender. The investigation established a number of weaknesses. The Committee issued directives to be implemented by the Accounting Officer of the Ministry of Infrastructure Development.
<b>Response from the Applicant:</b>	No response from the Accounting Officer has been given on the implementation of the directives by the end of the financial year.
<b>S/N</b>	<b>17</b>
<b>Applicant:</b>	<b>National Bureau for Statistics</b>
<b>Details</b>	Application for retrospective approval for emergency procurement in 2003/2004
<b>Amount of Retrospective approval</b>	Tshs. 102,284,952.00

<b>Decision</b>	The issue was referred to PCCB for investigation. After the Investigation the PCCB recommended some actions to be implemented by NBS. By the end of the year NBS was yet to implement the directives issued by PCCB. The PMG through his letter with ref. No. PPU/AB.357/573/01/2 dated 20/4/2010 informed NBS that the PMG has been informed of the steps NBS has started taking to implement the directives. PMG would only grant retrospective approval upon submission by NBS by the end of April, 2010 the report of the implementation of the directives issued .
<b>Response from the Applicant:</b>	No response has been submitted of the implementation of the directives by NBS by the end of the financial year.
<b>S/N</b>	<b>18</b>
<b>Applicant:</b>	<b>RAS - Manyara</b>
<b>Details</b>	Application for retrospective approval for 1 <sup>st</sup> phase construction of maternity ward, Manyara Regional Hospital.
<b>Amount of Retrospective approval</b>	Tshs. 3,985,354,892
<b>Decision</b>	The PMG granted the retrospective approval of Tshs. 3,985,354,892.
<b>Response from the Applicant:</b>	N/A
<b>S/N</b>	<b>19</b>
<b>Applicant:</b>	<b>Ministry of Finance and Economic Affairs</b>
<b>Details</b>	Application for retrospective approval for the individual consultancy service of Mr. J. M. Mdundo on the East African Currency Board.
<b>Amount of Retrospective approval</b>	Tshs. 9,365,000
<b>Decision</b>	The PMG by his letter with ref. PPU.AB/177/573/01/5 dated 31 <sup>st</sup> May, 2010 informed the Accounting Officer that the retrospective approval would be granted after the he has paid the amount claimed by Mr. Mdundo and submit a report on what steps he should take to avoid the shortfalls occurred in this procurement. Retrospective approval would be granted after the submission of the report.
<b>Response from the Applicant:</b>	No report on the implementation of the directives has been submitted by the end of the year.
<b>S/N</b>	<b>20</b>
<b>Applicant:</b>	<b>Ministry of Finance and Economic Affairs</b>
<b>Details</b>	Application for retrospective approval for the individual consultancy services of Prof. Mudogo on Public Financial Management Program.
<b>Amount of Retrospective approval</b>	US\$ 48,000
<b>Decision</b>	The Advisory committee of the Board of directors of PPRA advised the paymaster General not to grant retrospective



	approval until the Accounting Officer has issued reprimand letters to the officials concerned and submit a report of implementation.
<b>Response from the Applicant:</b>	No report on the implementation of the directives has been submitted by the end of the financial year.
<b>S/N</b>	<b>21</b>
<b>Applicant:</b>	<b>President's Office, Public Service Management (POPSM)</b>
<b>Details</b>	Upgrading of Human Capital Management Information System (HCMIS) from Version 7 to 9 with unlimited use licence.
<b>Amount of Retrospective approval</b>	USD 1,460,105
<b>Decision</b>	The application has been reviewed and was planned to be submitted to the Advisory Committee of the Board of Directors of PPRA by the end of the financial year.
<b>Response from the Applicant:</b>	N/A

#### Annex 4.4: List of all PEs visited to assess the implementation of the SCMP

S/No.	Name of Procuring Entities
1	Surface and Marine Transport Regulatory Authority (SUMATRA)
2	Tanzania Petroleum Development Corporation (TPDC)
3	Board of External Trade (BET)
4	Dar Es Salaam Institute of Technology (DIT)
5	College of Business Education (CBE)
6	The Institute of Finance Management (IFM)
7	Karagwe District Council
8	Bukoba District Council
9	Muleba District Council
10	Misenyi District Council
11	Mwauwasa - Mwanza
12	Kwimba District Council
13	Ras-Bukoba
14	Ras-Mwanza
15	Sengerema District Council
16	Prime Minister Regional Administration & Local Government -Dodoma
17	Misungwi District Council
18	Bukoba Municipal Council
19	Government Chemist Laboratory Agency (GCLA)
20	Ministry of Lands, Housing And Settlement Development
21	Tanzania Communication Regulatory Authority (TCLA)
22	The Ministry of Agriculture, Food Security and Cooperative (MAFC)
23	National Environmental Management Council
24	Government Procurement Services Agency (GPSA)
25	Ministry of Health And Social Welfare
26	National Electoral Commission (NEC)
27	Ministry of Water And Irrigation
28	Institute of Accountancy Arusha (IAA)
29	Arusha Urban Water Supply and Sewerage Authority (AUWSA)
30	Mkinga District Council
31	Regional Administrative Secretary (RAS - Arusha)
32	Tanzania National Parks (TANAPA)
33	Arusha Technical College (ATC)
34	Kilimanjaro Christian Medical Center (KCMC)
35	Moshi University College of Co-Operative and Business (MUCCOSBS)
36	Tropical Pesticides Research Institute (TPRI)
37	Kibaha Town Council
38	Regional Administration Secretary (RAS - Tanga)
39	Tanzania Automotive Technology Center - TATC
40	Dar Es Salaam Rapid Transport Agency (DART)
41	Ministry of Community Development, Gender and Children
42	Tanzania Electrical Mechanical and Electronic Services Agency (TAMESA)
43	Rufiji Basin Development Authority (RUBADA)
44	Bukobe District Council
45	Drilling And Dam Construction Agency
46	Meatu District Council
47	Regional Administration Secretary - Shinyanga
48	Shinyanga Urban Water Supply and Sewerage (SHUWASA)
49	Ukerewe District Council
50	Tanzania Commission for Science and Technology (COSTECH)
52	Morogoro Municipal Council
53	Rorya District Council
54	Tarime District Council
55	Dar Es Salaam Marine Institute (DMI)
56	Tanzania Commission for University (TCU)
57	Dar Es Salaam Water and Sewerage Corporation (DAWASCO)
58	Maswa District Council
59	Kishapu District Council
60	The Energy and Water Utilities Regulatory Authority (EWURA)

61	Ministry of Finance
62	Ministry of Trade
63	Ministry of Education
64	Bank of Tanzania
65	Tanzania Insurance Regulatory Authority
66	Prevention and Combating of Corruption Bureau
67	Ministry of Foreign Affairs and International Cooperation

68	Mzingo Morogoro
69	Kilombero District Council
70	Ras - Morogoro
71	Morogoro Urban Water Supply And Sewerage Authority
72	Sokoine University
73	Ulanga District Council

#### Annex 4.5: List of PEs that Submitted their APPs

SN	CODE	NAME OF PE
1	ME/003	Prime Minister's Office Policy and Coordination
2	ME/004	Ministry of Finance and Economic Affairs
3	ME/005	President's Office, Public Service Management
4	ME/006	Ministry of Communication ,Science & Technology
5	ME/007	Ministry of Health & Social Welfare
6	ME/008	Ministry of Energy & Minerals
7	ME/009	Ministry of Industries, Trade & Marketing
8	ME/011	Ministry of Water and Irrigation
9	ME/012	Ministry of Agriculture, Food Security & Cooperatives
10	ME/014	Ministry of Home Affairs
11	ME/015	Ministry of Infrastructure Development
12	ME/016	Ministry of Community Development, Gender and Children
13	ME/017	Ministry of Lands, Housing & Human Settlement Development
14	ME/024	Ministry of Education & Vocational Training
15	ME/025	Ministry of Information, Culture and Sports
16	ME/026	Ministry of Labour Employment and Youth Development
<b>PARASTATAL ORGANIZATIONS</b>		
1	PA/001	Tanzania Electric Supply Co Limited (TANESCO)
2	PA/002	National Economic Empowerment Council(NEEC)
3	PA/004	National Social Security Fund(NSSF)
4	PA/005	Public Service Pension Fund (PSPF)
5	PA/006	National Construction Council (NCC)
6	PA/007	Muhimbili University College of Health Sciencies (MUCHS)
7	PA/008	Muhimbili Orthopaedic Institute (MOI)
8	PA/009	Muhimbili National Hospital
9	PA/O14	Ardhi University
10	PA/O16	Institute of Finance Management (IFM)
11	PA/O17	Institute of Accountancy Arusha (IAA)
12	PA/O18	Open University of Tanzania (OUT)
13	PA/O24	Vocational Education and Training Authority

14	PA/O38	Parastatal Pension Fund (PPF)
15	PA/O39	Tropical Pesticides Research Institute
16	PA/O40	Tanzania Tea Board
17	PA/O42	Tanzania Industrial Research and Development Organisation (TIRDO)
18	PA/O43	Tanzania Engineering and Manufacturing Design (TEMDO)
19	PA/O45	National Examination Council of Tanzania (NECTA)
20	PA/O46	Tanzania Library Services
21	PA/O47	Mbeya Insitute of Technology
22	PA/O49	National Board of Materials Management (NBMM)
23	PA/O51	Engineers Registration Board (ERB)
24	PA/O52	National Board of Accountants and Auditors (NBAA)
25	PA/O53	Tanzania Automotive Technology Centre- Nyumbu
26	PA/O55	Institute of Social Work
27	PA/O57	National Institute for Productivity
28	PA/O58	Mkwawa University of Education
29	PA/O71	National Health Insurance Fund(NHIF)
30	PA/O72	Tanzania Food and Nutrition Centre
31	PA/O73	Tanzania Commission for Universities(TCU)
32	PA/O74	Tanzania Investment Bank
33	PA/O76	Geological Survey of Tanzania
34	PA/O77	Civil Aviation Training Centre
35	PA/O78	Registration, Insolvency, Advocacy of Tanzania(RITA)
36	PA/O79	National College of Tourism
37	PA/O81	Eastern Africa Statistical Training Centre(EASTC)
<b>AGENCIES</b>		
1	AE/001	Tanzania National Roads Agency(TANROADS)
2	AE/003	Tanzania Meteorological Agency
3	AE/004	Tanzania Food & Drug Agency
4	AE/005	Government Procurement Services Agency(GPSA)
5	AE/008	Rural Energy Agency(REA)
6	AE/009	Drilling and Dam Construction Agency(DDCA)
7	AE/010	BRELA
8	AE/011	NHBR Agency
9	AE/012	Tanzania Building Agency(TBA)
10	AE/017	Government Chemist Laboratory Agency



11	AE/018	Public Procurement Regulatory Authority(PPRA)
12	AE/020	Tanzania Communication Regulatory Authority(TCRA)
13	AE/023	Tanzania Revenue Authority (TRA)
14	AE/024	Energy and Water Utilities Regulatory Authority(EWURA)
15	AE/025	Surface Marine Transport Regulatory Authority (SUMATRA)
16	AE/026	Tanzania Education Authority
17	AE/027	Tanzania Airport Authority(TAA)
18	AE/028	Tanzania Civil Aviation Authority(TCAA)
<b>URBAN WATER AND SEWERAGE AUTHORITIES</b>		
1	AE/029	UWASA - Arusha
2	AE/033	DAWASA
3	AE/034	UWASA - Dodoma
4	AE/035	UWASA - Iringa
5	AE/039	UWASA - Moshi
6	AE/040	UWASA - Musoma
7	AE/046	UWASA - Shinyanga
8	AE/047	UWASA - Tabora
9	AE/060	Tanzania Employment Services Agency
<b>INDEPENDENT DEPARTMENTS</b>		
1	IE/001	National Audit Office (NAO)
2	IE/002	Public Service Commission
3	IE/004	Tanzania Law Reform Commission
4	IE/005	Prevention and Combating of Corruption Bureau (PCCB)
5	IE/006	National Assembly
6	IE/007	Judiciary
7	IE/009	Medical Stores Department
8	IE/010	Tanzania Commission for Aids (TACAIDS)
9	IE/021	President Office Planning Commission
<b>REGIONAL ADMINISTRATIVE SECRETARY</b>		
1	RAS/001	Arusha
2	RAS/005	Kilimanjaro
3	RAS/011	Mtwara
4	RAS/016	Tabora
5	RAS/017	Ruvuma
6	RAS/018	Shinyanga

7	RAS/019	Kagera
8	RAS/020	Dar es Salaam
9	RAS/002	Dodoma
10	RAS/021	Manyara
<b>LOCAL GOVERNMENT AUTHORITIES</b>		
1	LGA/001	Meru District
2	LGA/003	Arusha Municipal Council
3	LGA/004	Monduli District
4	LGA/015	Ilala Municipal Council
5	LGA/016	Temeka Municipal Council
6	LGA/017	Kinondoni Municipal Council
7	LGA/018	DSM City Council
8	LGA/025	Iringa Municipal Council
9	LGA/026	Iringa District Council
10	LGA/035	Bukoba District Council
11	LGA/036	Ngara District Council
12	LGA/037	Muleba District Council
13	LGA/038	Misenyi District Council
14	LGA/039	Chato District Council
15	LGA/046	Moshi District Council
16	LGA/047	Hai District Council
17	LGA/048	Mwanga District Council
18	LGA/049	Same District Council
19	LGA/050	Siha District Council
20	LGA/079	Morogoro Municipal Council
21	LGA/080	Morogoro District Council
22	LGA/081	Mvomero District Council
23	LGA/082	Ulanga District Council
24	LGA/105	Namtumbo District Council
25	LGA/112	Shinyanga Municipal Council
26	LGA/113	Bukombe District Council
27	LGA/120	Nzega District

## Annex 4.6: Summary of investigations conducted with actions taken

### INVESTIGATION ON ALLEGATIONS, COMPLAINTS AND REPORTED CASES OF MIS PROCUREMENT IN FY 2009/2010

CASE 1-4:	
<b>Contracts</b>	<ol style="list-style-type: none"> <li>1. Contract No. KDC/C/2007/08/15 – Construction of abattoir at Kilwa Masoko;</li> <li>2. Contract No. KDC/C/2007/08/18 – Construction of Primary Market at Mbwemkuru;</li> <li>3. Contract No. KDC/C/2007/08/17 – Construction of Primary Market at Nangurukuru; and</li> <li>4. Contract No. KDC/CT/2008/01 – Construction of Public Toilet at KDC offices.</li> </ol>
<b>Decision to investigate</b>	<p>During the procurement audit at Kilwa District Council (KDC) in July 2009, a team of auditors from PPRA observed enormous variations in the four construction projects and raised concern on their validity. The audit team recommended a detailed investigation on the variations and additional works. The scope of the variations and additional works were as follows:</p> <ol style="list-style-type: none"> <li>a) Construction of abattoir at Kilwa Masoko had variations and additional works amounting to about Tshs. 82 million;</li> <li>b) Construction of Primary Market at Mbwemkuru had variations and additional works amounting to about Tshs. 8.1 million;</li> <li>c) Construction of Primary Market at Nangurukuru had variations and additional works amounting to about Tshs. 5.5 million; and</li> <li>d) Construction of Public Toilet at KDC offices had variations and additional works amounting to about Tshs. 10.3 million.</li> </ol>
<b>Objectives of the Investigations</b>	<p>By virtue of PPRA's mandate under section 8 of the PPA,2004, it was decided to conduct investigation on the tender process of the contracts in reference to ascertain the validity of the variation orders and compliance with PPA in general. The specific objectives of this investigation were: To assess whether the designs and pre-tender estimates were adequately prepared; To assess whether the tender/ contract documents were properly prepared; To assess whether the procurement procedures as provided in the PPA and procurement Regulations were complied with; To assess to the extent possible the quality of the works; To determine to the extent possible the quantity of the works; To verify to the extent possible the validity of the variations to the works; To assess the causes for the variations; To assess whether appropriate procedures were followed before issuing instructions for the variation orders; To assess the capacity of District Engineer's office in managing works contracts; To assess the capacity of the Procurement Management Unit (PMU) in managing procurement processes; and to recommend appropriate measures to be taken thereof.</p>
<b>Outcome of</b>	<p><b>1. The following were key observations on the assessment of the</b></p>

<p><b>the Investigations</b></p>	<p><b>procurement procedures;</b></p> <ul style="list-style-type: none"> <li>a) The design and pre-tender estimates for the construction of abattoir were not adequately prepared. The deficiencies included: unrealistic budgets; inadequate assessment of the site locations; inaccurate computation of the quantities in the bills of quantities; incomplete and ambiguous designs. The deficiencies in the design and bills of quantities necessitated the variation to the works.</li> <li>b) The tender and contract documents were not properly prepared. Standard tender documents were not used as a result some important rights and responsibilities of the parties to the contract were either not included in the contract documents or were not properly stipulated in the contracts. E.g payment terms, dispute resolution provisions e.t.c. In addition, the contact documents lacked important documents such as specifications and in some cases conditions of contracts in the tender documents were different from those in the contract documents.</li> <li>c) To a large extent, the procurement procedures as stipulated in the PPA and Regulations were not followed. The major weaknesses were lack of necessary approvals, inappropriate tender evaluation, and inappropriate pre-contract negotiations.</li> <li>d) The quality of works for some of the projects was not satisfactory as detailed in this report. It was also noted that there were no adequate quality assurance and control plans by the projects manager (District Engineer's office).</li> <li>e) For all projects, the actual quantities of works for some of the items were substantially different from what was in the bills of quantities as detailed in this report.</li> <li>f) It was revealed that some of the claimed variations by the contractors were exaggerated and were not checked and re-measured by the project supervisor before they were forwarded for approval.</li> <li>g) It was noted that the causes for most of the variations were mainly due to inadequate assessment of the site locations, change of site location (for abattoir project), inadequate designs, and negligence in computing the quantities during the preparation of the bills of quantities and pre-tender estimates.</li> <li>h) Appropriate approval procedures were not followed before issuing instructions to vary the works for all the projects.</li> </ul> <p><b>2. The assessment of the capacity of District Engineer's office in managing construction projects revealed the following;</b></p>
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- a) Inadequate knowledge of the staff on design, cost estimation (preparation of bills of quantities and unit prices), tender evaluation, and contracts administration (management of variation orders, claims management, preparation of payment certificates, site instructions, site meetings, dispute resolutions procedures).
- b) Not involving the DE's office in budget preparation process of other departments for infrastructure projects. This results to unrealistic budgets.
- c) Inadequate supervision of construction projects and lack of quality control tools and equipment.
- d) Lack of quality control system within the DE's office in checking and approving the designs, bills of quantities, payment certificates, pre-tender estimates e.t.c
- e) Negligence by some of the staff within the department causing delays and losses in construction projects due to incomplete designs and incorrect bills of quantities.

**3. The assessment of the Procurement Management Unit in managing procurement processes for the projects under investigation revealed the following;**

- a) All the contract documents were not appropriately prepared. Important document such as specifications were missing. It is the responsibility of PMU as provided under section 35 (i) & (k) of the PPA/2004 and regulation 23 (i) & (k) of the LGAR/2007 to prepare tender and contract documents.
- b) Appropriate standard tender documents were not used for all the reviewed tenders/contracts.
- c) Monthly procurement reports on the implementation of projects were not prepared and submitted to the tender board for review contrary to the provisions under section 35 (o) and Regulation 23 (o) of the PPA, 2004 and LGAR, 2007 respectively.
- d) Monthly procurement reports for submission to PPRA were not prepared.
- e) Records of procurement were not properly kept. It was not possible for the investigation team to get some of the documents for review. This is a requirement under section 35 (m) and Regulation 23 (m) of the PPA, 2004 and LGAR, 2007 respectively.
- f) Minutes of the tender board meetings were not comprehensively prepared. Reasons for rejecting bids were not properly recorded in the minutes. Pursuant to Regulation 12 of the GN. No. 177/2007, the Secretary to the TB has been given the responsibility of recording



	<p>minutes of TB meetings,</p> <p>g) Not reviewing properly tender valuation reports before they are submitted to the tender board for adjudication,</p> <p>h) The investigation team also revealed that the Procurement Management Unit is still under the District Treasurer and its head is not reporting directly to the District Executive Director contrary to the provisions under Regulation 22 of the GN. No. 177 of 2007.</p>
<p><b>Directives issued</b></p>	<p><b>In view of the above observations, the following were recommended/directed:</b></p> <p>a) As a strategy to ensure realistic budgets are prepared, the District Engineer's office should be involved in budget preparation process of infrastructure projects. The works/water departments are the competent departments within the Council in estimating costs for infrastructure projects.</p> <p>b) To ensure that the procurement procedures are in line with the provisions in the Public Procurement Act, no. 21 of 2004 and procurement regulations (GN. No. 97 &amp; 98 of 2005, and GN. No. 177 of 2007).</p> <p>c) To organize a comprehensive hands-on training on cost estimation and contracts administration in order to address the observed shortfalls. Furthermore, members of the tender board and PMU should also attend training on contracts administration.</p> <p>d) To address the quality issues, it is recommended that for every project the District Engineer should prepare a comprehensive supervision plan and the corresponding budget. Due to budget constraints (as explained by the DE) it might not be necessary for the technicians to be full time at site, rather, there should be in place a comprehensive schedule of visiting the site especially for key activities which need prior approval before proceeding to the next stage e.g setting out, concreting works, gravelling works e.t.c . The Council should also set aside adequate funds for projects supervision and the DE's office should be provided with simple quality control tools and equipment.</p> <p>e) The District Engineer should establish a quality control system within the department to ensure that all the designs, bills of quantities, specifications, engineer's estimates, and payment certificates are being checked and approved before they are forwarded to other departments.</p> <p>f) Because PPRA is not a party to the contracts, the quantities in this report should not be used as the basis for paying the contractors directly. A comprehensive joint inspection and measurement of works (including variations) between the client and contractors should be done to form the basis for final payments. This report should be used</p>

	<p>as guidance to the parties on areas of focus.</p> <ul style="list-style-type: none"> <li>g) The contractors should be paid promptly after certification and after getting approval on reallocation or additional funds from the Finance Committee.</li> <li>h) The contractors should be instructed to rectify the observed poor quality works. The retention amount and other payments due to the contractors should be withheld until such rectifications have been made. Otherwise, the retention money should be used to rectify the defective works.</li> <li>i) The District Executive Director should establish the PMU as required in the PPA and procurement Regulations and ensure that it fulfils its responsibilities as stipulated in the PPA and Regulations. The head of PMU should report directly to the District Executive Director and the PMU should be provided with adequate budget in order to ensure that it implements its responsibilities smoothly.</li> <li>j) The Accounting Officer should ensure that disciplinary measures are taken against negligent staff.</li> </ul>
<b>Response by the Accounting Officer</b>	<p>The Accounting Officer was required to report to PPRA the implementation of the recommended measures within three months after receiving the report. However, by the date of writing this report, the Accounting Officer had not responded.</p>

**Annex 4.7: COMPLAINTS SUBMITTED FOR ADMINISTRATIVE REVIEW TO PPRA IN FY 2009/2010**

<b>Tender details</b>	Tender No. NDC/DE/BLD/2007/Vol. II/F.3 Construction of Newala District Council Office.
<b>Complainant</b>	M/s Mbonea Engineering Works,
<b>Respondent</b>	Newala District Council
<b>Submission date</b>	17/08/2009
<b>Nature of complaint</b>	The complainant was aggrieved with the procurement process in respect of the tender in issue.
<b>Decision</b>	The complainant was educated on the proper procedures to employ in lodging the complaint. In particular he was advised to adhere to Section 80, 81 and 82(2) (a) of the Public Procurement Act, Cap 410 and charnel his complaint.
<b>Tender details</b>	Tender No. BTC/CTB/24/2008/09) Babati Town Market
<b>Complainant</b>	M/s Chasa Investments Co. Ltd,
<b>Respondent</b>	Babati Town Council,
<b>Submission date</b>	13/08/2009
<b>Nature of complaint</b>	The complainant was aggrieved by the AO's decision in respect of the tender in issue.
<b>Decision</b>	The complainant was educated on the procedure to submit complaints and advised to first lodge his complaint to the AO, but if the contract had entered into force he should submit the complaint to the PPAA.
<b>Tender details</b>	Tender for Transfer of Containers from Main Terminal TICTS/2009/016
<b>Complainant</b>	M/s Koru Freight Ltd
<b>Respondent</b>	Tanzania International Container Terminal Services Ltd
<b>Submission date</b>	04/08/2009
<b>Nature of complaint</b>	The complainant was complaining on the procurement process in respect of the tender in issue.
<b>Decision</b>	The PE was required to furnish the Authority with the status of the tender so that the complainant could be advised on the proper jurisdiction to lodge its complaint.
<b>Tender details</b>	Tender No. TMC/67/2008-2009 of 2008 for Provision of Technical Services for Rural Water Supply and Sanitation Sub Projects.
<b>Complainant</b>	M/s SKAT Consulting
<b>Respondent</b>	Tabora Municipal Council
<b>Submission date</b>	29/07/2009
<b>Nature of complaint</b>	The complainant was aggrieved with the disqualification of both M/s SKAT Consulting and Wilalex Consultants
<b>Decision</b>	The AO was required to indicate the reasons for failure to entertain the complaint despite the Authority's reminder. Therefore AO was required to furnish the Authority with the documents concerning such procurement for review pursuant to Section 16(1) (a) of the Public Procurement Act, Cap 410. The AO was also required pursuant to

	Regulation 107 of the G.N. No. 98 of 2005 to suspend the procurement process pending determination of the complaint.
<b>Tender details</b>	Tender for proposed construction of office accommodation building on Plot No. 11 & 12 Block D – Makumbusho Area, Dar es salaam (HVAC installations)
<b>Complainant</b>	M/S Cool Care Services Limited
<b>Respondent</b>	Local Authorities Pensions Fund
<b>Submission date</b>	17/08/2009
<b>Nature of complaint</b>	The bidder was dissatisfied with the accounting Officer's decision to award the tender to M/S Derm Electrics (T) Limited while the bidder was not registered at the time of submission of pre- qualification documents.
<b>Decision</b>	The Authority found that, it can not entertain the complaint as the procurement contract has already entered into force. The complainant was advised to submit his complaint to PPAA
<b>Tender details</b>	Erection of Bill boards on TANROADS Road Reserve Network.
<b>Complainant</b>	M/s INM Out Door Tanzania Limited
<b>Respondent</b>	TANROADS
<b>Submission date</b>	18/08/2009
<b>Nature of complaint</b>	The bidder was dissatisfied with TANROADS decision to award the contract for erection of bill boards along TANROADS Road Reserve Networks to only two companies.
<b>Decision</b>	The Authority found that, it can not entertain the complaint as the procurement contract has already entered into force. The complainant was advised to submit his complaint to PPAA
<b>Tender details</b>	Tender No. AE/006/2009/2010/G91 for the Supply of Automotive Gas Oil for Government Ferries for Financial Year 2009/2010.
<b>Complainant</b>	M/s Timothy Daniel Kilumile Co.
<b>Respondent</b>	Tanzania Electrical Mechanical and Electronics Services Agency.
<b>Submission date</b>	28 <sup>th</sup> August, 2009
<b>Nature of complaint</b>	The bidder was dissatisfied with the successful bidder hence applied for the revocation of the award and order for fresh invitation for bids
<b>Decision</b>	By considering various reasons the Application was rejected by the AO.
<b>Tender details</b>	Tender No. MVDC/RWSSP/WD/01 OF 2008 for the Provision of Technical and Facilitation Services for Rural Water Supply and Sanitation Sub Projects in Mvomero District Council.
<b>Complainant</b>	M/S ITECO Consult Tanzania Ltd.
<b>Respondent</b>	Mvomero District Council
<b>Submission date</b>	11 <sup>th</sup> September, 2009
<b>Nature of complaint</b>	The bidder was dissatisfied with the Accounting Officer's declaration of failure of negotiations held between them and he felt that, there was an apparent attempt by the client during the negotiation to substantially alter the terms of reference to accommodate the client's current needs which were not provided in the terms of reference.
<b>Decision</b>	The Authority partly found the application having merit and upheld accordingly. The Complainant was required to have put price in the financial proposal items on project vehicles for supervision during Phase II and costs for use of computers and software. The Accounting

	Officer was directed to re-negotiate with the complainant on the financial proposal items.
<b>Tender details</b>	Tender No. IE – 009/2009/10/HQ/NC/13 for provision of insurance brokerage services
<b>Complainant</b>	M/S Deseret Insurance Brokers Ltd.
<b>Respondent</b>	Medical Stores Department
<b>Submission date</b>	30/10/2009
<b>Nature of complaint</b>	The complainant complained of the accounting Officer's refusal to entertain his application for administrative review on the ground that it was a request for clarification. The complainant complained of evaluation criteria provided in the tender Data Sheet that are unfair and designed to favor few or one multinational Insurance brokerage Firm.
<b>Decision</b>	The Authority (CRC) partly upheld the complaint and directed the Accounting Officer to review the evaluation criteria.
<b>Tender details</b>	Tender No. AE/023/GS/003/09-56 for supply, installation and commissioning of Heavy duty mobile Container Scanners.
<b>Complainant</b>	NUCHTECH Company Ltd, <b>BEIJING 100084 CHINA</b>
<b>Respondent</b>	TRA
<b>Submission date</b>	07/12/2009
<b>Nature of complaint</b>	The complainant applied for administrative review as the Accounting Officer failed to inform him of the name of the successful bidder and the reasons for his bid being non responsive.
<b>Decision</b>	The Authority found that, it can not entertain the complaint as the procurement contract has already entered into force. The complainant was advised to submit his complaint to PPAA. However, the Authority observed that, TRA has already provided to the complainant the information requested.
<b>Tender details</b>	Tender No. AE/023/GS/003/09 – 54 for the manufacturing and delivery of motor vehicles number plates
<b>Complainant</b>	M/S Gondo Enterprises Limited
<b>Respondent</b>	TRA
<b>Submission date</b>	14/12/2009
<b>Nature of complaint</b>	The bidder complained against procedural irregularities and disqualification of his bid.
<b>Decision</b>	The Authority found that, it can not entertain the complaint as the procurement contract has already entered into force. The complainant was advised to submit his complaint to PPAA.
<b>Tender details</b>	Tender NO.EAC/HQ/2008/P& D/14 for plumbing, drainage and fire fighting equipment for the EAC Headquarters in Arusha.
<b>Complainant</b>	M/S DABENCO ENTERPRISES LTD, DAR ES SALAAM
<b>Respondent</b>	East African Community Secretariat
<b>Submission date</b>	21/12/2009
<b>Nature of complaint</b>	The complainant complained of procedural irregularities in the tender and he requested the Authority to intervene and review the whole process so that fairness can be attained.
<b>Decision</b>	The Authority found that, it can not entertain the complaint as it is not



	within our mandate. The EAC is not bound to follow the PPA, 2004. The complainant was advised to revisit the guidelines issued by the Secretariat on tender processing to see what is the complaints resolution procedures stipulated therein.
<b>Tender details</b>	Tender for the supply, installation and commissioning of heavy duty mobile container cargo scanners for customs operations at Dar es salaam and Tanga ports.
<b>Complainant</b>	M/S Rapiscan Systems Ltd
<b>Respondent</b>	TRA
<b>Submission date</b>	30/12/2009
<b>Nature of complaint</b>	The bidder was dissatisfied with the decision issued by the Accounting officer in respect of this tender.
<b>Decision</b>	The Authority found that, it can not entertain the complaint as the procurement contract has already entered into force. The documents were forwarded to PPAA. The complainant was advised to follow up with PPAA.
<b>Tender details</b>	Tender no. ME/015/2009 – 2010/HQ/S/03 of 2009/2010 for maintenance and repair of Government motor vehicles
<b>Complainant</b>	Kanana Motor General Supply
<b>Respondent</b>	Ministry of Infrastructure
<b>Submission date</b>	21/01/2010
<b>Nature of complaint</b>	The bidder was dissatisfied with the disqualification of his bid. He is also dissatisfied with the evaluation process.
<b>Decision</b>	The Authority found that, it cannot entertain the complaint as the procurement contract has already entered into force. The complainant was advised to follow up with PPAA.
<b>Tender details</b>	Tender no. IFT NO. IE/009/2009 -2010/HQ/G/RES 03
<b>Complainant</b>	M/S Salama Pharmaceuticals Limited,
<b>Respondent</b>	Medical Stores Department
<b>Submission date</b>	09/03/2010
<b>Nature of complaint</b>	The bidder was dissatisfied with the action of the Accounting Officer to cancel the tender process after tender being awarded to him.
<b>Decision</b>	The Authority found that, it cannot entertain the complaint as the procurement contract has already entered into force. The complainant was advised to follow up with PPAA.
<b>Tender details</b>	Tender No. IE/017/2009 – 2010 for Consultancy Services for Designing and Conducting Training Programme for Observance of Human Rights by Law Enforcement Officers.
<b>Complainant</b>	M/S Southern Extension Unit
<b>Respondent</b>	Commission for Human Rights and Good Governance
<b>Submission date</b>	6/4/2010
<b>Nature of complaint</b>	The bidder was dissatisfied with the decision of the Accounting officer. The Accounting officer informed him that, his proposal was not submitted as required in the tender documents and the same did not reach the Tender Board on time hence treated as submitted out of time.
<b>Decision</b>	The Authority found that, the application has no merit because the Complainant had partly contributed to the problem which led to the

<b>Tender details</b>	Tender for construction of MCH and Store building at Sekou Toure Hospital in Mwanza City, tender for rehabilitation of paediatric ward and construction of continuous education class room at sekou Toure Hospital in Mwanza City, and Construction of two classrooms, toilets and library at Nyegezi Fresh water Fisheries Institute in Mwanza City
<b>Complainant</b>	Mr. Mapigano
<b>Respondent</b>	Mwanza City Council
<b>Submission date</b>	15/6/2010
<b>Nature of complaint</b>	The bidder complained for the award of these tenders to M/S C.M.G. Contractors of Mwanza while the Director of this Company is the Chairman of Sekou Toure Hospital.
<b>Decision</b>	The Authority found that, it cannot entertain the complaint as the procurement contract has already entered into force. The complainant was advised to submit his complaint to PPAA.
<b>Tender details</b>	Tender No. PA/038/HQ/2010/W/07 for Air Conditioning and Ventilation Installation for the Proposed College of Informatics and Visual Education for University of Dodoma-Phase II
<b>Complainant</b>	M/S Cool Care Services Limited
<b>Respondent</b>	PPF
<b>Submission date</b>	3/06/2010
<b>Nature of complaint</b>	The bidder complained against the decision of the Accounting of treating his request for clarification as time barred while the same was submitted within the time limits.
<b>Decision</b>	The Authority found that, the application has no merit because the Complainant's further request for clarification was not justified and was submitted out of time.
<b>Tender details</b>	Tender no. PA/082/2009 □ 10/HQ/W/30 for service installations for the proposed construction of bank of Tanzania safe custody centre at Dodoma municipality (lot no. A.3 air conditioning and ventilation system)
<b>Complainant</b>	M/S Cool Care Services Limited
<b>Respondent</b>	Bank of Tanzania
<b>Submission date</b>	26/05/2010
<b>Nature of complaint</b>	The bidder complained against the failure by the Accounting officer to determine his application for administrative review.
<b>Decision</b>	The Authority found that, the application has no merit and should accordingly be rejected.
<b>Tender details</b>	Tender no. PA 095/2008/09/W/24 for proposed construction of office accommodation building plot nos. 11 & 12, Block □□ Makumbusho Area Dar Es Salaam.
<b>Complainant</b>	M/S Cool Care Services Limited
<b>Respondent</b>	LAPF
<b>Nature of complaint</b>	The Complainant was dissatisfied for failure by the Accounting officer to issue a written decision in respect of his complaint submitted to him.
<b>Decision</b>	The Authority found that, the application has no merit and should accordingly be rejected.

**Annex 4.8: COMPLAINTS REVIEWED BY THE PUBLIC PROCUREMENT APPEALS AUTHORITY IN 2009/2010**

<b>Tender details</b>	Tender No. 2/2009/2010 for Provision of Various Services.
<b>Complainant</b>	M/s Musoma Wood Works Enterprises and M/s Mipawa Enterprises
<b>Respondent</b>	Musoma Municipal Council.
<b>Appeal case number</b>	Appeal Case No. 51 of 2009.
<b>Submission date</b>	27 <sup>th</sup> July, 2009 and 29 <sup>th</sup> July, 2009 respectively.
<b>Nature of complaint</b>	The Appellants were aggrieved by the cancellation of the Tender.
<b>Decision by PPAA</b>	The PPAA upheld the Preliminary Objection rose by the Respondent and accordingly rejected the Appeals for non observance of procedural requirements. Each party was ordered to bear its own costs.
<b>Tender details</b>	Tender No. MEDA/06/2009-2010 for provision of Transportation and Distribution of Long Lasting Insecticidal Nets (LLINs) Under the Nationwide Under Five Catch up Campaign (U5CC).
<b>Complainant</b>	M/s Shella Beach Investment Co. Ltd.
<b>Respondent</b>	MEDA Economic Development Associates.
<b>Appeal case number</b>	Appeal Case No. 52 of 2009.
<b>Submission date</b>	06 <sup>th</sup> July, 2009
<b>Nature of complaint</b>	The Appellant was dissatisfied with the Tender Results.
<b>Decision by PPAA</b>	The PPAA concluded that, the Appellant was fairly disqualified and that the award of the Tender in favour of M/s A to Z Textile Mills Ltd contravened the law and therefore a nullity. So PPAA upheld the Appeal and ordered the Respondent to re-start the tender process afresh in observance of the law and each party to bear their own costs.
<b>Tender details</b>	Tender No. PA/001/08/HQ/N.183 for Provision of Medical Scheme Services for the year 2009.
<b>Complainant</b>	M/s Tanzania Consortium of Hospitals and Clinics Ltd.
<b>Respondent</b>	Tanzania Electric Supply Company Ltd. (TANESCO)
<b>Appeal case number</b>	Appeal Case No. 53 of 2209.
<b>Submission date</b>	03 <sup>rd</sup> August, 2009.
<b>Nature of complaint</b>	The Appellant was dissatisfied with the Tender Results.
<b>Decision by PPAA</b>	PPAA upheld the Appeal and ordered the Respondent to re-start the tender process afresh in observance of the law and each party was ordered to bear its own costs.
<b>Tender details</b>	Tender No. AE-046/2008-09/SHUWASA/W/02-03 for Kahama Shinyanga Water Supply Project, Customer connection to the New Distribution System in Shinyanga Municipality and Kahama town Phase II.
<b>Complainant</b>	M/S BEFRA Construction Co. Ltd.
<b>Respondent</b>	Shinyanga Urban Water Supply & Sewerage Authority.
<b>Appeal case number</b>	Appeal Case No. 54 of 2009.
<b>Submission date</b>	06 <sup>th</sup> August, 2009.
<b>Nature of complaint</b>	The Appellant was dissatisfied with the decision to cancel negotiations.

<b>Decision by PPAA</b>	PPAA concluded that, the Appeal was not properly before it due to failure by the Appellant to observe the review mechanism procedures. Therefore PPAA was unable to resolve the remaining two issues for want of Jurisdiction. So in concluding PPAA rejected this Appeal for non observance of the procedural requirements and each party was ordered to bear its own costs.
<b>Tender details</b>	Tender No. PA/095/HQ/2008/09/W/24 for the Proposed Construction of Office Accommodation Building for LAPF on Plot No. 11 & 12 Block D Makumbusho area Dar es Salaam
<b>Complainant</b>	M/s Cool Care Service.
<b>Respondent</b>	Local Authorities Pension Fund.
<b>Appeal case number</b>	Appeal Case No. 55 of 2009.
<b>Submission date</b>	8 <sup>th</sup> September, 2009.
<b>Nature of complaint</b>	The Appellant was dissatisfied with the Respondent's decisions.
<b>Decision by PPAA</b>	PPAA upheld the Appeal and ordered the Respondent to re-start the sub-tender for Air Conditioning and Ventilation System afresh in observance of the law; and the Respondent to compensate the Appellant a sum of Tshs. 5,120,000/= being Appeal filing fees Tshs. 120,000/=; and legal fees Tshs. 5,000,000/=.
<b>Tender details</b>	Tender No. 2 of 2007/2008 Lot No. 4 for Supply and Installation of Electrical Power Systems.
<b>Complainant</b>	M/s Rex Investment Ltd.
<b>Respondent</b>	Tanzania National Parks (TANAPA).
<b>Appeal case number</b>	Appeal Case No. 56 of 2009
<b>Submission date</b>	17 <sup>th</sup> November, 2009.
<b>Nature of complaint</b>	The Appellant was aggrieved by the Respondent's decision which disqualified him for non compliance with the specifications given in the Tender Document.
<b>Decision by PPAA</b>	PPAA upheld the Appeal partially and ordered the Respondent to restart the tender process afresh in observance of the law, to compensate the Appellant a sum of Tshs. 120,000/= being appeal fees and each party to bear its own costs.
<b>Tender details</b>	Tender No. PA/078/2009-10/N/07 for Provision of Security Services to the College of African Wildlife Management.
<b>Complainant</b>	M/s Supreme International Ltd.
<b>Respondent</b>	College of African Wildlife Management (MWEKA).
<b>Appeal case number</b>	Appeal Case No. 57 of 2009.
<b>Submission date</b>	22 <sup>nd</sup> September, 2009.
<b>Nature of complaint</b>	The Appellant was dissatisfied with the tender results.
<b>Decision by PPAA</b>	PPAA nullified the award made in favour of M/s superb Guard Ltd and upheld the Appeal and ordered the Respondent to restart the tender process afresh in observance of the law; and to compensate the Appellant a sum of Tshs. 1,046,000/= being costs incurred in pursuit of the appeal.
<b>Tender details</b>	Tender No. AE 006/2008/2009 for supply of Automotives Gas Oil for Government Ferries for Financial year 2009/2010.
<b>Complainant</b>	Timothy Daniel Kilumile T/A City Centre Filling Station.

<b>Respondent</b>	Tanzania Electrical, Mechanical and Electronics Services Agency (TEMESA)
<b>Appeal case number</b>	Appeal Case No. 58 of 2009.
<b>Submission date</b>	07 <sup>th</sup> October, 2009.
<b>Nature of complaint</b>	The Appellant was dissatisfied with the tender results.
<b>Decision by PPAA</b>	The PPAA delivered its decision on the 07/12/2009. PPAA ordered the Respondent to re-start the tender process afresh in observance of the law; and compensate the Appellant a sum of Tshs 2,000,000/= being Appeal costs.
<b>Tender details</b>	Tender No. PA-026/2009-10/N/03 for Provision of Security Services.
<b>Complainant</b>	M/s Mputa Security Services Guards Co. Ltd.
<b>Respondent</b>	Institute of Rural Development Planning – Dodoma.
<b>Appeal case number</b>	Appeal Case No. 59 of 2009.
<b>Submission date</b>	17 <sup>th</sup> November, 2009
<b>Nature of complaint</b>	The Appellant was dissatisfied with the tender results.
<b>Decision by PPAA</b>	The PPAA delivered its decision on the 06/01/2010. PPAA found the Appeal having merit and accordingly upheld it and ordered the Respondent to restart the tender process afresh in observance of the law.
<b>Tender details</b>	Tender No. RAS /KIL/005/2009/2010W/03 for Construction of Maternity Block Complex at Mawenzi Regional Hospital-Moshi- Phase II.
<b>Complainant</b>	M/S Prince General Investment Ltd.
<b>Respondent</b>	Kilimanjaro Regional Secretariat
<b>Appeal case number</b>	Appeal Case No. 60 of 2009.
<b>Submission date</b>	21 <sup>st</sup> November, 2009
<b>Nature of complaint</b>	The Appellant was dissatisfied with the tender results.
<b>Decision by PPAA</b>	The PPAA delivered its decision on the 18/12/2009. PPAA upheld the Appeal and ordered the Respondent to re-start the tender process afresh in observance of the law and compensate the Appellant a sum of Tshs.3,120,000/= being Appeal costs.
<b>Tender details</b>	Tender no. AE/23/GS/003/09 – 59 for supply, Installation and Commissioning of Heavy Duty Mobile Container Cargo Scanners for Customs Operations at Dar es salaam.
<b>Complainant</b>	M/S Nuchtech Company limited. M/S Rapiscan System Limited
<b>Respondent</b>	Tanzania Revenue Authority
<b>Appeal case number</b>	Appeal Case No. 61 of 2009.
<b>Submission date</b>	04/12/2009
<b>Nature of complaint</b>	The Appellant was dissatisfied with the tender results.
<b>Decision by PPAA</b>	The PPAA delivered its decision on the 04/02/2010. The PPAA upholds the appeal and orders the respondent to: <ul style="list-style-type: none"> <li>- re start the tender process afresh in observance of the law.</li> <li>- Compensate the 1<sup>st</sup> appellant USD 26,735</li> </ul>



	- Compensate the 2 <sup>nd</sup> appellant USD 10,000 and Tsh. 4,148,220 being appeal costs.
<b>Tender details</b>	Tender no. 3 of 2009/2010 for provision of various goods
<b>Complainant</b>	M/S MFI Office Solutions Ltd
<b>Respondent</b>	The Mwalimu Nyerere Memorial Academy
<b>Appeal case number</b>	Appeal Case no. 63 of 2010.
<b>Submission date</b>	15/01/2010
<b>Nature of complaint</b>	The Appellant was dissatisfied with the tender results.
<b>Decision by PPAA</b>	The PPAA delivered its decision on the 15/03/2010. The PPAA upholds the appeal and orders the respondent to compensate the appellant Tsh. 720,000/= as appeal costs.
<b>Tender details</b>	Tender No. DSE/2009/10/C/01 for provision of consultancy services for the preparation of the DSE Five year Corporate Plan (2009 – 2014)
<b>Complainant</b>	M/S Ernst & Young
<b>Respondent</b>	Dar es salaam Stock Exchange
<b>Appeal case number</b>	Appeal case no. 64 of 2010
<b>Submission date</b>	05/02/2010
<b>Nature of complaint</b>	The Appellant was dissatisfied with the tender results.
<b>Decision by PPAA</b>	The PPAA delivered its decision on the 23/03/2010. The PPAA upholds the appeal and orders the respondent to restart the tender process afresh and compensate the appellant Tsh. 5,158,163 as appeal costs.
<b>Tender details</b>	Tender No. LGA/045/2009-10/MSH/GWND/01 for periodic maintenance of airport, Khambaita Phase III and Mbeya Roads in Moshi Municipality.
<b>Complainant</b>	M/S Rocktronic Ltd
<b>Respondent</b>	Moshi Municipal Council
<b>Appeal case number</b>	Appeal case no. 65 of 2010
<b>Submission date</b>	25/02/2010
<b>Nature of complaint</b>	The appellant was dissatisfied with the reasons for disqualification of his tender.
<b>Decision by PPAA</b>	The PPAA delivered its decision on the 30/03/2010. The PPAA upholds the appeal and orders the respondent to restart the tender process afresh and compensate the appellant Tsh. 1,680,000 as appeal costs.
<b>Tender details</b>	Tender no. IE-009/2009-2010/HQ/G/RES03 for the supply of disposable syringes to Medical stores Department
<b>Complainant</b>	M/S Salama Pharmaceutical Ltd
<b>Respondent</b>	Medical Stores Department
<b>Appeal case number</b>	Appeal case no. 66 of 2010
<b>Submission date</b>	11/03/2010
<b>Nature of complaint</b>	The appellant was aggrieved by the decision of the

	Accounting Officer to annul the tender process.
<b>Decision by PPAA</b>	The PPAA upholds the appeal and orders respondent to observe the law and proceed with the execution of the contract as awarded
<b>Tender details</b>	Tender no. REA/Eoi-3/2008/9 for provision of consultancy services for REA Capacity building.
<b>Complainant</b>	M/S Grontmij AB
<b>Respondent</b>	Rural Energy Agency (REA)
<b>Appeal case number</b>	Appeal case no. 67 of 2010
<b>Submission date</b>	February, 2010
<b>Nature of complaint</b>	Bidder dissatisfied with the decision not to evaluate their technical proposal on the allegation that it was submitted out of time
<b>Decision by PPAA</b>	The PPAA delivered its decision on the 29/4/2010. The PPAA dismisses the appeal for lack of merit and orders each party to bear its own costs.
<b>Tender details</b>	Tender no. IMC/TA/4/4/2005 for the proposed Development on Plot No. 12 (Fomer Kisutu Bus Terminal)
<b>Complainant</b>	M/S Phoenix of Tanzania Assurance Company Limited
<b>Respondent</b>	Ilala Municipal Council
<b>Appeal case number</b>	Appeal case no. 68 of 2010
<b>Submission date</b>	30/04/2010
<b>Nature of complaint</b>	The complainant was dissatisfied with the changes introduced in the terms of reference which introduced a number of changes in the joint venture agreement
<b>Decision by PPAA</b>	The PPAA delivered its decision on the 02/06/2010. The PPAA partially upholds the appeal and orders the respondent to re-start the tender process and compensate the appellant USD 3,245 being legal costs.
<b>Tender details</b>	Tender no. RAS-018/2009-10/RH/G/01 for supply of Medical Equipment for Shinyanga Regional Hospital
<b>Complainant</b>	M/S Mbasha's medics & general Supply
<b>Respondent</b>	Shinyanga Regional Secretariat M/S Accacia Pharmacy Ltd
<b>Appeal case number</b>	Appeal case no. 69 of 2010
<b>Submission date</b>	12/05/2010
<b>Nature of complaint</b>	The appellant was aggrieved with the award of the tender to M/ Accacia Ltd
<b>Decision by PPAA</b>	The PPAA delivered its decision on the 11/06/2010. The PPAA upholds the appeal and ordered the respondent to re-start the tender process afresh in observance of the law. Also to compensate the appellant Tsh. 936,857 being appeal costs.
<b>Tender details</b>	Tender no. AE-027/2009-10/MT/W/22 for renovation of Terminal Building One (TB 1) at Mtwara Airport Phase 2
<b>Complainant</b>	M/S prince general Investment Ltd
<b>Respondent</b>	Tanzania Airports Authority
<b>Appeal case number</b>	Appeal case no. 70 of 2010

<b>Submission date</b>	20/05/2010
<b>Nature of complaint</b>	The appellant was aggrieved for the award of the re-submitted tender to another tender who was found to be non responsive in the first tender.
<b>Decision by PPAA</b>	The PPAA delivered its decision on the 29/06/2010. The PPAA partly upholds the appeal and ordered the respondent to re-start the tender process afresh in observance of the law. Also to compensate the appellant Tsh. 936,8573,1200,000 being appeal costs.
<b>Tender details</b>	Tender No. PA/102/TSN/HQ/2010/N/O for maintenance and repair of motor vehicles and machinery for 2010/2011
<b>Complainant</b>	M/S Nippon Automobile Garage
<b>Respondent</b>	Tanzania Standard Newspapers
<b>Appeal case number</b>	Appeal case no. 71 of 2010
<b>Submission date</b>	27/05/2010
<b>Nature of complaint</b>	The appellant was aggrieved by the tender results as the tender was not awarded to them.
<b>Decision by PPAA</b>	The PPAA delivered its decision on the 10/08/2010. The PPAA partly upholds the appeal and ordered the respondent to re-start the tender process afresh in observance of the law. Also to compensate the appellant Tsh. 120,000 being appeal filing fees.
<b>Tender details</b>	Tender for pre-qualification for Mchuchuma Integrated Coal mine and Thermal Power station Concession and Liganga Iron Ore Concession
<b>Complainant</b>	M/S Trade C.P Limited
<b>Respondent</b>	National Development Corporation (NDC)
<b>Appeal case number</b>	Appeal case no. 72 of 2010
<b>Submission date</b>	17/6/2010
<b>Nature of complaint</b>	The appeal was in respect of the breach of procurement procedures on the invitation to pre-qualify for Mchuchuma Integrated Coal mine and Thermal Power station Concession and Liganga Iron Ore Concession
<b>Decision by PPAA</b>	The PPAA delivered its decision on the 17/08/2010. The PPAA found that, the appeal has no merit and therefore it was dismissed in its entirety.

### Annex 4.9 Analysis of corruption Red-flags

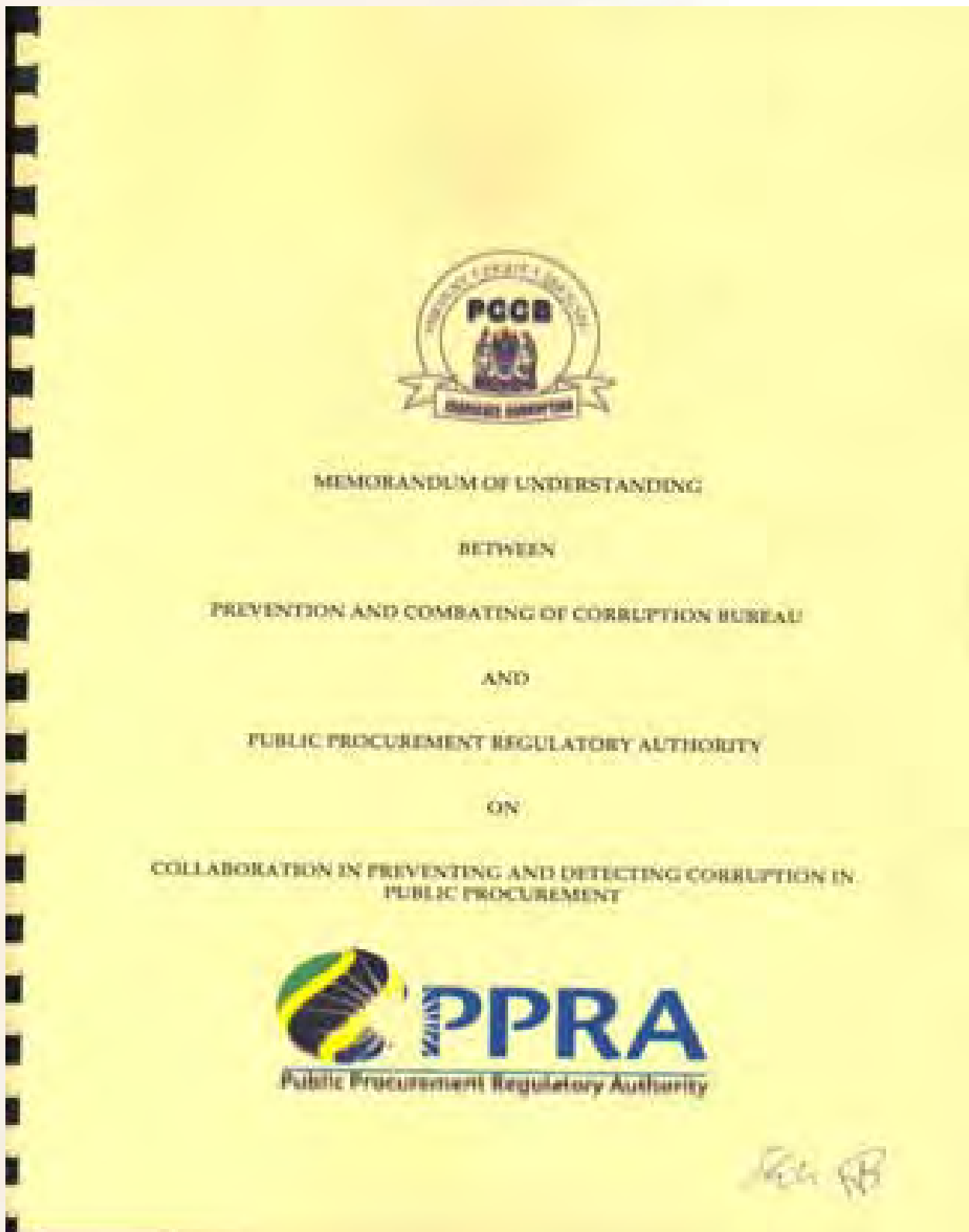
Procurement phase	Red Flag	YES	NO	N/A	% YES
Pre-bid phase	1. The procurement is not in the procurement plan	66	228	26	<b>22.4</b>
	2. The objective of the procurement is unclear or vague	1	265	30	<b>0.4</b>
	3. Insufficient or inconsistent planning timeframe applied	44	261	23	<b>14.4</b>
	4. The tender is not packaged with other tenders for similar goods (i.e. splitting)	34	272	10	<b>11.1</b>
	5. Significant deviations from standard bidding documents	35	296	34	<b>10.6</b>
	6. Technical specifications are weak or unclear	25	245	39	<b>9.3</b>
	7. Technical specifications are narrow or appear tailored	34	267	32	<b>11.3</b>
	8. Selected procurement method does not observe existing thresholds	18	283	17	<b>6.0</b>
	9. Insufficient advertising	87	229	11	<b>27.5</b>
	10. Inadequate time given for preparing bids	22	264	25	<b>7.7</b>
	11. Lack of mandatory approvals by appropriate authority	45	247	8	<b>15.4</b>
	12. Inaccurate minutes of pre-bid meetings	16	152	107	<b>9.5</b>
	13. Clarifications are not circulated to all bidders	14	176	116	<b>7.4</b>
	14. Incomplete records of the pre-bid phase	52	135	82	<b>27.8</b>
<b>% age of YES</b>	<b>47.9</b>	<b>493</b>	<b>3320</b>	<b>560</b>	
Evaluation and award phase	15. Evaluation Committee members do not have the technical expertise necessary	29	255	24	<b>10.2</b>
	16. The evaluation conducted by a small number of persons	19	266	23	<b>6.7</b>
	17. The same Evaluation Committee members are involved in many procurements	38	251	20	<b>13.1</b>
	18. Qualified bidders are voluntary dropping out of tender process	3	274	28	<b>1.1</b>
	19. Disqualification of	1	286	20	<b>0.3</b>

Procurement phase	Red Flag	YES	NO	N/A	% YES
	bidders on minor technicalities				
	20. Unreasonable delays in evaluating the bids and awarding the contract	2	286	19	<b>0.7</b>
	21. Evaluation criteria are amended after receipt of bids	10	279	21	<b>3.5</b>
	22. Narrow variance between the cost estimate and the bid amounts received	4	257	39	<b>1.5</b>
	23. Major similarities between competing bids (e.g. similar format, errors, prices)	0	274	33	<b>0.0</b>
	24. Unusually large variance between the price of competing bids	5	279	23	<b>1.8</b>
	25. The same shareholders are involved in several bids using different company names	1	285	24	<b>0.3</b>
	26. Failure to disqualify bids despite major errors	9	278	28	<b>3.1</b>
	27. Falsification of submitted documentation (e.g. authorisations, CVs, etc.)	0	280	35	<b>0.0</b>
	28. Failure to publicise and notify award decisions simultaneously to all bidders	99	168	23	<b>37.1</b>
	29. Contract is not in conformity with bid documents (e.g. specification or quantities)	20	225	22	<b>8.2</b>
	30. Non-responsive bids are made responsive	9	274	17	<b>3.2</b>
	31. Quality criteria are not defined in the contract	35	257	15	<b>12.0</b>
	32. Incomplete records of evaluation and award	76	195	22	<b>28.0</b>
<b>% age of YES</b>	<b>35.0</b>	<b>360</b>	<b>4669</b>	<b>436</b>	
<b>Contract management and audit phase</b>					
	33. Negotiation team does not include adequate technical expertise	1	90	215	<b>1.1</b>
	34. Minutes of the negotiations are not in line with Terms and Conditions of Contract	1	75	216	<b>1.3</b>
	35. Contract specifications altered after award of contract	1	253	53	<b>0.4</b>
	36. Contract is not signed by duly authorised officer	13	260	34	<b>4.8</b>
	37. Failure to deliver the quality specified in contract	17	230	50	<b>6.9</b>
	38. Failure to deliver the right quantities of goods and materials	2	216	86	<b>0.9</b>



Procurement phase	Red Flag	YES	NO	N/A	% YES
	39. Delays in delivery of goods, works or services	19	224	57	<b>7.8</b>
	40. Replacement of nominated consultant by less qualified personnel	1	139	164	<b>0.7</b>
	41. Instructions are not given in writing to contractors	11	184	109	<b>5.6</b>
	42. Cost overruns are inadequately justified	1	217	93	<b>0.5</b>
	43. Contract variations are not approved by appropriate authority	4	156	142	<b>2.5</b>
	44. Failure to impose liquidated damages in case of delays	29	158	126	<b>15.5</b>
	45. Failure to make progress payments or final payment within stipulated timeframe	2	217	88	<b>0.9</b>
	46. Failure to pay retention money in a timely manner	3	177	111	<b>1.7</b>
	47. Double payment of supplier	1	232	83	<b>0.4</b>
	48. No or insufficient evaluation of the contractors' quality of performance (Non-Consultancy)	34	131	133	<b>20.6</b>
	49. Client dissatisfaction with completed products	0	242	96	<b>0.0</b>
	50. Incomplete contract management records	37	81	41	<b>31.4</b>
	<b>17.2</b>	<b>177</b>	<b>3282</b>	<b>1897</b>	
	<b>TOTAL SCORES</b>	<b>1,030</b>	<b>11,271</b>	<b>2,893</b>	

Annex 4.10: MOU between PPRA and PCCB



This Memorandum of Understanding is made this 13<sup>th</sup> day of February, 2010 between the Public Procurement Regulatory Authority of P. O. Box 49 Dar Es Salaam (hereinafter referred to as "PPRA") of the one Party and the Prevention and Combating of Corruption Bureau of P. O. Box 4885 Dar Es Salaam (hereinafter referred to as "PCCB") of the other party.

WHEREAS, PPRA is established by the Public Procurement Act, No. 21 of 2008 (PPA) with the responsibility of ensuring that public procurement is conducted fairly, competitively and in observing value for money in terms of price, quality and timely delivery;

WHEREAS, PCCB is established by the Prevention and Combating of Corruption Act No.11 of 2007 (PCCA) with the responsibility of preventing and combating corruption in the public, parastatal and private sectors;

WHEREAS, PPRA and PCCB are aware of the threat of corruption in Public Procurement activities and draw attention to the increasing number of public complaints on corruption in public procurement;

WHEREAS, the Enhanced National Anti-Corruption Strategy and Action Plan (NAACSAP II) 2008-2011 recognizes that the compliance by state institutions with the PPA will minimize, if not, eliminate corruption in public procurement and save funds for development as well as recognizing the need,

- a) For PCCB to draw systematically upon the findings of PPRA as a means to target anti-corruption interventions;
- b) To educate staff of the Procuring Entities on the Public Procurement Act and monitor application and compliance;
- c) To build capacity of Council Tender Boards on procurement systems and procedures;
- d) To liaise with PPRA on the application of the PPA.

T/P/01/10



WHEREAS, the Anti-Corruption Strategy for public procurement (ACSPP) in Tanzania was developed with the objective of providing PPRA, PCCB and other stakeholders with a consolidated basis for pursuing the fight against corruption in public procurement in Tanzania; and

WHEREAS, PPRA and PCCB have agreed to co-operate in preventing, detecting and investigating corruption in public procurement within the framework of the PPA, PCCA, NACSP II and ACSPP.

NOW THEREFORE PPRA AND PCCB HEREBY AGREE AS FOLLOWS:

#### Article I

1. PPRA and PCCB shall co-operate in the prevention of corruption in public procurement, along the following lines:
  - 1.1 Forming a working group of PPRA and PCCB staff on prevention of corruption in public procurement;
  - 1.2 Training of stakeholders in public procurement on prevention of corruption in public procurement;
  - 1.3 Organizing experts meetings on prevention of corruption in public procurement;
  - 1.4 Joint evaluation of the MoU;
  - 1.5 Developing a methodology and carrying out periodic comprehensive analysis of corruption in public procurement.

#### Article II

2. PPRA and PCCB, within the framework of the PPA, PCCA, and ACSPP shall co-operate in detection of corruption in Public Procurement in the following areas:

2/2/11  


- 2.1 PPRA shall provide training to PCCB investigators on public procurement procedures.
- 2.2 PCCB shall provide training to PPRA procurement experts on basic corruption detection techniques and methodologies.

#### Article III

3. PPRA and PCCB within the framework of IPA and PCCA shall co-operate in investigating corruption in public procurement by:
  - 3.1 Exchanging technical expertise in the investigation of corruption in public procurement if requested by PCCB
  - 3.2 Exchanging information whenever elements of corruption are detected in the course of its audits and investigations;
  - 3.3 PPRA periodically providing to PCCB the collected information on corruption red-flags

#### Article IV

4. Nothing in this Memorandum of Understanding shall imply or be construed as a waiver or modification of IPA and PCCA

#### Article V

5. This Memorandum of Understanding shall come into force on the date of signature by the parties.

31/10/09  




**Article VI**

6. Any amendment to this Memorandum of Understanding shall be agreed upon by the two parties.

**Article VII**

7. Any misunderstanding or disagreement arising out of the implementation of this Memorandum of Understanding shall be amicably settled between the two parties.

Signed in Dar es Salaam in duplicate on the date and the month herein above mentioned by:

For PPRA:

Name: Dr. RAMADHAN S. ALINGO

Signature: [Handwritten Signature]

Designation: CCU - PPRA

For PCCB:

Name: D. EDUARD G. MESSARI

Signature: [Handwritten Signature]

Designation: DS - PCCB

[Handwritten Mark]

[Handwritten Mark]

Annex 4.11: MOU between CoST and PPRA



This Memorandum of Understanding is made this.....day of..... between the Public Procurement Regulatory Authority of P. O. Box 49 Dar Es Salaam (hereinafter referred to as "PPRA") of the one Party and the Construction Sector Transparency Initiative (CoST) / National Construction Council of P. O. Box 70009 Dar Es Salaam (hereinafter referred to as "NCC") of the other party.

WHEREAS, PPRA is established by the Public Procurement Act, Cap 480 (PPA, 2004) with the responsibility of ensuring that public procurement is conducted fairly, competitively and in observing value for money in terms of price, quality and timely delivery;

WHEREAS, NCC is established by Act of Parliament No. 21 of 1979 to promote the development of the local construction industry whose performance was poor.

WHEREAS, CoST was launched in November, 2008 as an unincorporated forum of Members from the Public, Private Sector as well as the Civil Society. The CoST Secretariat was established in March 2009.

WHEREAS, The CoST has no legal mandate and as such, The CoST Secretariat is hosted by the NCC which is a legal entity and accepted to be an Administrative Host for CoST.

WHEREAS, PPRA and NCC are aware that the construction industry plays a vital role in supporting social and economic development with potential risks of corruption.

WHEREAS, The Parties shall agree upon the modality that will clearly indicate their collaboration. CoST in Tanzania, through its Administrative Host (NCC) shall seek advice from the PPRA as per the need in question.

WHEREAS, PPRA and CoST have agreed to co-operate to enhance transparency and accountability of publicly owned and/or financed construction projects.

10/11/10



**NOW THEREFORE PPRA AND CoST HEREBY AGREE AS FOLLOWS:**

**Article 1**

1. The Secretariat of the Construction Sector Transparency Initiative (CoST) in Tanzania will, at times and as required, request for support from the Public Procurement Regulatory Authority (PPRA) due to its legal mandate provided under section 6 of Public Procurement Act, 2004 as well as its mission of fostering and promoting value for money in public procurement for national development. CoST should liaise with PPRA on the application of the Public Procurement Act.
2. Forming a working group of PPRA and CoST staff to enhance transparency and accountability in public procurement through disclosure of information.
3. PPRA shall assist CoST whenever possible to access documents related to publicly funded projects in the construction sector in order to ensure that CoST's goal of achieving transparency is achieved.
4. PPRA and CoST jointly evaluate the implementation of the MoU.
5. PPRA shall advise CoST Tanzania on all procurement related to construction matters.
6. Attend meetings of CoST in Tanzania including Multi-Stakeholder Group (MSG) and Annual General Meetings (AGM) through their representatives.
7. PPRA shall provide advice and procurement guidelines upon request, for the publication of data on public procurement opportunities, awards and any other information of public interest as may be agreed by the Parties especially when the Assessment Assistance Team need some information of certain projects as per sections 7 (g) and 12 (1) (a) (i) of the PPA Act, No. 21 of 2004.

21/11/09



### Article II

In the implementation of this Memorandum, the Construction Sector Transparency Initiative (CoST) in Tanzania, through NCC shall:

1. Request for assistance and support from the Public Procurement Regulatory Authority (PPRA) on information which shall enhance transparency and accountability in public procurement
2. CoST and PPRA shall support and assist the Assessment Team to carry out its procurement assessment as per requirement of PPA, 2004 and Public Procurement Regulations of 2005.
3. CoST shall share information and experience of Procurement issues accrued through assessment.

### Article III

1. PPRA and NCC within the framework of PPA 2004 and NCC Act No. 20 of 1979 will co-operate to enhance transparency and accountability for publicly owned and/or financed construction projects by Providing technical expertise in the assessment of transparency and accountability in the construction sector.
  - 3.1 PPRA shall provide information to NCC/CoST whenever disclosure of such information on the construction sector is required for assessment purposes.
  - 3.2 NCC/CoST shall periodically provide to PPRA the collected and analysed information before dissemination to other parties.

### Article IV

1. Nothing in this Memorandum of Understanding shall imply or be construed as a waiver or modification of PPA, 2004 and NCC Act No. 20 of 1979.

1/11/10  
  




**Article V**

5. This Memorandum of Understanding shall enter into force on the date of signature by the Parties.

**Article VI**

6. This Memorandum of Understanding may be terminated by any Party by giving a thirty (30) days written notice to the other Party.

**Article VII**

7. Any misunderstanding or disagreement arising out of the implementation of this Memorandum shall be settled in a cordial and mutual manner between the two parties.

Done in Dar es Salaam in duplicate on the date and the month further above mentioned by:

For PPRA:

Name Dr. RAMADHAN S. ALIYU

Signature [Signature]

Designation CEO

Witnessed by:

Name [Signature]

Signature [Signature]

Designation Head Legal Unit

For NCCCoST:

Name Am. IYAN A. JIBANI

Signature [Signature]

Designation [Signature]

Witnessed by:

Name [Signature]

Signature [Signature]

Designation [Signature]



## Annex 4.12: FEASIBILITY STUDY ON ELECTRONIC PROCUREMENT

### *Summary of readiness assessment*

The following chart summarises the levels of readiness and additional effort required towards a successful e-procurement environment in Tanzania. In developing the ratings for each area, we have adopted the following criteria for establishing the level of readiness:

Level of Readiness	Degree to which current circumstances and initiatives prepare the country for e-procurement
1 - Not ready	There is no real evidence that initiatives have been started and ongoing
2 - Not ready but efforts have been initiated	There is some evidence that initiatives have started, but in various stages of implementation
3 - Ready, but additional efforts required	Implementation of key initiatives have been started and implementation is almost complete or only a few actions remain outstanding
4 - Adequately ready	There is adequate evidence that most key initiatives have been fully implemented and ready for e-procurement

### *Readiness assessment – policy and legal environment*

Rating	1 – Not ready	
	Evidence gathered	Recommended actions
	<p><b>Enablers</b></p> <ol style="list-style-type: none"> <li>Public Procurement Act 2004 and Regulations sets out vision and objectives for public procurement and provides guidance to the procuring entities in administration and management of public procurement</li> </ol> <p><b>Gaps</b></p> <ol style="list-style-type: none"> <li>Current legislation does not recognise electronic documents as valid and authentic representation of records;</li> <li>Current procurement Act only supports paper-based methods of undertaking procurement for bidding, advertising and award of contracts;</li> <li>Current legislation does not recognise</li> </ol>	<p><b>Laws</b></p> <ol style="list-style-type: none"> <li>Amend the Procurement Act and Regulations to support electronic transactions such as electronic bid documents in the procurement lifecycle.</li> <li>Amend the Sale of Goods Act (CAP 214 RE 2002) to allow electronic forms of bidding and payments;</li> <li>Amend the Law of Contract Act (CAP345 RE 2002) to support electronic contracts</li> <li>Introduce new laws that:             <ol style="list-style-type: none"> <li>support electronic transactions and communication;</li> <li>define standards necessary for secure transmission and storage of</li> </ol> </li> </ol>

Rating	1 – Not ready	
	Evidence gathered	Recommended actions
	<p>electronic signatures and technologies such as PKI that support digital certificates;</p> <p>4. Current laws do not support electronic payments (Bank of Tanzania has prepared a draft bill to support electronic payments);</p> <p>5. Existing legislation does not support auctions carried out electronically;</p> <p>6. Current legislation does not support online dispute settlement mechanisms (ODR);</p> <p>7. National information security policy not in place;</p> <p>8. The legal framework does not address potential data protection and privacy related aspects of e-procurement;</p> <p>9. A common e-government and national data-centre strategy has not been established to prepare for e-government implementations</p>	<p>electronic data;</p> <p>c. support Public Key Infrastructure (PKI) technology in the country;</p> <p>d. safeguard data protection and privacy.</p> <p><b>Regulations</b></p> <p>1. Amend public procurement regulations and local government regulations to support electronic transactions;</p> <p>2. New regulations are required to mandate adoption of e-procurement in phase 1 of the implementation. Regulation shall also state the interoperability of both paper and electronic processes; and</p> <p>3. Develop and implement a national information security policy to safeguard exchange of electronic information;</p>

### *Readiness assessment – institutional structures*

Rating	2	
	Evidence gathered	Recommended actions
	<p><b>Enablers</b></p> <p>1. Existence of structures with clear roles and responsibilities for management of public procurement</p> <p>2. Existing lead agency to provide leadership for procurement management and modernisation (PPRA)</p> <p>3. Existing professional bodies to train and empower procurement officers (PSPTB)</p> <p><b>Gaps</b></p> <p>1. A sponsor for implementation and management of an e-procurement system is yet to be identified</p> <p>2. The current capacities (resources and skill sets) to lead and manage e-procurement implementation need to be strengthened</p>	<p>1. Establish the following working groups to take part in the implementation of e-procurement:</p> <p style="margin-left: 20px;">a. National e-Procurement Council, to facilitate policy changes required for e-procurement implementation. The council should operate at the highest political level;</p> <p style="margin-left: 20px;">b. National e-Procurement Advisory Board to co-ordinate and oversee its implementation and provide technical advice to implementation teams and stakeholders;</p> <p style="margin-left: 20px;">c. National Project Management Unit (NPMU) responsible for implementation of e-procurement</p>

Rating	2	
	Evidence gathered	Recommended actions
	<p>further. (Skills required include policy, legal, security, data standards, infrastructure)</p>	<p>strategies and policies. NPMU must be established, exclusively for e-procurement planning, implementation and management with a discrete structure, and appropriate authority. It would have a core team with public procurement and sector management expertise, while being able to recruit required skills externally, on a permanent and/or term contract basis; and</p> <p>d. ministry and departmental representatives to participate in implementation at their respective departments and champion transition to through training and stakeholder engagement.</p> <p>2. Provide adequate training to members of these working groups to prepare them in undertaking the task of implementing e-procurement in Tanzania.</p>

### *Readiness assessment – procurement processes*

Rating	3 Ready but additional effort required	
	Enablers and gaps	Additional actions required
	<p><b>Enablers</b></p> <ol style="list-style-type: none"> <li>1. Public procurement lifecycle clearly defined and supporting guidance is available;</li> <li>2. Standard Bidding Documents and formats are commonly used across procuring entities;</li> <li>3. Independent entity performs monitoring and compliance checks of public tenders;</li> <li>4. Budgets undergo relevant approval processes;</li> <li>5. Availability of reference guide for estimating prices of commonly used goods; and</li> <li>6. Some degree of standardisation</li> </ol>	<ol style="list-style-type: none"> <li>1. Define and implement an approach for strategic planning and procurement of goods and works. Strategic planning and procurement (sourcing) shall facilitate within and cross-agency cooperation in assessment, aggregation, planning and procurement of goods, works, services.</li> <li>2. Define and implement a framework for public procurement performance management in the country, which clearly identifies the indicators for measuring procurement performance along with target performance metric.</li> <li>3. Define and implement a structured approach for supplier performance management. Common performance metrics and targets should be established, using recognised external benchmarks where possible and framework shall enable sharing of performance data among all</li> </ol>

Rating	3 Ready but additional effort required	
	Enablers and gaps	Additional actions required
	<p>of item codes has been adopted.</p> <p><b>Gaps</b></p> <ol style="list-style-type: none"> <li>1. Current processes do not facilitate cross-agency co-operate in procuring common items;</li> <li>2. Currently, performance management is based on regular compliance reviews. Performance should be based on broader value adding set of goals and objectives such as value for money, process time, supplier satisfaction, customer satisfaction and overall process transparency;</li> <li>3. There are no formal procedures to monitor supplier performance over the duration of a contract;</li> <li>4. Some level of standardisation of item codes has been put in place by GPSA for commonly procured goods/items across the entities. However, the codification of all the items is yet to be completed using leading standards such as UNSPSC; and</li> <li>5. There is lack of simplified standard operating procedures to guide the procurement practitioners</li> </ol>	<p>entities;</p> <ol style="list-style-type: none"> <li>4. Establish a clear process for the debarment/blacklisting of vendors. This is dependent upon establishment of a structured approach in the management of supplier performance as identified above;</li> <li>5. Define and implement standard item code classification for procurement requirements across entities. The standard shall be based on leading standards such as UNSPSC; and</li> <li>6. Update existing standard operating procedures and user guides;</li> </ol>

### *Readiness assessment - ICT*

Rating	2 – Not ready	
	Enablers and gaps	Additional actions required
	<p><b>Enablers</b></p> <ol style="list-style-type: none"> <li>1. Accessibility to desktop computers and Microsoft office applications</li> <li>2. Reliable internet connectivity in some procuring entities such as Tanesco and GPSA</li> <li>3. Available power supply at most cities and towns countrywide</li> <li>4. Medium levels of teledensity (39% in</li> </ol>	<ol style="list-style-type: none"> <li>1. Establish a national procurement website, independent of PPRA portal, to act as a gateway to procurement related services for public sector buyers, suppliers and the general public</li> <li>2. Define and implement a content management framework for managing and disseminating information to the stakeholders</li> </ol>

Rating	2 – Not ready	
	Enablers and gaps	Additional actions required
	<p>2009). While the telephone, mobile and internet penetration has been found to be high in the urban and regional levels, the penetration at district and below levels is improving</p> <p>5. Online banking services and credit card issuance offered by selected Banks</p> <p>6. Interbank settlements facilitate faster processing of large payments through electronic funds transfer</p> <p><b>Gaps</b></p> <p>1. The level of computer availability at district level is 'medium' and low at location level</p> <p>2. Lack of third party data centres or hosting service providers based in Tanzania</p> <p>3. No PKI infrastructure in place.</p> <p>4. No standards and interoperability framework for implementation of e-Governance initiatives in the country.</p> <p>5. Inadequate power supply in rural areas.</p> <p>6. Inadequate internet access in rural areas.</p>	<p>3. Constitute technical committee for finalisation of e-procurement system requirements (functional, technical, security requirements), which shall guide system development and implementation</p> <p>4. Undertake rigorous software selection to determine most suitable e-procurement system for Tanzania</p> <p>5. Constitute technical committee for finalisation of e-procurement technical standards including information security standards, interoperability standards, data standards and catalogue management</p> <p>6. Strengthen IT support and build internal capacity to manage and enhance the e-procurement environment on an ongoing basis</p> <p>7. Agree on pilot entities to take part in phase1 of the implementation. Agree on entities to take part in subsequent phases</p> <p>8. Finalise approach for adoption of PKI infrastructure and issuance of Digital Signature Certificates for users of e-Procurement system</p> <p>9. Define the standards and technical requirements for IT infrastructure and data centre required for e-Procurement system and selection of a professional data centre hosting service provider for hosting e-Procurement application.</p> <p>10. Align system rollout at district level based to progress with the National Communications Backbone project.</p>

### *Readiness assessment - people*

Rating	2 – Not ready	
	Enablers and gaps	Additional actions required
	<p><b>Enablers</b></p> <p>1. Procurement officials in most procuring entities are well trained in the use of technology.</p> <p>2. There is general consensus among</p>	<p>1. Develop change management and capacity building plan to support e-Procurement Implementation.</p> <p>2. Develop a communications plan to support exchange of information among stakeholders.</p>



Rating	2 – Not ready	
	Enablers and gaps	Additional actions required
	<p>key stakeholders that e-procurement is required and key benefits are understood.</p> <p><b>Gaps</b></p> <ol style="list-style-type: none"> <li>1. While the level of IT readiness in staff in parastatal and executive agencies is found to be adequate, the readiness of staff in entities such as Ministry of Education, Health and Local Government is found to be inadequate for implementation and usage of e-procurement/web enabled applications.</li> <li>2. Low awareness of e-Procurement and its benefits in PMUs in the Ministry of Education, Health and Local Government.</li> </ol>	<ol style="list-style-type: none"> <li>3. Establishment training centres of excellence to provide ongoing training to users.</li> <li>4. Development and implementation of certification programmes in e-Procurement and institutionalise e-Procurement training through Procurement &amp; Supplies Professionals and Technicians Board.</li> <li>5. Identify and implement incentives for early adopters of e-Procurement.</li> <li>6. Prepare of training material for awareness for all stakeholders. Materials should include how to guides, key benefits, performance metrics and security awareness.</li> <li>7. Initiate the provision of a specific education, training and awareness program in strategic and operational benefits of e-Procurement implementation to staff and suppliers to widen their understanding and experience of the components that underlay e-Procurement.</li> <li>8. Develop and implement monitoring &amp; evaluation framework for evaluation of effectiveness of training and capacity building programmes and to incorporate the feedback into refinement of training approach and materials</li> </ol>

**Annex 4.13(a): Tenders for CUIS tendered by GPSA**

S. N	Class	Bid Description	No. of lots	Bid Identification No.	Method of Procurement
<b>Goods</b>					
1	A	Stationery and Office Supplies	114	AE/005/HQ/FWC/2009/2010/G/01	NCB
2	B	Office Equipment	30	AE/005/HQ/FWC/2009/2010/G/02	ICB
3	C	Consumables and Accessories for Office Equipment	740	AE/005/HQ/FWC/2009/2010/G/03	NCB
4	D	Furniture and Fittings	29	AE/005/HQ/FWC/2009/2010/G/04	NCB
5	F	Cleaning Materials and Supplies	32	AE/005/HQ/FWC/2009/2010/G/05	NCB
6	G	Motor Vehicles and Motor Cycles	21	AE/005/HQ/FWC/2009/2010/G/06	ICB
7	H	Motor Vehicles Accessories	76	AE/005/HQ/FWC/2009/2010/G/07	NCB
8	I	Tires and Tubes	17	AE/005/HQ/FWC/2009/2010/G/08	NCB
9	J	Fuels and Lubricants	59	AE/005/HQ/FWC/2009/2010/G/09	NCB
10	K	Food and Beverages	29	AE/005/HQ/FWC/2009/2010/G/10	NCB
11	L	Uniforms, Beddings, Sports Gears and Textile Materials	25	AE/005/HQ/FWC/2009/2010/G/11	NCB
12	N	Electrical Materials	76	AE/005/HQ/FWC/2009/2010/G/12	NCB
13	O	Equipment and Machinery	6	AE/005/HQ/FWC/2009/2010/G/13	ICB
14	P	Kitchen Appliances and Equipment	11	AE/005/HQ/FWC/2009/2010/G/14	NCB
15	QRTV	Tools, Equipment and Sundries	33	AE/005/HQ/FWC/2009/2010/G/15	NCB
16	U	Civil Work and Construction Materials	2	AE/005/HQ/FWC/2009/2010/G/16	NCB
<b>Total lots [goods]</b>			<b>1300</b>		
<b>Non consultancy services</b>					
17	E	Catering Services	1	AE/005/HQ/FWC/2009/2010/S/01	NCB
18	E	Conference Services	1	AE/005/HQ/FWC/2009/2010/S/02	NCB
19	E	Cleaning Services	2	AE/005/HQ/FWC/2009/2010/S/03	NCB

S. N	Class	Bid Description	No. of lots	Bid Identification No.	Method of Procurement
20	E	Fumigation Services	2	AE/005/HQ/FWC/2009/2010/S/04	NCB
21	E	Security Services	1	AE/005/HQ/FWC/2009/2010/S/05	NCB
22	E	Travelling Services	1	AE/005/HQ/FWC/2009/2010/S/06	NCB
23	E	Advertisement Services	1	AE/005/HQ/FWC/2009/2010/S/07	NCB
24	E	Transport and Handling Services	1	AE/005/HQ/FWC/2009/2010/S/08	NCB
25	E	Service and Maintenance of Office Equipment	1	AE/005/HQ/FWC/2009/2010/S/09	NCB
26	E	Service and Maintenance of Firefighting Equipment	14	AE/005/HQ/FWC/2009/2010/S/10	NCB
27	E	Service and Maintenance of Generators, Motor vehicles, Motor cycles, wheel alignment and Balancing	14	AE/005/HQ/FWC/2009/2010/S/11	NCB
28	E	Grinding and Milling Services	4	AE/005/HQ/FWC/2009/2010/S/12	NCB
29	E	Printing Services	1	AE/005/HQ/FWC/2009/2010/S/13	NCB
<b>Total lots [Services]</b>			<b>44</b>		
			<b>1344</b>		

**Annex 4.13(b): SUMMARY CALL OFF ORDERS RECEIVED AS AT 30 JUNE 2010**

S/n	PE Name	Region	Value (Tshs)
	<b>MINISTRIES</b>		
1	Min of Labour, Employment and Youth Devt	MARA	204,000.00
			<b>204,000.00</b>
	<b>DEPARTMENTS</b>		
1	LABOUR OFFICE	KAGERA	159,300.00
2	REGISTRAR OF POLITICAL PARTIES	DSM	4,148,280.00
3	Geita Prison	Mwanza	8,827,325.00
4	Magu Prison	Mwanza	6,161,175.00
5	PRISON-ISANGA	DODOMA	41,496,000.00
6	PRISON-KINGANGA KONDOA	DODOMA	1,104,000.00
7	PRISON-KONGWA	DODOMA	3,821,000.00
8	PRISON-MPWAPWA	DODOMA	2,487,000.00
9	PRISON-MSALATO	DODOMA	2,744,000.00
10	Regional Prison	Mwanza	121,129,000.00
11	Regional Medical Officer	Mwanza	6,397,000.00
12	RMO -Mwanza	Mwanza	3,136,700.00
			<b>201,610,780.00</b>
	<b>EXECUTIVE AGENCIES</b>		
1	GPSA - DSM	DSM	335,569,238.93
2	GPSA - KAGERA	KAGERA	824,340.00
3	GPSA- TABORA	Tabora	713,200.00
4	GPSA-KILIMANJARO	KILIMANJARO	378,916.00
5	GPSA- MZA	Mwanza	321,000.00
6	Rural Energy Agency	DSM	2,567,680.00
7	TANROADS- KAGERA	KAGERA	85,638,202.60
8	TBA-TABORA	Tabora	115,500.00
9	TAeSA	DSM	8,064,000.64
10	TEMESA	DSM	118,375,245.38
11	WMA	DSM	103,705,900.00
			<b>656,273,223.55</b>
	<b>REGULATORY AUTHORITIES</b>		
1	Public Procurement Regulatory Authority-PPRA	DSM	1,989,048.93
2	Tanzania Education Authority	DSM	1,395,468.00
3	TANZANIA FOOD AND DRUGS AUTHORITY	DSM	6,468,800.00
			<b>9,853,316.93</b>
	<b>LOCAL GOVERNMENT AUTHORITIES</b>		
1	DAS-Muheza	TANGA	6,151,980.50
2	GEITA DISTRICT COUNCIL	DSM	15,070,808.09
3	Igunga District Council	Tabora	15,843,336.08
4	RAS - Kigoma	KIGOMA	56,448,060.00
5	RAS - KILIMANJARO	KILIMANJARO	17,713,400.00

S/n	PE Name	Region	Value (Tshs)
6	RAS- KAGERA	KAGERA	408,141,427.98
7	RAS Mwanza	Mwanza	7,800,635.00
8	RAS-Tanga	TANGA	17,918,400.00
			<b>545,088,047.65</b>
	<b>SCHOOLS/COLLEGES</b>		
1	Nganza Sec.School	Mwanza	55,058,000.00
2	Sengerema Sec School	Mwanza	79,302,600.00
3	Arusha Secondary School	Arusha	3,403,000.00
4	Bwiru Boys Tech. Sec. School	Mwanza	79,563,800.00
5	Dodoma Secondary School	DODOMA	25,944,000.00
6	Headmaster Mwanza Sec.	Mwanza	23,456,850.00
7	Headmaster Nsumba Sec.	Mwanza	144,319,900.00
8	V.I.C - TABORA	Tabora	1,980,630.00
			<b>413,028,780.00</b>
	<b>PARASTATAL ORGANIZATIONS</b>		
1	COLLEGE OF BUSINESS EDUCATION	DSM	93,988,028.00
2	Institute of Social Work	DSM	3,245,000.00
3	MEDICAL OFFICER KIBONG'OTO	KILIMANJARO	31,616,300.00
4	TPDC	DSM	12,441,306.00
			<b>141,290,634.00</b>
	<b>GRAND TOTAL FY 2009/2010</b>		<b>1,967,348,782.13</b>

## **Annex 4.13 (c): Clarification Issued by GPSA on the System of Procurement of CUIS**

To all:

- 1. Permanent Secretaries**
- 2. Heads of Independent Departments**
- 3. Regional Administrative Secretaries**
- 4. Chief Executive Officers of Parastatal Organizations**

### **RE: GUIDELINES FOR OPERATIONALIZATION OF THE SYSTEM FOR PROCUREMENT OF CUIS USING FRAMEWORK AGREEMENTS**

Reference is made to the above subject matter. The Public Procurement Regulatory Authority (PPRA) in collaboration with Government Procurement Services Agency (GPSA) have designed a system for procurement of Common Use Items and Services (CUIS) by Procuring entities using framework agreements. Operationalisation of the system came into effect on 1<sup>st</sup>, January 2010 for goods and non consultancy services. Since its establishment there have been issues of concern which have been raised by Procuring Entities (PEs), suppliers and service providers and stakeholders regarding the system. We would like to make clarifications and guidance on some critical issues raised by stakeholders to facilitate smooth operations of the system for procurement of CUIS as follows:-

- i) It was noted that after tender award and publication of awarded framework agreements, some PEs continued to advertise the tenders for the same items that have been awarded under framework arrangements. It should be known that the default method for procuring CUIS is using framework agreements that have been awarded to suppliers and service providers by GPSA. Under the situation where the Framework agreements are not practicable respective tender board should be consulted by PMU explaining the reasons for non-practicability. The respective tender board shall decide on the procurement method to adopt. The situation under which Framework Agreements ( FWA) may not be practicable include the following:-
  - a) Where all suppliers and service providers awarded FWA are not willing to supply or provide services;
  - b) Where prices awarded are extremely higher than indicative market price;
  - c) Where suppliers awarded FWA in a specific location are not accessible; and
  - d) Where an item or service under CUIS was not quoted.
- ii) Some of specifications or statement of requirements of an item in the FWA are not precise and adequate to meet individual PEs requirements, under such circumstance PEs may refine available specifications or statement of requirements and call a mini-competition among suppliers and service providers awarded framework agreements subject to approval of the respective tender board



- iii) Suppliers and service providers who fail to honor call-off orders must put in writing by signing and stamping on the space provided on call off order stating the reasons for failure to comply with agreement. Copies of dishonored call off orders should be sent to PPRA and GPSA for information.
- iv) Items and services that fall under CUIS will be included in the PEs Annual Procurement Plan indicating the procurement method to be "**FWA-GPSA**" and there shall be no dates for floating and awarding tenders.
- v) For items whose prices fluctuate seasonally depending on the availability of the products- mostly foodstuffs, PEs are encouraged to call mini-competition among suppliers awarded framework agreements. However an approval must be sought from their respective tender Boards

For any further clarifications with regards to implementing the system of CUIS please contact GPSA for assistance through the under listed contact:-

Chief Executive Officer  
Government Procurement Services Agency  
P.O. Box 9150  
Dar es Salaam  
[Tel:+255 22 2861 617](tel:+255222861617)  
Fax: +255 22 2860 072  
Email: [ceo@gpsa.go.tz](mailto:ceo@gpsa.go.tz)  
Website: [www.gpsa.go.tz](http://www.gpsa.go.tz)

**Annex 5.1: SUMMARY OF CONTRACTS FOR FINANCIAL YEAR 2009/2010 (MINISTRIES)**

Code No.	NAME OF THE ENTITY	BUDGET		GOODS		WORKS		CONSULTANCY SERVICES		NON-CONSULTANCY SERVICES		DISPOSAL OF ASSETS BY TENDER		GRAND TOTAL	
		BUDGET AMOUNT (TSHS)	DISBURSED/ COLLECTED AMOUNT (TSHS)	No.	VALUE	No.	VALUE	No.	VALUE	No.	VALUE	No.	VALUE	No.	VALUE
ME/002	Vice President's office, Union Affairs and Environment	88,076,441,120.00	78,521,128,871.00	94	1,168,576,718.00	2	6,513,000,000.00	5	212,809,600.00	221	670,828,913.00			322	8,565,215,231.00
ME/003	Prime Minister's Office Policy and Coordination	98,038,268,645.00	81,982,513,804.00	172	6,951,720,814.00	8	649,428,831.00	2	1,762,763,033.00	30	1,929,876,276.00			212	11,293,788,954.00
ME/004	Ministry of Finance and Economic Affairs	17,027,795,004.00	10,457,755,069.32	451	5,132,724,183.64	26	642,873,414.10	30	4,092,233,498.90	135	589,923,972.67			642	10,457,755,069.31
ME/005	President's Office, Public Service Management	38,155,568,000.00	42,228,414,339.53	53	567,634,856.73	4	42,668,746.50	2	156,282,120.00	126	2,939,245,160.55			185	4,089,849,597.78
ME/006	Ministry of Communication, Science & Technology	38,677,630,000.00	18,722,875,398.54	84	1,079,934,833.52		1,098,208,794.21		3,120,400.00		84,380,238.00			84	2,265,644,265.73
ME/007	Ministry of Health & Social Welfare	229,211,265,696.00	223,130,648,801.26	170	80,065,263,345.00	29	5,481,194,386.65	8	11,601,869,350.00	9	596,005,831.00			216	97,744,332,912.65
ME/011	Ministry of Water and Irrigation	237,434,788,860.00	119,640,119,183.00	162	66,573,511,490.00	10	68,501,420,177.00	87	63,946,750,489.00	59	379,797,751.63			318	199,401,479,907.63
ME/012	Ministry of Agriculture, Food Security & Cooperatives	283,569,993,000.00	258,859,195,954.00	653	11,408,569,800.50	7	208,585,050.00	4	131,967,400.00	326	8,881,165,154.00			990	20,630,287,184.50
ME/013	Ministry of Foreign Affairs and International Co-operation	28,819,490,000.00	32,077,095,132.92	109	468,085,555.00	10	361,106,607.13		43,568,400.00		11,000,000.00			289	11,821,330,129.84
ME/014	Ministry of Home Affairs				4,688,038,006.00		11,233,256,718.86							0	15,975,863,124.86
ME/015	Ministry of Infrastructure Development	74,515,620,589.00	74,515,620,589.00	395	42,089,941,746.88					2	3,762,548,026.00			397	45,852,489,772.88
ME/016	Ministry of Community Development, Gender and Children	21,694,583,000.00	17,082,187,785.00	62	617,664,419.00	2	244,523,658.00	4	416,795,290.00	39	311,470,633.00			107	1,590,454,000.00
ME/017	Ministry of Lands, Housing & Human Settlements Development	33,483,299,000.00	26,261,423,816.00	42	2,059,193,632.80	15	3,721,863,995.85	6	4,365,938,100.00	7	103,962,800.00			70	10,250,958,528.65
ME/018	Ministry of Natural Resources & Tourism	54,858,013,000.00	44,744,395,174.25	154	1,212,929,472.00					57	250,392,325.80	1	4,010,000,000.03	212	5,473,321,797.83
ME/019	Ministry of Justice & Constitutional Affairs	18,754,743,000.00	13,263,489,475.00	142	889,277,591.00	1	158,415,000.00	2	433,473,560.00	12	291,110,168.00			157	1,772,276,319.00
ME/020	Ministry of Defence & National Service	76,404,125,000.00	75,722,916,645.00	34	12,156,578,634.00	26	18,252,127,184.00							60	30,408,705,818.00
ME/021	Ministry of Livestock and Fisheries Development	66,233,548,570.00	55,160,601,999.57	142	7,586,214,240.82	14	5,318,212,838.00	4	322,281,200.00	80	907,001,910.05			240	14,133,710,188.87
ME/022	Prime Minister's Office, Regional Administration & Local Government	181,387,320,945.00	149,569,711,654.00	97	992,296,621.83	19	214,477,476.50	4	549,016,142.80	372	741,650,976.89			492	2,497,441,218.02
ME/024	Ministry of Education & Vocational Training	545,897,978,000.00	501,660,060,627.00	151	1,932,325,748.40	1	4,184,825,273.00	1	23,852,500.00	3	39,676,800.00			156	6,180,680,321.40
ME/025	Ministry of Information, Culture and Sports	21,814,352,000.00	20,782,413,608.00	293	614,864,084.00	16	670,270,573.00	5	256,835,800.00	60	113,409,996.00			374	1,655,380,433.00
ME/026	Ministry of Labour Employment and Youth Development	16,967,382,000.00	11,186,626,326.00	127	755,960,517.72	8	485,859,369.00	6	103,971,822.00	99	215,938,300.00			240	1,561,730,008.72
ME/027	Ministry of East African Cooperation	30,056,546,000.00	29,835,088,280.00	42	425,069,432.00	3	30,057,277.00	5	162,482,100.24	12	63,089,437.13			62	680,698,246.37
	<b>TOTAL</b>	<b>2,201,078,751,429.00</b>	<b>1,885,404,282,532.39</b>	<b>3629</b>	<b>249,436,375,522.84</b>	<b>201</b>	<b>128,396,394,083.80</b>	<b>175</b>	<b>86,586,010,805.94</b>	<b>1819</b>	<b>33,874,612,637.43</b>	<b>1</b>	<b>4,010,000,000.03</b>	<b>5825</b>	<b>504,303,393,050.04</b>

**Annex 5.1: SUMMARY OF CONTRACTS FOR FINANCIAL YEAR 2009/2010 (PARASTATAL ORGANIZATIONS)**

Code No.	NAME OF THE ENTITY	BUDGET		GOODS		WORKS		CONSULTANCY SERVICES		NON-CONSULTANCY SERVICES		DISPOSAL OF ASSETS BY TENDER		GRAND TOTAL	
		BUDGET AMOUNT (TSHS)	DISBURSED/ COLLECTED AMOUNT (TSHS)	No.	VALUE	No.	VALUE	No.	VALUE	No.	VALUE	No.	VALUE	No.	VALUE
PA/001	Tanzania Electric Supply Co Limited (TANESCO)	878,887,000,000.00	878,887,000,000.00	5681	274,353,476,234.56	8	251,384,770,105.35		28,863,640,026.25	665	8,322,042,136.18		6354	562,923,928,502.34	
PA/003	RELIASSET Holding Company Ltd	48,072,787,150.00	26,072,571,386.00	59	4,450,914,143.00			1	193,773,645.00	9	2,261,650,870.95		69	6,906,318,658.95	
PA/004	National Social Security Fund (NSSF)	93,651,179.00	93,651,179.00	63	4,003,693,983.38	47	178,521,751,009.21	13	10,055,917,140.00	30	4,968,087,811.96		153	197,549,449,944.55	
PA/005	Public Service Pension Fund (PSPF)	37,125,510,000.00	37,125,510,000.00	30	1,002,089,157.00	3	13,672,083,185.00		3,712,385,647.00	13	85,735,517.66		46	18,472,293,506.66	
PA/006	National Construction Council (NCC)	191,900,000.00	191,900,000.00	20	45,167,785.00	1	1,723,375.00			12	30,638,019.00		33	77,529,179.00	
PA/007	Muhimbili University College of Health Sciences (MUCHS)	14,462,478,000.00	5,190,124,524.00	37	1,602,338,103.46	11	5,138,729,891.70	3	75,166,200.00	16	749,717,112.00		67	7,565,951,307.16	
PA/008	Muhimbili Orthopaedic Institute (MOI)	7,594,912,700.00	7,099,718,017.00	3105	3,374,842,586.00	2	124,746,751.40			37	325,739,418.00		3144	3,825,328,755.40	
PA/009	Muhimbili National Hospital	23,514,532,414.00	22,021,885,128.00	1179	9,443,423,504.47	1	231,198,329.00		134,500,000.00	6	243,766,000.00		1186	10,052,887,833.47	
PA/010	Ocean Road Cancer Institute			29	1,752,469,798.00	5	2,618,091,771.00	2	284,300,000.00	17	349,376,105.00		53	4,984,237,678.00	
PA/011	University of Dar Es Salaam (UDSM)	6,242,532,055.22	6,226,281,375.22	145	1,498,560,877.42	4	388,310,096.00	1	35,304,037.00	4	197,882,000.00		154	2,120,057,010.42	
PA/012	Sokoine University of Agriculture (SUA)	30,094,165,871.85	29,619,816,888.60	564	4,495,934,850.23	6	1,237,986,921.00	1	39,192,000.00	409	1,145,740,145.62		980	6,918,853,916.85	
PA/013	Mzumbai University	16,139,733,615.00	12,604,501,378.20	508	1,096,301,788.00	7	161,709,445.20	2	52,600,000.00	28	228,599,558.40	3	548	1,570,010,791.60	
PA/014	Ardhi University	6,335,000,000.00	4,677,188,700.00	47	1,069,717,416.65	8	2,086,328,796.16	2	65,732,977.85	36	552,153,867.59		93	3,773,933,058.25	
PA/015	Dar Es Salaam Institute of Technology (DIT)	6,242,532,055.22	6,226,281,375.22	142	1,498,560,877.42	4	388,310,096.00	1	35,304,037.00	4	197,882,000.00		151	2,120,057,010.42	
PA/016	Institute of Finance Management (IFM)	24,976,714,000.00	14,292,899,130.00	54	574,381,319.00	8	172,655,302.00	3	30,490,450.00	26	348,021,661.00		91	1,125,548,732.00	
PA/017	Institute of Accountancy Arusha (IAA)	1,081,000,000.00	1,130,669,112.00	21	951,596,755.00	1	8,530,000.00	1	500,000.00	26	165,811,356.80		49	1,126,438,111.80	
PA/018	Open University of Tanzania (OUT)			15	532,715,435.65	4	980,024,376.00			6	93,165,664.16		25	1,605,902,475.81	
PA/019	National Institute for Medical Research (NIMR)	8,240,000,000.00	8,240,000,000.00	208	476,149,036.00					26	391,722,429.00	2	236	893,536,465.00	
PA/021	College of Business Education (CBE)	1,250,973,232.00	850,973,322.00	68	1,552,237,430.00	2	56,671,860.00			58	192,899,422.00		128	1,801,768,712.00	
PA/022	The Mw. Nyerere Memorial Academy (Kivukoni)	6,332,695,144.00	5,980,517,918.00	176	989,223,193.82	31	1,917,247,103.18	2	8,250,000.00	28	93,301,240.00	1	238	3,008,721,597.00	
PA/023	Moshi University College of Cooperative and Business Studies	3,224,700,000.00	1,532,799,059.00	44	945,809,768.60	19	406,460,340.70			8	171,886,950.70	2	73	1,532,799,060.00	
PA/024	Vocational Education and Training Authority	72,509,253,964.00	13,295,218,800.96	30	12,656,708,472.56	1	480,699,324.00	5	114,595,200.00	6	43,215,804.00		42	13,295,218,800.96	
PA/025	Kibaha Education Centre	6,437,866,226.00	5,690,794,507.00	405	1,643,783,528.00	6	1,765,368,735.10	1	71,980,014.90	80	203,127,629.00		492	3,684,259,907.00	
PA/027	Tanzania Unit Trust (TUT)	4,088,613,400.00	4,088,613,400.00	263	260,708,588.52	5	45,230,000.00			33	92,213,795.64		301	398,152,384.16	
PA/028	National Institute of Transport (NIT)	6,166,953,420.00	6,084,397,477.00	5	223,457,984.88	1	2,241,753,232.00	1	160,000,000.00	3	70,857,928.80	1	11	2,688,182,045.68	
PA/029	National Environment Management Council (NEMC)	1,213,120,000.00	943,942,917.00	25	455,533,825.00	4	360,625,777.00			20	99,788,159.00		53	981,987,761.00	
PA/030	Higher Education Students Loan Board.	1,764,294,950.00	1,764,294,950.00	59	336,290,956.65			5	23,440,000.00	155	301,397,160.66		219	661,128,117.31	
PA/031	Tanzania Petroleum Development Corporation (TPDC)	8,446,653,000.00	6,169,962,017.00	28	162,052,006.85	2	24,567,420.00			6	536,819,353.00		36	723,438,779.85	
PA/032	Tanzania Telecommunication Co. Limited (ITCL)	203,251,000.00	52,620,307,000.00	2825	1,473,975,693.36	1785	1,000,110,690.00			8171	11,176,998,697.00		12781	13,651,085,080.36	
PA/037	Tanzania National Parks (TANAPA)	73,741,234,896.00	73,741,234,896.00	4491	11,759,384,259.10	362	5,584,642,228.98	11	153,266,246.72	836	718,805,239.67		5700	18,216,097,974.47	
PA/038	Parastatal Pension Fund (PPF)	14,908,100,000.00	11,552,300,000.00	214	1,775,856,701.54	14	4,458,527,656.00	3	76,146,826.64	532	762,307,080.34	3	766	7,108,688,284.52	
PA/039	Tropical Pesticides Research Institute	482,000,000.00	482,000,000.00	95	104,034,480.00					27	20,540,918.40		122	124,575,398.40	
PA/040	Tanzania Tea Board				84,423,201.70						24,088,308.20		0	108,511,509.90	
PA/041	University of Dodoma			241	8,314,446,901.40	6	5,528,900.00			184	187,464,600.55		431	8,507,440,401.95	
PA/043	Tanzania Engineering and Manufacturing Design (TEMDDO)	1,020,584,520.00	230,630,710.00	106	96,500,000.00	56	72,055,953.00	1	5,420,000.00	78	12,703,665.00		241	186,679,618.00	
PA/044	Tanzania Bureau of Standards (TBS)	8,569,018,125.00	8,569,018,125.00	175	845,454,513.80					10	30,884,221.00		185	876,338,734.80	
PA/045	National Examination Council of Tanzania (NECTA)	32,436,871,901.00	33,906,945,695.00	195	5,246,720,943.00	4	4,763,110,000.00	2	30,030,000.00	11	292,397,141.00		212	10,332,258,084.00	
PA/046	Tanzania Library Services	360,430,761.65	360,430,761.65	32	231,542,041.00	3	33,668,729.00	1	16,600,000.00	6	78,619,987.65		42	360,430,761.65	
PA/049	National Board of Materials Management (NBMM)	1,901,850,126.00	606,209,102.00		618,333,814.00		113,000,000.00				860,788,591.00		0	1,604,697,792.00	
PA/050	Architects and Quantity Surveyors Registration Board (AQRB)	147,343,000.00	144,626,024.00	31	136,352,473.00	1	7,500,000.00			1	773,551.00		33	144,626,024.00	

**Annex 5.1: SUMMARY OF CONTRACTS FOR FINANCIAL YEAR 2009/2010 (PARASTATAL ORGANIZATIONS)**

Code No.	NAME OF THE ENTITY	BUDGET		GOODS		WORKS		CONSULTANCY SERVICES		NON-CONSULTANCY SERVICES		DISPOSAL OF ASSETS BY TENDER		GRAND TOTAL	
		BUDGET AMOUNT (TSHS)	DISBURSED/ COLLECTED AMOUNT (TSHS)	No.	VALUE	No.	VALUE	No.	VALUE	No.	VALUE	No.	VALUE	No.	VALUE
PA/O51	Engineers Registration Board (ERB)			36	187,472,942.00					3	132,245,109.30			39	319,718,051.30
PA/O52	National Board of Accountants and Auditors (NBAA)	1,600,000,000.00	612,975,740.28	14	302,389,940.00			2	140,399,895.00	4	49,734,340.08	1	15,530,000.00	21	508,063,975.08
PA/O53	Tanzania Automotive Technology Centre- Nyumbu	3,615,883,000.00	2,970,472,310.00	8	970,157,283.00	5	156,139,817.00			3	764,342,000.00			16	1,870,639,100.00
PA/O55	Institute of Social Work	2,916,810,000.00	2,392,152,990.00	18	206,295,722.00	1	1,064,027,040.00			13	31,400,000.00			32	1,352,768,472.75
PA/O57	National Institute for Productivity	43,600,000.00	41,076,422.00	23	73,465,899.00					1	3,600,000.00			24	77,065,899.00
PA/O58	Mkwawa University of Education	9,452,718,119.00	5,892,536,912.03	46	955,936,772.50	6	727,979,779.00	1	26,985,000.00	18	537,306,381.50	1	551,430.00	72	2,248,759,363.00
PA/O61	Tanzania Forest Research Institute	1,958,600,000.00	1,135,432,343.67	1	2,892,684,922.00									1	2,892,684,922.00
PA/O62	National Museum Tanzania (NMVT)	1,726,553,000.00	1,710,869,413.00	21	1,478,408,589.00	2	50,040,000.00			10	38,966,000.00			35	1,588,844,569.00
PA/O66	National Housing Corporation (NHC)	59,513,859,530.00	47,287,546,188.00	269	1,690,917,915.30					110	821,864,908.90			379	3,351,700,304.20
PA/O68	National Development Corporation (NDC)	6,500,000,000.00	2,914,000,000.00	16	66,979,025.00	3	2,475,689.00			26	32,465,877.00			50	611,137,107.00
PA/O69	National Insurance Corporation	2,250,300,000.00	2,250,300,000.00	53	767,461,207.00	2	4,593,400.00			28	175,108,967.00			90	952,873,376.00
PA/O70	Tanzania Institute of Education	1,050,007,604.00	1,050,007,604.00	42	746,008,807.00	10	124,788,959.18			8	142,908,744.00			60	1,013,705,610.18
PA/O71	National Health Insurance Fund (NHIF)	12,858,947,908.00	12,858,947,908.00	106	2,351,300,996.32	2	5,317,796,696.30	1	1,200,000.00	31	534,301,487.67			140	8,204,599,180.29
PA/O72	Tanzania Food and Nutrition Centre	1,025,805,200.00	1,471,940,929.00	457	271,196,323.00	1	2,320,000.00			37	49,947,664.00			495	323,463,987.00
PA/O74	Tanzania Investment Bank	9,422,300,000.00	1,409,951,412.00	51	762,783,474.00	1	2,737,128.00			28	113,478,680.00			83	1,024,036,652.00
PA/O75	Anusha International Conference Centre (AIACC)	2,940,515,297.00	2,940,515,297.00	136	996,469,227.00	7	992,571,861.60			36	138,755,068.50			181	2,188,825,667.10
PA/O78	College of African Wildlife Management, Mwele	3,684,621,574.00	163,000,000.00	26	477,283,065.00	3	34,509,114.00			6	207,350,570.00	1	701,569,110.00	38	1,452,441,859.00
PA/O79	National College of Tourism	1,914,310,575.00	1,400,652,539.00	30	262,395,515.00	4	156,806,942.00			13	11,313,592.00			50	744,213,900.00
PA/O81	Eastern Africa Statistical Training Centre (EASTC)	2,173,477,808.17	2,220,691,549.82	103	333,878,141.82	73	112,655,232.00			20	20,278,793.00			196	468,812,166.82
PA/O82	Bank of Tanzania (BOT)	31,328,252,000.00	46,958,172,332.01	941	19,628,287,917.43	68	10,954,653,071.55	15	1,476,384,820.53	3171	14,953,539,948.63			4195	47,012,866,758.14
PA/O83	Anusha Technical college	4,432,000,000.00	3,950,236,505.00	4	205,036,916.00	4	1,156,957,501.00			3	646,799,500.00			13	2,312,964,322.90
PA/O84	Tanzania Broadcasting Corporation	12,195,000,000.00	11,171,788,753.00	206	864,415,247.00	3	1,991,290,348.00			105	312,186,186.00			317	2,603,815,781.00
PA/O85	Board of External Trade	4,162,455,139.10	4,524,491,594.54	200	1,352,773,386.00									200	1,352,773,386.00
PA/O86	Dar es Salaam Maritime Institute (DMI)	1,778,064,934.00	1,562,369,280.00	12	86,907,654.00					5	25,168,302.00			17	112,075,956.00
PA/O87	Dar es Salaam University College of Education (DUCE)	5,230,772,576.00	3,647,744,248.00	96	1,317,686,896.00	4	172,954,700.00			142	326,731,900.50			242	1,817,372,496.50
PA/O88	Gaming Board of Tanzania	3,672,000,467.00	3,672,000,467.00	8	379,084,000.00	2	109,190,000.00			3	32,599,000.00			13	520,873,000.00
PA/O92	Tanzania Postal Bank (TPB)	19,930,974,741.00	19,930,974,741.00	294	1,528,578,066.00					438	1,020,136,378.00			732	2,548,714,444.00
PA/O95	Local Authorities Pensions Fund (LAPF)	125,825,658,727.00	41,588,813,058.00	14	417,314,384.00	10	40,357,345,945.00			2	176,716,000.00			40	41,113,130,487.25
PA/O97	Government Employees Provident Fund	2,160,190,000.00	2,160,190,000.00	57	202,272,446.00	3	8,270,960.00			27	169,706,282.00			91	1,036,162,488.00
PA/O99	Twiga Bancorp Ltd	2,340,500,000.00	149,400,000.00	13	249,474,669.29	1	51,478,892.40			5	34,228,920.45			19	335,082,482.14
PA/100	Air Tanzania Cooperation Company (LTD)	15,304,000,000.00	14,171,472,000.00	2	3,368,000,000.00	5	2,894,000,000.00			21	7,910,472,000.00			30	14,171,472,000.00
PA/102	Tanzania Standard New (TSN)	10,124,847,191.00	8,767,748,500.00	139	1,380,074,442.00	4	14,366,500.00			127	261,833,824.04	17	17,572,000.00	289	1,688,511,766.04
PA/103	Dar Stock Exchange	772,320,000.00	750,491,000.00	226	94,498,397.00					12	275,775,565.00			238	370,273,962.00
PA/105	Centre for Agricultural Mechanization and Rural Technology (CAMARTC)	2,068,403,200.00	1,446,121,395.00	263	791,075,837.67					12	9,360,000.00			276	1,100,435,837.67
PA/107	Tanzania Coffee Board	2,865,171,376.00	2,732,980,067.00	6	60,970,000.00	1	1,500,000.00			2	17,420,409.00			10	119,390,409.00
PA/108	Tanzania Cashewnut Board	1,298,801,400.00	1,126,668,000.00	6	77,680,082.08	4	25,391,000.00			9	298,006,941.41			19	401,078,023.49
	<b>TOTAL</b>	<b>1,726,047,929,484.21</b>	<b>1,547,340,946,218.20</b>	<b>25563</b>	<b>410,149,063,009.43</b>	<b>2647</b>	<b>547,069,007,155.01</b>	<b>135</b>	<b>48,393,673,065.79</b>	<b>16118</b>	<b>67,947,755,622.91</b>	<b>32</b>	<b>845,571,840.00</b>	<b>44295</b>	<b>1,074,405,070,693.14</b>

**SUMMARY OF CONTRACTS FOR FINANCIAL YEAR 2009/2010 (AGENCIES)**

Code No.	NAME OF THE ENTITY	BUDGET		DISBURSED/ COLLECTED AMOUNT (TSHS)		GOODS		WORKS		CONSULTANCY SERVICES		NON-CONSULTANCY SERVICES		DISPOSAL OF ASSETS BY TENDER		GRAND TOTAL			
		BUDGET AMOUNT (TSHS)		No.	VALUE	No.	VALUE	No.	VALUE	No.	VALUE	No.	VALUE	No.	VALUE	No.	VALUE	No.	VALUE
AE/001	Tanzania National Roads Agency (TANROADS)	438,691,086,000.00	536,113,633,411.00	157	785,488,133.00	1200	735,410,386,349.00	29	44,135,609,751.00	20	120,878,612.00	1406	780,452,132,845.00			1406	780,452,132,845.00		
AE/002	Tanzania Tree Seed Agency	846,837,367.00	473,942,302.00	13	175,288,125.00	0				6	68,443,988.00	19	243,732,113.00			19	243,732,113.00		
AE/003	Tanzania Meteorological Agency	7,225,258,100.00	7,225,258,100.00	55	412,752,561.80	4	804,344,398.14	5	107,333,712.50	39	368,384,407.66	103	1,692,815,080.10			103	1,692,815,080.10		
AE/004	Tanzania Food & Drug Agency	800,392,000.00	623,452,796.82	6	357,066,646.00	0				14	229,556,371.58	20	586,625,017.58			20	586,625,017.58		
AE/006	Tanzania Electrical, Mechanical & Electronics Services Agency (TEMESA)	1,361,310,840.00	961,301,840.00	47	566,949,314.00	1	32,000,000.00	6	57,056,772.00	11	301,200,000.00	65	957,208,086.00			65	957,208,086.00		
AE/008	Rural Energy Agency (REA)	39,547,585,700.00	22,136,639,658.00	50	363,260,683.20	3	171,493,500.00	11	84,047,889.00	45	163,418,558.00	109	782,220,630.20			109	782,220,630.20		
AE/009	Drilling and Dam Construction Agency (DCCA)	24,329,915,136.00	5,079,876,495.80	295	14,278,287,710.80					3	44,563,000.00	298	14,322,850,710.80			298	14,322,850,710.80		
AE/010	BRELA	3,478,454,447.00	3,478,454,447.00	18	1,904,340,334.00			1	23,872,875.00	20	65,000,000.00	39	1,993,213,209.00			39	1,993,213,209.00		
AE/012	Tanzania Building Agency (TBA)	18,558,497,000.00	6,521,892,736.00	91	312,941,521.00	10	3,910,018,516.90			45	48,622,975.00	146	4,271,593,012.90			146	4,271,593,012.90		
AE/013	Agricultural Seed Agency	7,852,331,081.00	4,694,730,957.00	174	1,272,479,368.00	9	95,424,045.00	9	34,431,599.00	202	351,613,641.00	394	1,753,948,655.00			394	1,753,948,655.00		
AE/015	Weights & Measures Agency	4,911,130,999.30	4,911,130,999.30	73	947,741,354.10	10	37,112,265.00	1	4,491,370.00			84	989,344,989.10			84	989,344,989.10		
AE/016	Tanzania Ports Authority (TPA)	249,313,000,000.00	249,313,000,000.00	3209	57,244,056,120.00	47	56,455,012,690.00	9	9,777,092,264.00	46	542,657,298.00	3312	124,034,036,522.00			3312	124,034,036,522.00		
AE/017	Government Chemist Laboratory Agency							6	28,859,795.00	26	256,869,479.50	101	1,309,484,656.69			101	1,309,484,656.69		
AE/018	Public Procurement Regulatory Authority (PPRA)	7,650,736,000.00	6,598,759,000.00	26	307,084,461.38			9	1,262,478,045.60	39	387,601,749.00	74	1,957,164,255.98			74	1,957,164,255.98		
AE/020	Tanzania Communication Regulatory Authority (TCRA)	32,753,099,600.00	32,753,099,600.00	100	1,582,353,836.30	2	27,260,400.00	4	256,706,850.00	45	267,162,709.00	151	2,133,483,795.30			151	2,133,483,795.30		
AE/021	Capital Development Authority (CDA)	9,586,415,380.00	6,719,266,084.00	116	1,238,592,642.84	21	1,416,170,314.00	5	710,883,693.00	26	53,955,374.00	168	3,419,602,023.84			168	3,419,602,023.84		
AE/022	Rufiji Basin Development Authority (RUBADA)	88,779,000.00	88,779,000.00	8	53,041,701.60			1	6,200,000.00	3	34,474,855.46	12	120,002,707.06			12	120,002,707.06		
AE/023	Tanzania Revenue Authority (TRA)	24,583,262,174.56	24,583,262,174.56	746	12,257,775,697.96	373	3,847,233,101.30	25	2,018,536,841.50	789	2,282,958,641.38	1933	20,406,504,282.14			1933	20,406,504,282.14		
AE/024	Energy and Water Utilities Regulatory Authority (EWURA)	22,971,321,676.00	22,971,321,676.00	73	2,828,266,125.55			7	1,016,719,375.00	359	1,882,648,974.40	439	5,727,633,474.95			439	5,727,633,474.95		
AE/025	Surface Marine Transport Regulatory Authority (SUMATRA)																		
AE/026	Tanzania Education Authority	5,708,000,000.00	5,708,000,000.00	38	162,700,000.00			2	33,000,000.00	46	230,800,000.00	86	426,300,000.00			86	426,300,000.00		
AE/027	Tanzania Airport Authority (TAA)	107,199,317,710.00	107,199,317,710.00	339	9,016,128,493.00	22	15,701,772,254.00	19	2,482,703,271.00	129	3,582,453,386.00	509	30,783,057,404.00			509	30,783,057,404.00		
AE/029	UWASA - Arusha	2,327,714,500.00	2,327,714,500.00	580	1,048,316,604.50					4	2,092,199,646.00	582	1,388,500,165.00			582	1,388,500,165.00		
AE/030	UWASA - Babati	7,834,976,295.00	7,596,085,687.00	85	103,257,680.00	4	2,092,199,646.00	4	523,699,846.00	164	292,183,560.50	257	2,786,697,873.00			257	2,786,697,873.00		
AE/032	DAWASCO																		
AE/033	DAWASA	124,841,150,000.00	124,841,150,000.00	125	2,147,190,123.80	5	1,031,633,189.00	9	3,802,645,975.00	11	83,289,882.50	150	7,164,789,170.10			150	7,164,789,170.10		
AE/034	UWASA - Dodoma	4,937,228,000.00	3,775,777,789.10	198	1,294,484,630.00	4	2,583,793,427.00	9	110,517,897.00	7	100,577,399.00	218	4,089,363,353.00			218	4,089,363,353.00		
AE/035	UWASA - Iringa	4,445,705,088.00	4,445,709,088.00	1063	572,427,645.04	1	300,412,500.00	1	1,786,911,660.00	48	13,457,257.00	1113	2,673,209,062.04			1113	2,673,209,062.04		
AE/037	UWASA - Mbeya																		
AE/038	UWASA - Morogoro	4,061,537,456.36	3,975,268,540.81	43	1,891,631,898.00	42				14	182,086,500.00	48	1,926,922,248.00			48	1,926,922,248.00		
AE/039	UWASA - Moshi	19,145,573,234.74	4,793,509,121.06	114	939,425,636.90					3	57,994,010.00	117	987,419,648.90			117	987,419,648.90		
AE/042	UWASA - Mwanza									3	1,008,083,546.00	30	25,697,847,171.40			30	25,697,847,171.40		
AE/044	UWASA - Sumbawanga	241,777,888.00	241,777,888.00	18	61,423,196.00			4		4	14,336,100.00	22	75,759,298.00			22	75,759,298.00		
AE/045	UWASA - Sumbawanga	113,665,300.00	127,089,029.00	47	75,849,533.00	14	5,952,110.00			12	45,287,386.00	73	127,089,029.00			73	127,089,029.00		
AE/046	UWASA - Shinyanga	6,327,228,605.62	5,340,683,305.19	3	1,037,794,793.00	2	3,134,497,360.00					5	4,172,232,155.00			5	4,172,232,155.00		
AE/048	UWASA - Tanga	4,598,864,940.00	4,254,592,110.00	19	1,298,198,520.00	1	24,442,454.00			4	77,079,157.00	24	1,399,720,131.00			24	1,399,720,131.00		
AE/049	UWASA - Lindi	5,324,853,400.00	2,323,905,671.00	155	98,069,760.00							155	98,069,760.00			155	98,069,760.00		
AE/050	Tanzania Public Service College	2,358,265,382.00	2,358,265,382.00	59	527,996,290.00	16	1,453,521,948.00	2	121,000,000.00	6	255,737,144.00	83	2,358,265,382.00			83	2,358,265,382.00		
AE/051	Tanzania Government Flight Agency	8,494,674,996.00	7,064,387,840.00	9	7,394,816,740.41	2	21,533,765.00			2	2,649,600.00	13	7,419,000,105.41			13	7,419,000,105.41		

SUMMARY OF CONTRACTS FOR FINANCIAL YEAR 2009/2010 (AGENCIES)

Code No.	NAME OF THE ENTITY	BUDGET		GOODS		WORKS		CONSULTANCY SERVICES		NON-CONSULTANCY SERVICES		DISPOSAL OF ASSETS BY TENDER		GRAND TOTAL	
		BUDGET AMOUNT (TSHS)	DISBURSED/ COLLECTED AMOUNT (TSHS)	No.	VALUE	No.	VALUE	No.	VALUE	No.	VALUE	No.	VALUE	No.	VALUE
AE/053	Dares-salaam Rapid Transit Agency (DART)	1,300,000,000.00	1,300,000,000.00	12	655,319,433.00	5	229,833,050.00	5	36,458,000.00			22	921,610,483.00		
AE/055	Ngorongoro Conservation Area Authority	32,074,087,115.48	32,074,087,115.48	458	3,509,852,108.09	4	255,002,281.00	3	45,535,658.37			465	3,810,390,047.46		
AE/057	Registration Insolvency and Trusteeship Agency (RTA)	3,813,000,000.00	961,541,212.00	26	514,073,576.00	11	247,329,636.00	2	46,450,000.00			41	961,541,212.00		
AE/059	Geological Survey of Tanzania	999,140,000.00	1,998,280,000.00	60	240,713,151.00	6	739,185,063.20	4	54,404,780.65			72	1,066,222,984.85		
AE/060	Tanzania Employment Services Agency (TaESA)	1,200,000,000.00	1,147,146,840.00	46	230,403,936.90	4	61,350,000.00	66	123,020,358.70			116	414,774,295.60		
AE/061	National Identification Authority (NIDA)	18,841,785,000.00	11,463,874,613.00	15	607,145,106.00	2	76,525,301.00	1	3,591,000,000.00			23	4,530,870,407.00		
AE/062	Agricultural Input Trust Fund (AGITF)	141,348,500.00	120,541,750.00	6	120,546,750.00							6	120,546,750.00		
AE/064	Tanzania Insurance Regulatory Authority (TIRA)	3,499,806,749.00	3,499,806,749.00	23	91,812,354.00	3	71,759,200.00	1	24,750,000.00			30	307,273,789.00		
<b>TOTAL</b>		<b>1,264,379,456,661</b>	<b>1,274,186,403,218</b>	<b>8972</b>	<b>136,234,986,087.32</b>	<b>1854</b>	<b>854,147,174,927.13</b>	<b>209</b>	<b>73,727,352,069.25</b>	<b>2424</b>	<b>14,636,356,804.05</b>	<b>13462</b>	<b>1,078,869,635,887.75</b>		



**SUMMARY OF CONTRACTS FOR FINANCIAL YEAR 2009/2010 (INDEPENDENT DEPARTMENTS)**

Code No.	NAME OF THE ENTITY	BUDGET		GOODS		WORKS		CONSULTANCY SERVICES		NON-CONSULTANCY SERVICES		DISPOSAL OF ASSETS BY TENDER		GRAND TOTAL	
		BUDGET AMOUNT (TSHS)	DISBURSED/ COLLECTED AMOUNT (TSHS)	No.	VALUE	No.	VALUE	No.	VALUE	No.	VALUE	No.	VALUE	No.	VALUE
IE/001	National Audit Office (NAO)	24,667,275,810.00		41	848,324,717.00	5	4,286,217,964.00	2	144,021,405.00	2	21,110,640.00			50	5,299,674,726.00
IE/003	Political Parties Registrar	20,055,620,000.00	16,359,048,190.00		347,827,859.00		271,999,985.00		20,071,568.00		340,858,131.00			0	980,757,543.00
IE/004	Tanzania Law Reform Commission	2,431,232,437.00	2,064,677,772.20	27	199,719,397.00			1	29,800,000.00	6	83,144,800.00			34	312,664,197.00
IE/005	Prevention and Combating of Corruption Bureau (PCCB)	42,750,157,024.00	45,072,452,747.71	61	3,657,553,807.72	3	1,580,000,000.00	3	222,057,659.50	7	675,664,985.00			74	6,135,276,262.22
IE/006	National Assembly	70,529,763,684.45	69,415,246,148.56	273	3,003,697,327.00	4	182,431,624.00	43	683,779,177.00	423	9,732,099,917.00			743	13,602,009,045.00
IE/008	Inter-ministerial Anti – Drug Commission (Drug Control Commission)	1,146,075,000.00	1,146,075,000.00	89	289,347,147.00	1	72,749,601.20							90	362,096,748.20
IE/009	Medical Stores Department	183,121,000.00	183,121,000.00	271	56,237,272,242.04	6	1,363,155,973.10	9		116	1,920,180,112.97			402	59,520,608,328.11
IE/010	Tanzania Commission for Aids (TACAIDS)	26,627,298,838.00	14,466,757,157.48	91	753,420,666.00	12	170,312,984.00	14	726,328,000.00	62	662,070,946.00			179	2,332,131,995.00
IE/011	Tanzania Social Action Fund (TASAF)	45,864,468,991.00	30,755,245,384.00	202	268,597,577.00	3	16,929,075.00	4	1,072,961,500.00	346	742,761,856.00			555	2,101,250,008.00
IE/017	Commission for Human Rights and Good Governance (CH-RAGG)	4,739,894,716.00	4,715,392,348.00	79	239,470,880.80	3	62,832,321.00			59	158,413,923.04			141	460,717,124.84
IE/018	National Electoral Commission (NEC)	18,470,304,000.00	66,652,557,594.00	199	11,232,873,930.93	38	2,707,538,200.11			46	2,561,126,710.00			283	16,501,536,841.04
IE/021	President Office Planning Commission	8,586,896,000.00	6,584,542,786.00	39	590,602,877.00	8	97,512,673.00	2	39,178,000.00	144	291,382,710.00			193	1,018,676,260.00
IE/022	President Office Ethics Secretariat	3,516,707,900.00	3,303,690,815.73	34	487,382,288.98	9	47,705,800.50	7	138,570,000.00		108,596,926.16			50	782,255,015.64
IE/023	Commission for Mediation and Arbitration (CMA)	3,163,657,000.00	1,919,785,696.00	47	187,931,922.94	1	22,419,740.00	0		16	71,524,674.00			64	281,876,336.94
IE/025	High Court of Tanzania (Commercial division)	1,679,299,250.00	1,375,163,250.00	66	285,079,769.00			2	135,930,666.00	5	3,329,756.00			73	424,340,191.00
IE/026	Fair Competition Commission	1,170,272,300.00	939,927,172.94	92	225,811,472.00	1	7,396,000.00			24	11,269,236.00			117	244,476,708.00
IE/027	Fair Competition Tribunal (FCT)	663,565,100.00	558,233,419.00	18	36,751,255.00					19	139,891,925.98			37	176,643,180.98
IE/028	Tanzania Wildlife Protection Fund (TWPF)	12,268,560,633.00	11,581,174,184.95	98	519,053,061.10	6	73,777,635.61			46	139,122,780.00			150	731,953,476.71
IE/031	Accountant General Department	126,502,453,500.00	110,980,621,990.00	150	2,216,055,226.80	18	47,310,257.20			111	3,358,172,383.84			279	5,621,537,867.84
IE/032	Judicial Service Commission	1,224,459,000.00	1,140,168,730.00	15	176,367,511.00	4	5,332,000.00			12	33,420,545.00			31	215,120,056.00
	<b>TOTAL</b>	<b>416,241,082,183.45</b>	<b>389,213,891,386.57</b>	<b>1892</b>	<b>81,803,140,734.31</b>	<b>122</b>	<b>11,015,621,833.72</b>	<b>87</b>	<b>3,212,697,975.50</b>	<b>1444</b>	<b>21,074,142,357.99</b>	<b>0</b>	<b>-</b>	<b>3545</b>	<b>117,105,602,901.52</b>

SUMMARY OF CONTRACTS FOR FINANCIAL YEAR 2009/2010 (RAS)

Code No.	NAME OF THE ENTITY	BUDGET		GOODS		WORKS		CONSULTANCY SERVICES		NON-CONSULTANCY SERVICES		DISPOSAL OF ASSETS BY TENDER		GRAND TOTAL	
		BUDGET AMOUNT (TSHS)	DISBURSED / COLLECTED AMOUNT (TSHS)	No.	VALUE	No.	VALUE	No.	VALUE	No.	VALUE	No.	VALUE	No.	VALUE
RAS/001	RAS - ARUSHA	10,341,548,000.00	5,975,382,436.00	133	1,073,011,641.00	19	2,530,549,442.65	1	114,846,814.65	8	415,351,227.00			161	4,133,759,125.30
RAS/002	RAS - DODOMA	4,322,944,000.00	4,160,624,545.00	14	1,151,720,978.00	16	2,629,055,728.00			4	379,847,899.00			34	4,160,624,545.00
RAS/003	RAS - IRINGA	8,187,849,000.00	8,187,849,000.00	173	861,658,250.00	8	869,485,000.00	1	6,661,100.00	35	60,300,000.00			217	1,798,104,350.00
RAS/004	RAS - KIGOMA	3,184,277,000.00	3,065,277,000.00	243	1,187,480,373.00	9	706,601,540.00	1	200,000,000.00		234,532,815.87			253	2,328,614,728.87
RAS/005	RAS - KILIMANJARO	10,068,835,090.00	9,277,134,678.00	374	1,085,016,027.00	11	1,203,247,845.00	13	260,209,258.00	78	409,548,821.00			476	2,958,021,951.00
RAS/006	RAS - LINDI	6,977,572,318.00	6,977,572,318.00	137	169,518,880.00	10	1,010,537,288.00	10	57,000,000.00	64	83,617,683.00			221	1,320,673,851.00
RAS/007	RAS - MBEYA	2,927,023,000.00	2,779,695,794.00	94	1,982,126,228.00	21	477,823,275.00	3	11,499,015.00	78	510,324,071.00			196	2,981,772,589.00
RAS/008	RAS - MOROGORO	5,249,930,000.00	5,184,930,000.00	246	362,112,051.92	15	1,466,328,564.00	1	5,000,000.00	133	181,612,256.40			395	2,015,552,872.32
RAS/009	RAS - MWANZA	3,846,267,860.00	1,844,988,539.08	186	393,601,964.28	6	1,277,234,628.80	1	114,915,117.00	36	59,596,829.00			229	1,845,348,539.08
RAS/010	RAS - MARA	5,936,759,000.00	5,936,759,000.00	2	958,833,644.00	12	1,406,410,961.80	1	42,000,000.00	2	341,946,624.00			17	2,749,191,229.80
RAS/011	RAS - MTWARA	6,727,667,397.00	6,422,034,583.00	172	1,041,802,328.00	15	1,392,003,325.00			92	153,929,879.00			279	2,587,735,532.00
RAS/012	RAS - SINGIDA	8,036,367,364.00	7,672,435,746.00	133	766,638,287.10	18	4,332,840,380.00	10	271,757,600.90	54	394,333,207.84			215	5,765,569,475.84
RAS/014	RAS - RUKWA	3,377,046,941.00	3,072,046,941.00		1,686,672,311.00	18	955,393,525.00	22	36,161,950.00	329	90,163,621.00			369	2,768,391,407.00
RAS/016	RAS - TABORA	4,625,289,000.00	4,472,456,107.60	655	897,438,946.00	13	794,038,181.16	5	35,307,669.00	265	188,246,000.00			938	1,915,030,796.16
RAS/017	RAS - RUVUMA	8,803,241,388.65	8,194,690.58	382	276,873,485.79	6	1,417,128,916.83	6	107,275,816.82	13	39,162,477.24			407	1,840,440,696.68
RAS/018	RAS - SHINYANGA	4,724,347,000.00	4,522,793,993.96	515	1,237,948,439.50	10	656,164,798.00	1	45,415,781.00	20	20,347,050.00			546	1,959,876,068.50
RAS/019	RAS - KAGERA	5,340,789,000.00	5,340,789,000.00	151	11,375,212,874.00									151	11,375,212,874.00
RAS/020	RAS - DAR ES SALAAM	4,894,551,000.00	3,492,562,354.00	201	964,098,316.98	19	559,603,479.58	4	221,566,626.60	104	285,013,496.00			328	2,090,281,919.16
	<b>TOTAL</b>	<b>107,572,304,358.65</b>	<b>88,393,526,726.22</b>	<b>3811</b>	<b>27,471,765,025.57</b>	<b>226</b>	<b>23,684,446,878.82</b>	<b>80</b>	<b>1,530,116,748.97</b>	<b>1315</b>	<b>3,847,873,897.95</b>	<b>0</b>	<b>-</b>	<b>5432</b>	<b>56,534,202,550.71</b>

Code No.	NAME OF THE ENTITY	BUDGET		GOODS		WORKS		CONSULTANCY SERVICES		NON-CONSULTANCY SERVICES		DISPOSAL OF ASSETS BY TENDER		GRAND TOTAL
		BUDGET AMOUNT (TSHS)	DISBURSED / COLLECTED AMOUNT (TSHS)	No.	VALUE	No.	VALUE	No.	VALUE	No.	VALUE	No.	VALUE	
GA/002	Kenya District Council	13,414,095,596.00	13,414,095,596.00	30	241,405,586.00	6	558,557,042.00	1	375,750,000.00			37	1,498,659,428.00	
GA/007	Kochi District Council	3,605,693,981.00	3,172,228,131.00	228	662,867,898.00	15	805,633,301.80		420,221,850.00	144	352,170,435.97	388	2,240,893,485.77	
GA/008	Mafia District Council	4,732,234,308.13	1,391,347,077.00	405	268,718,462.00	14	240,907,849.80		271,641,050.00	84	55,312,111.00	425	523,946,311.80	
GA/010	Mbaraka District Council			402	130,953,254.00	21	116,701,303.00	2	211,598,000.00			502	1,244,331,741.15	
GA/012	Mkwera District Council	14,783,058,245.00	11,420,532,894.00	261	695,330,378.50	21	1,745,972,098.00	1	4,790,000.00	73	389,788,620.00	284	1,033,629,681.50	
GA/014	Mtanga District Council	22,877,577.00	18,621,529,051.00	689	781,136,676.00	17	1,836,344,312.00	3	56,984,975.00	216	133,806,695.00	916	2,810,272,658.00	
GA/015	Mtoto District Council			189	1,943,072,920.81	23	1,540,241,817.00		843,552,646.20	30	1,040,760,400.00	243	5,367,627,784.41	
GA/016	Ilala Municipal Council	41,054,492,867.00	36,401,575,405.00	292	2,144,624,487.85	50	2,201,344,211.25		483,227,446.00	41	483,227,446.00	383	4,829,196,155.10	
GA/017	Ilmorog District Council			12	1,327,319,464.60	73	12,878,726,686.00	2	59,849,320.00	1291	2,692,972,606.26	1378	16,958,868,070.86	
GA/018	DSHA City Council	8,058,291,564.00	5,280,533,316.23	131	2,170,088,290.00	6	404,614,460.00		272,011,814.63	183	962,993,321.00	320	2,846,714,364.71	
GA/021	Korogwe District Council	25,483,922,000.00	16,815,900,000.00	583	1,641,439,835.00	29	1,763,173,044.00	1	33,000,000.00	1	9,600,000.00	0	4,170,911,982.00	
GA/022	Korogwe District Council	12,822,734,000.00	12,822,734,000.00	583	2,643,346,065.18	29	1,763,173,044.00	1	165,711,188.00	1	9,600,000.00	31	4,581,830,637.18	
GA/023	Mtwara District Council	21,545,408,319.00	16,334,984,577.00	347	1,008,083,391.00	29	2,121,346,585.00	1	217,165,750.00	92	149,305,550.00	705	3,695,809,076.00	
GA/029	Mtoto District Council	12,011,073,117.00	11,352,901,317.00	347	778,096,804.00	23	1,140,424,948.00		1,480,553,887.00	10	290,260,530.00	915	6,351,070,261.00	
GA/030	Njombe District Council	3,447,477,297.00	3,447,477,297.00	914	695,561,631.00	32	1,385,305,723.00		320,000,000.00	119	104,442,751.00	1065	2,185,310,105.00	
GA/031	Njombe District Council	10,257,614,024.00	9,825,892,463.00	596	598,819,740.00	31	1,510,575,541.00	1	3,000,000.00	629	2,432,395,281.00	629	4,252,395,281.00	
GA/032	Biharamulo District Council	10,149,310,637.00	7,203,262,807.00	570	1,215,264,866.00	61	5,503,353,447.00		2,036,586,658.10	24	261,886,519.00	620	4,296,233,659.00	
GA/033	Karagwe District Council	26,239,189,308.71	15,011,698,101.80	744	1,452,412,176.07	61	2,036,586,658.10		159,514,000.00	221	22,755,000.00	442	2,080,902,565.00	
GA/034	Bukoba Municipal Council	13,737,400,421.00	9,593,196,173.97	8	247,709,228.00	35	795,498,438.60		82,810,373.00	9	82,810,373.00	52	1,126,018,039.60	
GA/035	Bukoba District Council	16,294,494,946.82	15,079,323,749.90	211	594,184,771.00	24	944,418,313.00	1	2,840,000.00	30	5,600,000.00	266	1,551,041,094.00	
GA/036	Ngara District Council	2,255,556,612.25	1,395,696,980.18	456	337,927,929.35	72	1,739,911,387.00	1	255,500,000.00	264	382,879,234.00	509	2,332,809,716.35	
GA/037	Nondwa District Council	17,861,640,065.00	17,796,983,038.68	1105	1,494,099,524.80	49	2,005,145,920.38		594,185,235.00	25	25,500,000.00	0	4,234,924,640.38	
GA/038	Mtoto District Council			371	418,435,101.90	15	239,688,920.15		303,386,400.00	6	303,386,400.00	32	2,502,344,208.00	
GA/039	Chato District Council	13,817,779,729.30	9,539,877,973.83	371	1,349,436,473.00	15	751,977,565.00		25,780,000.00	1	25,780,000.00	1141	2,750,608,017.00	
GA/042	Rigoma Municipal Council	9,296,631,000.00	9,296,631,000.00	388	660,062,441.00	7	425,250,975.00		420,307,000.00	147	264,323,290.00	505	3,713,321,347.08	
GA/043	Rigoma District Council	8,327,994,000.00	8,563,241,759.78	591	2,764,933,081.00	52	1,748,478,428.00	2	42,570,000.00	2	94,499,150.00	395	1,085,313,416.00	
GA/044	Moshi Municipal Council	3,694,275,324.00	4,679,030,615.00	570	2,793,618,989.00	24	1,222,522,077.00		84,394,600.70	153	69,037,375.76	219	2,091,707,736.21	
GA/047	Hai District Council	14,306,566,426.00	14,306,566,426.00	176	999,691,261.00	28	698,014,304.00		270,345,656.30	8	247,523,450.00	33	2,234,274,913.30	
GA/049	Same District Council	19,660,624,399.00	21,469,433,734.00	1144	1,181,971,446.00	32	1,210,645,921.00		164,000,000.00	192	302,480,505.50	646	2,214,340,895.00	
GA/051	Siba District Council	4,515,249,105.26	4,240,935,132.91	28	108,439,190.00	17	1,155,688,445.00	1	160,000,000.00	25	353,957,862.00	1452	2,850,987,226.00	
GA/052	Nachingwea District Council	16,133,941,628.00	11,920,324,083.00	20	617,694,700.00	6	1,381,301,108.00		150,000,000.00	6	303,386,400.00	71	1,427,445,152.00	
GA/057	Babati District Council	34,726,923,033.00	34,726,923,033.00	1116	2,575,321,182.00	24	1,489,506,835.00		25,780,000.00	1	25,780,000.00	1141	2,750,608,017.00	
GA/058	Babati Town Council	7,953,909,982.00	6,894,093,886.00	143	436,933,301.70	21	1,501,342,457.00		420,307,000.00	147	264,323,290.00	505	3,713,321,347.08	
GA/059	Harang District Council	13,674,348,344.00	10,479,444,371.00	15	839,248,592.00	6	877,886,115.42		84,394,600.70	53	69,037,375.76	219	2,091,707,736.21	
GA/061	Mhalu District Council	16,552,059,480.00	14,214,592,035.27	261	1,139,925,594.00	36	1,065,680,249.00		270,345,656.30	349	435,136,052.00	646	2,234,274,913.30	
GA/062	Sarangani District Council	10,039,737,980.00	11,469,881,504.20	385	750,496,346.00	18	1,150,963,206.00	3	164,000,000.00	253	47,869,562.00	481	2,729,064,273.50	
GA/064	Muompa Municipal Council	10,286,280,000.00	9,429,131,330.06	40	624,136,235.54	7	2,025,295,110.00		194,000,000.00	15	29,785,053.00	679	3,433,283,795.00	
GA/065	Bundara District Council	8,620,365,476.88	8,402,594,313.58	110	1,838,312,329.00	41	3,071,928,661.00	7	592,892,200.00	15	592,892,200.00	202	1,683,214,396.54	
GA/070	Mbeya District Council	15,742,259,050.00	14,078,571,246.00	33	162,106,354.00	23	1,626,174,600.00		165,000,000.00	3	165,000,000.00	687	1,788,880,954.00	
GA/071	Rungwe District Council	21,336,235,380.00	18,884,201,603.03	70	943,793,387.00	28	1,597,816,115.42		32,081,800.00	67	482,105,233.00	102	1,784,624,687.00	
GA/076	Mlisa District Council	14,264,211,880.00	11,080,837,741.00	32	994,003,168.00	22	4,536,735,936.70		633,853,600.00	119	93,011,391.00	165	5,042,240,432.70	
GA/079	Morogoro Municipal Council	2,975,511,653.65	2,544,441,705.00	298	1,186,607,083.00	18	3,391,308,388.00	2	187,799,339.00	8	613,795,532.21	337	2,115,271,765.00	
GA/082	Mtwara District Council	15,006,644,300.00	15,006,644,300.00	204	1,128,054,309.33	15	1,576,405,999.33	2	25,470,000.00	24	18,150,102.00	221	2,729,931,107.56	
GA/084	Mtwara District Council	220,106,960.62	220,106,960.62	123	348,235,253.00	19	1,094,507,550.00	3	123,463,970.00	24	18,150,102.00	169	1,584,356,875.00	
GA/085	Ritawa Wikipindini Municipal Council	7,546,940,069.00	7,579,565,982.00	1374	495,518,730.00	19	927,582,115.25		360,000,000.00	3	45,984,000.00	1396	1,469,084,846.25	
GA/087	Nyabenda District Council	15,857,998,569.00	12,981,164,691.00	6	819,487,437.00	24	945,978,620.00		377,304,333.00	3	377,304,333.00	33	2,510,770,290.00	
GA/088	Nyambamba District Council	7,845,479,200.00	6,310,689,089.62	322	597,624,627.50	10	556,939,845.00	2	855,846,188.65	112	1,372,332,147.84	446	3,582,742,809.19	
GA/091	Ngabu District Council	22,973,403,020.00	19,099,597,223.00	605	1,539,528,990.00	51	2,699,009,893.80		159,797,223.00	119	138,284,170.00	775	3,771,335,606.80	
GA/092	Ukwevu District	15,413,173,198.20	12,295,441,333.90	190	703,968,180.00	114	1,801,948,820.00		251,000,000.00	52	118,284,170.00	296	2,734,880,846.00	
GA/096	Kwimba District	18,424,960,517.00	14,014,409,111.00	450	1,132,085,136.00	12	1,070,745,393.25	1	203,383,696.00	4	6,700,000.00	309	2,616,781,046.25	
GA/098	Sumbawanga Municipal Council	11,945,261,000.00	9,671,806,143.12	389	574,679,678.00	33	715,805,807.65		249,119,825.00	73	29,038,800.00	585	2,406,714,625.00	
GA/099	Mpanda District Council	22,215,911,068.00	22,656,050,109.00	510	21,355,502,626.00	12	1,950,582,962.00		13,000,000.00	393	433,921,580.00	497	1,565,716,310.65	
GA/102	Songea District Council	16,299,722,927.00	11,231,650,363.03	421	739,442,425.00	18	997,589,033.60		220,268,000.00	116	110,120,448.00	439	2,690,931,458.60	
GA/104	Mbingu District Council	1,195,924,785.50	1,123,421,515.88	302	324,728,204.38	30	2,370,563,746.70	2	20,220,000.00	26	263,980,637.50	429	1,935,824,786.48	
GA/105	Nyumbao District Council	30,009,800,648.00	18,111,957,161.34	35	1,769,670,675.00	48	2,785,545,400.00	1	207,120,000.00	1	41,880,408.00	46	4,454,434,059.20	
GA/107	Kahama District Council	4,767,220,185.00	4,767,220,185.00	448	1,134,480,965.00	24	2,296,955,821.44	1	294,080,750.00	2	44,880,000.00	503	3,953,420,610.00	
GA/109	Mtwara District Council	9,985,800,477.26	9,327,017,980.11	1003	619,204,629.79	30								

**ANNEX 5.2 PEs WHICH DID NOT SUBMIT CONTRACT AWARD INFORMATION**

Code No.	NAME OF THE ENTITY
<b>MINISTRIES</b>	
ME/001	State House
ME/008	Ministry of Energy & Minerals
ME/009	Ministry of Industries, Trade & Marketing
ME/010	President's Office, Good Governance
<b>PARASTATAL ORGANIZATIONS</b>	
PA/OO2	National Economic Empowerment Council (NEEC)
PA/O20	Institute of Adult Education
PA/O26	Institute of Rural Development Planning
PA/O32	Tanzania Telecommunication Co. Limited (TTCL)
PA/O33	Small Scale Industries Development Organisation (SIDO)
PA/O34	Tanzania Atomic Energy Commission
PA/O36	Tanzania Tourist Board
PA/O42	Tanzania Industrial Research and Development Organisation (TIRDO)
PA/O47	Mbeya Insitute of Technology
PA/O48	National Kiswahili Council (BAKITA)
PA/O54	Mzinga Corporation Sole
PA/O56	National Sports Council
PA/O59	National Accreditation Council of Technical Education (NACTE)
PA/O60	Serengeti Wildlife Research Institute
PA/O63	Tanzania Fisheries Research Institute (TFRI)
PA/O64	Contractors Registration Board (CRB)
PA/O65	Tanzania Investment Centre
PA/O67	Marine Park and Reserve Unit
PA/O77	Civil Aviation Training Centre
PA/O89	Government Printer
PA/O90	Tanzania Cotton Board
PA/O91	Tanzania Posts Corporation (TPC)
PA/O94	Tanzania Institute of Accountancy (TIA)
PA/O96	Sugar Board
PA/O98	Simu 2000 Ltd
PA/101	Kilimanjaro Christian Medical Centre (KCMC)
PA/104	Tanzania Private Sector Foundation
PA/106	Shirika la Usafiri Dar-es-salaam (UDA)
PA/109	Kariakoo Market Corporation
<b>AGENCIES AND WATER AUTHORITIES</b>	
AE/005	Government Procurement Services Agency (GPSA)
AE/007	Occupational Safety and Health Authority
AE/011	NHBR Agency
AE/014	Agency for Educational Management
AE/019	Public Procurement Apeal Authority (PPAA)
AE/028	Tanzania Civil Aviation Authority (TCAA)
AE/031	UWASA - Bukoba
AE/036	UWASA - Kigoma
AE/040	UWASA - Musoma

**ANNEX 5.2 PEs WHICH DID NOT SUBMIT CONTRACT AWARD INFORMATION**

Code No.	NAME OF THE ENTITY
AE/041	UWASA - Mtwara
AE/043	UWASA - Singida
AE/047	UWASA - Tabora
AE/052	National Bureau of Statistics
AE/054	Tanzania Food Reserve Agency
AE/056	Taasisi ya Sanaa na Utamaduni Bagamoyo
AE/O58	Export Processing Zone (EPZ)
AE/O63	Kahama Shinyanga Water Supply and Sewage Authority (KASHWASA)
<b>INDEPENDENT DEPARTMENTS</b>	
IE/002	Public Service Commission
IE/007	Judiciary
IE/012	Government Press
IE/013	Tanzania Commission for Science & Technology (COSTECH)
IE/014	Institute of Judicial Administration (IJA)
IE/015	National Land Use Planning Commission
IE/016	Court of Appeal
IE/019	Insurance Supervisory Department
IE/020	ROAD FUND BOARD
IE/024	High Court of Tanzania(Land Division)
IE/029	Attorney General's Chambers
IE/030	UNESCO National Commission of Tanzania
<b>REGIONAL ADMINISTRATIVE SECRETARIATS</b>	
RAS/015	RAS - TANGA
RAS/016	RAS - TABORA
RAS/021	RAS - MANYARA
<b>LOCAL GOVERNMENT AUTHORITIES</b>	
LGA/001	Meru District Council
LGA/003	Arusha Municipal Council
LGA/004	Monduli District Council
LGA/005	Ngorongoro District Council
LGA/006	Longido District Council
LGA/009	Kisarawe District Council
LGA/011	Kibaha Town Council
LGA/019	Chamwino District Council
LGA/020	Dodoma Municipal Council
LGA/024	Bahi District Council
LGA/025	Iringa Municipal Council
LGA/026	Iringa District Council
LGA/028	Makete District Council
LGA/040	Kasulu District Council
LGA/041	Kibondo District Council
LGA/044	Rombo District Council
LGA/046	Moshi District Council
LGA/048	Mwanga District Council
LGA/053	Lindi Town Council
LGA/054	Liwale District Council

**ANNEX 5.2 PEs WHICH DID NOT SUBMIT CONTRACT AWARD INFORMATION**

Code No.	NAME OF THE ENTITY
LGA/055	Kilwa District Council
LGA/056	Ruangwa District Council
LGA/060	Kiteto District Council
LGA/066	Musoma District Council
LGA/068	Rorya District Council
LGA/069	Mbeya City Council
LGA/072	Ileje District Council
LGA/073	Mbozi District Council
LGA/074	Kyela District Council
LGA/075	Chunya District Council
LGA/077	Kilombero District Council
LGA/080	Morogoro District Council
LGA/081	Mvomero District Council
LGA/083	Masasi District Council
LGA/086	Tandahimba District Council
LGA/089	Mwanza City Council
LGA/093	Misungwi District Council
LGA/094	Sengerema District Council
LGA/095	Ilemela District Council
LGA/097	Sumbawanga District Council
LGA/100	Nkasi District Council
LGA/101	Mpanda Town Council
LGA/106	Tunduru District Council
LGA/108	Kishapu District Council
LGA/110	Meatu District Council
LGA/111	Bariadi District Council
LGA/115	Singida Municipal Council
LGA/116	Singida District Council
LGA/117	Manyoni District Council
LGA/118	Iramba District Council
LGA/123	Igunga District Council
LGA/126	Korogwe Town Council
LGA/130	Lushoto District Council



### ANNEX 5.3

#### ASSESSMENT OF THE PERFORMANCE OF THE 97 AUDITED PEs IN COMPLYING WITH PPA 2004 AND REGULATIONS

Ser. No.	Name of PE	PERFORMANCE SCORE FOR EACH INDICATOR OUT OF 100													OP
		1	2	3	4	5	6	7	8	9	10	11	12	13	
1	RAS-MTWARA	75	25	10	0	20	40	0	0	50	40	0	0	0	20
2	TUNDURU DISTRICT COUNCIL	80	0	30	0	20	75	0	37	44	37	0	0	0	25
3	NANYUMBU DISTRICT COUNCIL	85	50	40	0	20	80	60	14	90	100	20	0	20	45
4	NEWARA DISTRICT COUNCIL	100	50	60	0	80	80	0	83	80	19	0	0	0	42
5	MASASI DISTRICT COUNCIL	85	25	20	10	60	80	50	41	83	92	0	5	5	43
6	MTWARA DISTRICT COUNCIL	85	50	40	0	60	80	0	91	75	10	0	0	40	41
7	BUKOKA MUNICIPAL COUNCIL	67	30	45	0	50	100	0	83	80	42	50	30	40	47
8	KARAGWE DISTRICT COUNCIL	100	50	50	0	50	100	100	60	100	0	50	40	40	57
9	KWIMBA DISTRICT COUNCIL	100	70	70	0	70	100	100	100	90	80	50	40	50	71
10	MULEBA DISTRICT COUNCIL	100	50	45	50	60	100	100	100	80	69	50	40	50	69
11	SENGEREMA DISTRICT COUNCIL	100	50	50	50	50	100	2	100	100	50	50	30	30	59
12	MISUNGWI DISTRICT COUNCIL	100	40	50	0	52	86	57	100	89	86	50	20	50	60
13	TANGA URBAN WATER SUPPLY AND SEWERAGE AUTHORITY	100	100	80	100	20	80	0	80	20	50	20	50	50	58
14	MOSHI DISTRICT COUNCIL	100	20	0	90	20	80	50	100	50	80	50	30	60	56
15	HANDENI DISTRICT COUNCIL	90	20	0	20	20	80	50	50	50	100	20	25	40	43
16	SIHA DISTRICT COUNCIL	100	100	0	20	30	75	20	50	20	0	30	0	20	36
17	KILINDI DISTRICT COUNCIL	100	100	0	20	30	75	20	50	20	0	30	0	20	36
18	KOROGWE TOWN COUNCIL	100	20	0	20	30	80	25	80	20	75	20	25	40	41
19	RAS-KIGOMA	75	40	70	50	100	100	0	100	70	70	60	50	30	63
20	BARIADI DISTRICT COUNCIL	100	40	80	100	50	100	40	50	100	100	60	40	60	71
21	MASWA DISTRICT COUNCIL	100	40	60	40	90	90	90	80	70	80	50	90	70	73
22	KASULU DISTRICT COUNCIL	100	40	70	30	30	100	100	100	30	10	30	30	30	54
23	KIGOMA DISTRICT COUNCIL	100	50	70	50	50	80	50	60	70	0	50	50	40	55
24	MEATU DISTRICT COUNCIL	86	40	40	100	90	90	90	100	100	40	60	50	50	72
25	KILWA DISTRICT COUNCIL	30	10	20	20	20	75	20	20	50	0	30	20	30	27
26	NGORONGORO DISTRICT COUNCIL	100	20	0	0	67	50	50	20	60	37	30	25	45	39
27	LIWALE DISTRICT COUNCIL	90	40	30	30	20	20	20	50	40	0	20	30	50	34
28	NGORONGORO CONSERVATION AREA AUTHORITY	86	20	0	20	67	50	50	33	80	100	45	67	75	53
29	RUANGWA DISTRICT COUNCIL	95	50	30	0	30	20	20	50	40	0	30	100	100	43
30	TANDAHIMBA DISTRICT COUNCIL	90	50	30	20	30	20	20	50	40	30	30	50	50	39
31	BABATI DISTRICT COUNCIL	100	20	0	20	50	50	75	0	60	0	45	50	65	41
32	BABATI TOWN COUNCIL	100	20	33	20	67	50	50	50	67	80	50	50	50	53
33	MTWARA-UWASA	50	30	20	0	20	20	20	20	20	20	30	0	0	19
34	RAS-MANYARA	100	50	30	40	33	50	25	74	67	30	50	25	50	48
35	RAS-LINDI	90	30	20	20	20	50	20	50	20	0	20	0	20	28
36	TANZANIA ATOMIC ENERGY	86	100	67	0	75	50	0	100	90	75	33	45	75	61
37	MONDULI DISTRICT COUNCIL	86	20	0	50	25	33	50	50	25	50	20	30	50	38
38	INSTITUTE OF RURAL DEVELOPMENT PLANNING	90	50	45	60	40	70	0	70	70	60	50	50	50	54
39	LOCAL GOVERNMENT TRAINING INSTITUTE	40	30	0	10	50	90	50	30	30	90	40	40	40	42
40	TANZANIA BUILDING AGENCY	90	0	40	0	75	90	0	100	80	0	50	0	70	46
41	PARASTATAL PENSION FUND	90	60	60	50	60	60	0	100	100	80	60	60	60	65
42	GAMING BOARD OF TANZANIA	35	0	70	40	80	100	50	100	90	75	40	0	0	52

Ser. No.	Name of PE	PERFORMANCE SCORE FOR EACH INDICATOR OUT OF 100													OP
		1	2	3	4	5	6	7	8	9	10	11	12	13	
43	REGISTRATION,INSOLVENCY AND TRUSTEESHIP AGENCY	100	100	70	100	70	100	0	100	100	100	40	40	90	78
44	SIKONGE DISTRICT COUNCIL	100	50	50	20	50	90	20	90	60	80	60	40	40	58
45	NATIONAL COLLEGE OF TOURISM	90	30	50	30	40	50	0	70	50	30	20	0	0	35
46	TABORA REGIONAL SECRETARIAT	100	30	30	70	30	100	30	85	70	80	40	20	40	56
47	URAMBO DISTRICT COUNCIL	50	20	20	40	40	85	40	80	40	100	30	50	60	50
48	DAR -ES SALAAM WATER & SEWAGE CORPORATION	95	90	50	0	20	100	0	100	40	75	50	50	50	55
49	NATIONAL BUREAU OF STATISTICS	100	70	60	100	100	50	60	100	100	100	60	100	100	85
50	MUHIMBILI ORTHOPAEDIC INSTITUTE	100	100	90	90	80	80	70	100	100	100	50	0	0	74
51	BUSINESS REGISTRATIONS AND LICENSING AGENCY	80	50	60	80	100	50	50	100	100	50	50	0	60	64
52	INSTITUTE OF SOCIAL WORKS,DAR ES SALAAM	100	0	40	85	100	75	30	100	100	75	40	30	40	63
53	MAGU DISTRICT COUNCIL	90	30	40	30	40	85	40	85	50	70	30	50	50	53
54	IRAMBA DISTRICT COUNCIL	80	50	50	30	60	75	40	70	100	75	30	40	80	60
55	KIBAHA EDUCATION CENTER	95	30	90	60	50	100	0	70	80	50	30	50	100	62
56	MBARALI DISTRICT COUNCIL	65	56	67	85	70	25.8	77	81	100	94	64	41	0	63
57	MPANDA DISTRICT COUNCIL	100	0	70	0	60	100	0	100	50	50	0	23.3	0	43
58	RAS -MWANZA	85	50	65	0	60	50	0	0	100	60	0	0	50	40
59	TANZANIA INSTITUTE OF EDUCATION	90	60	65	0	0	50	60	100	100	50	40	50	38	54
60	DAR ES SALAAM UNIVERSITY COLLEGE OF EDUCATION	100	100	60	84	90	100	50	100	100	100	0	0	30	70
61	KAHAMA DISTRICT COUNCIL	80	0	60	60	10	0	50	100	60	0	40	30	38	
62	NATIONAL ECONOMIC EMPOWERMENT COUNCIL (NEEC)	42	44	50	81	70	75	45	78	90	86	0	56	76	61
63	NKASI DISTRICT COUNCIL	100	0	10	0	0	100	0	100	50	100	0	0	0	35
64	THE OFFICE OF REGISTRAR OF POLITICAL PARTIES(RPP)	78	56	90	87.7	76.8	78	77	69	92	84.6	0	55	92.3	72
65	NATIONAL BOARD FOR MATERIALS MANAGEMENT	65	50	30	50	80	0	0	100	100	100	70	0	100	57
66	MWALIMU NYERERE MEMORIAL ACADEMY (MNMA)	0	0	60	70	100	100	90	100	100	100	77	25	87.5	70
67	BOARD OF EXTERNAL TRADE	40	0	70	0	80	100	50	100	60	0	50	0	50	46
68	WEIGHTS AND MEASURES AGENCY (WMA)	60	100	100	0	90	100	80	80	100	100	60	0	100	75
69	TANZANIA GOVERNMENT FLIGHT AGENCY (TGFA)	100	0	75	100	80	95	100	100	70	100	65	0	30	70
70	TANZANIA METEOROLOGICAL AGENCY(TMA)	100	90	95	100	95	95	0	100	100	90	80	75	100	86
71	TANZANIA INDUSTRIAL RESEARCH AND DEVELOPMENT ORGANISATION(TIRDO)	80	80	70	60	50	100	100	100	100	70	20	0	90	71
72	GEOLOGICAL SURVEY OF TANZANIA(GST)	70	100	90	0	70	100	0	90	100	70	50	100	80	71
73	DODOMA URBAN WATER SUPPLY AND SEWERAGE SYSTEM AUTHORITY (DUWASA)	70	60	90	0	50	75	25	70	50	50	60	75	45	55
74	BAHI DISTRICT COUNCIL	65	50	50	20	40	50	0	75	50	65	40	60	70	49
75	REGIONAL ADMINISTRATIVE SECRETARY (RAS) OFFICE SHINYANGA	80	50	70	40	60	50	0	100	70	40	50	30	30	52
76	UNIT TRUST OF TANZANIA	100	35	40	90	60	100	0	100	100	5	67	35	80	62
77	TANZANIA EDUCATION AUTHORITY (TEA)	80	0	100	100	80	80	60	100	100	100	91	31	100	79
78	THE TANZANIA COMMISSION FOR UNIVERSITY (TCU)	44	39	84	53	60	80	45	80	60	75	0	60	78	58

Ser. No.	Name of PE	PERFORMANCE SCORE FOR EACH INDICATOR OUT OF 100													OP
		1	2	3	4	5	6	7	8	9	10	11	12	13	
79	REGIONAL ADMINISTRATIVE SECRETARY (RAS) OFFICE MARA	85	0	100	0	100	10	0	60	100	100	0	50	50	50
80	REGIONAL ADMINISTRATIVE SECRETARY(RAS) OFFICE -RUKWA	42	0	35	0	40	0	0	0	0	80.8	70	0	0	21
81	SINGIDA REGIONAL SECRETARIAT	100	70	60	20	60	50	50	90	80	70	50	50	50	62
82	TANGA REGIONAL SECRETARIAT	70	20	60	50	80	70	50	80	80	60	50	40	60	59
83	ROMBO DISTRICT COUNCIL	85	50	50	50	30	50	0	100	80	60	50	40	40	53
84	MBULU DISTRICT COUNCIL	100	50	80	50	70	60	0	90	80	70	50	60	90	65
85	MUHEZA DISTRICT COUNCIL	90	40	80	60	80	60	80	80	80	60	50	60	60	68
86	COAST REGIONAL SECRETARIAT	90	90	70	0	60	50	50	100	90	100	40	0	60	62
87	ENERGY AND WATER UTILITIES REGULATORY AUTHORITY	100	81	100	40	90	88.5	100	85	100	100	40	100	100	87
88	COLLEGE OF BUSINESS EDUCATION	85	19	57	0	20	20	0	100	100	0	0	0	0	31
89	TANZANIA PETROLEUM DEVELOPMENT CORPORATION (TPDC)	95	47	65	86	82	100	90	100	100	96	0	0	88	73
90	NATIONAL INSTITUTE OF TRANSPORT	100	0	70	50	80	60	0	100	100	100	40	55	75	64
91	OCEAN ROAD CANCER INSTITUTE	100	30	50	100	80	70	100	100	100	100	50	80	100	82
92	TANZANIA FOOD AND NUTRITION CENTER	78	47	53	39	84	54	0	50	90	70	0	57	72	53
93	INTER-MINISTERIAL ANTI-DRUGS COMMISSION	100	50	60	90	90	100	100	100	100	100	40	50	40	78
94	HIGHER EDUCATION STUDENTS LOANS BOARD	65	65	60	70	100	100	80	100	100	100	30	20	100	76
95	TANZANIA BUREAU OF STANDARD (TBS)	45	55	58	86.6	60	100	100	100	100	91.6	0	50	0	65
96	LAW REFORM COMMISSION OF TANZANIA	100	50	50	50	100	100	100	100	100	100	0	50	100	77
97	CHUNYA DISTRICT COUNCIL	68	46	50	35	60	100	90	100	90	0	0	48	75	59
98	OCCUPATIONAL SAFETY AND HEALTH AUTHORITY (OSHA)	50	50	100	0	0	0	0	0	0	50	0	40	50	26
99	REGIONAL ADMINISTRATIVE SECRETARY (RAS) OFFICE -MBEYA	40	41	40	50	40	30	40	100	100	0	0	11	38	41
	<b>AVERAGES</b>	<b>83</b>	<b>43</b>	<b>51</b>	<b>39</b>	<b>56</b>	<b>71</b>	<b>38</b>	<b>76</b>	<b>74</b>	<b>62</b>	<b>35</b>	<b>34</b>	<b>51</b>	<b>55</b>



S/No.	NAME OF PE'S	PERFORMANCE SCORE FOR EACH INDICATOR OUT OF 100																																							OP		
		1			2			3			4			5			6			7			8			9			10			11			12			13					
		A	F	A	A	F	A	A	F	A	A	F	A	A	F	A	A	F	A	A	F	A	A	F	A	A	F	A	A	F	A	A	F	A	A	F	A	A	F	A			
30	MASASI DISTRICT COUNCIL	85	100	25	100	20	80	10	70	60	85	80	100	100	65	41	100	83	90	92	100	0	50	5	70	5	43	82															
31	MBARALI DISTRICT COUNCIL	65	100	56.3	90	67.2	100	84.8	90	70	25.8	90	77.4	77	81	100	100	100	93.5	100	64.1	64	40.7	85	0	40	64	85															
32	MBOZI DISTRICT COUNCIL	100	100	75	85	80	70	30	30	50	35	45	30	30	100	80	70	70	0	0	0	40	0	20	80	80	50	54															
33	MINISTRY OF FOREIGN AFFAIRS AND	100	100	100	100	60	23	50	60	5	50	20	0	0	66	70	100	100	23	100	0	40	0	50	39	50	41	54															
34	MINISTRY OF HOME AFFAIRS	100	100	100	100	60	80	40	70	60	60	54	100	54	70	84	100	96	100	50	50	0	50	0	50	40	60	57	76														
35	MINISTRY OF INFORMATION AND CULTURE	70	88	0	50	33	18	0	50	1	22	2	100	0	0	100	100	20	96	1	36	0	18	0	80	70	100	23	58														
36	MINISTRY OF INFRASTRUCTURE DEVELOPMENT	80	100	90	80	100	90	15	25	15	50	77	100	0	0	75	90	96	96	58	100	0	40	50	50	67	60	56	68														
37	MINISTRY OF LIVESTOCK AND FISHERIES DEVELOPMENT	100	85	100	70	97	65	100	75	97	85	70	80	0	90	75	85	100	85	75	100	75	80	85	85	75	85	81	82														
38	MINISTRY OF NATURAL RESOURCES AND DEVELOPMENT	100	100	100	100	55	50	80	90	50	0	55	100	100	0	100	100	90.1	100	37	100	0	30	0	0	32	100	61	67														
39	MKURANGA DISTRICT COUNCIL	100	100	100	50	60	60	0	50	0	40	13	75	0	50	100	100	91	70	6	50	0	30	0	30	3	50	36	58														
40	MOROGORO DISTRICT COUNCIL	100	100	100	90	50	100	50	70	10	70	50	70	50	50	100	65	100	70	0	50	0	30	50	0	10	60	52	63														
41	MPWAPWA DISTRICT COUNCIL	100	100	80	80	80	80	30	70	50	60	40	80	30	50	100	100	50	90	0	60	0	50	0	40	60	50	48	70														
42	MTWARA DISTRICT COUNCIL	85	100	50	90	40	60	0	50	60	70	80	90	0	60	91	100	75	90	10	80	0	50	0	40	0	50	38	72														
43	MTWARA MIKINDANI MUNICIPAL	100	100	40	90	90	90	70	20	100	90	100	100	100	80	51	90	100	90	100	100	38	60	50	20	80	50	78	75														
44	MUHIMBI ORTHOPEDIC INSTITUTE (MOI)	100	100	100	100	90	60	90	80	80	60	80	100	70	70	100	100	100	100	100	100	50	50	0	0	0	50	74	75														
45	MVOMERO DISTRICT COUNCIL	100	95	0	30	60	90	0	0	75	80	100	95	80	95	100	100	100	40	50	50	45	45	35	35	45	61	62															
46	MWALIMU NYERERE MEMORIAL ACADEMY	0	100	50	75	60	80	70	50	100	75	100	100	90	100	100	100	80	100	77	77	75	25	75	87.5	90	74	83															
47	MWANGA DISTRICT COUNCIL	100	95	50	50	20	60	50	0	30	30	20	95	20	0	20	100	20	40	20	20	20	45	0	35	40	35	32	47														
48	NANYUMBU DISTRICT COUNCIL	100	100	100	100	40	75	0	65	20	85	80	100	60	60	13	90	90	85	100	90	20	50	0	50	20	40	49	76														
49	NATIONAL BUREAU OF STATISTICS (NBC)	100	100	60	100	60	80	100	100	100	80	50	50	60	0	100	80	100	100	100	100	60	80	100	100	100	80	84	81														
50	NATIONAL COLLEGE OF TOURISM	90	90	30	50	50	60	30	40	40	60	50	70	0	30	70	70	50	60	30	50	20	20	0	0	0	30	35	48														
51	NATIONAL INSTITUTE OF TRANSPORT(NIT)	100	100	0	100	70	100	90	100	80	100	60	80	0	0	100	100	100	100	100	100	40	60	55	100	30	100	63	88														
52	NATIONAL INSURANCE CORPORATION (NIC)	60	100	70	100	97	90	0	0	100	80	92	100	0	80	92	100	100	100	60	60	11	11	85	85	95	95	69	77														
53	NEWARA DISTRICT COUNCIL	100	100	50	100	60	100	0	70	80	90	80	100	0	80	83	83	80	100	19	60	0	50	0	50	0	60	42	80														
54	NGARA DISTRICT COUNCIL	95	95	50	50	0	20	20	50	0	35	100	100	0	50	60	60	60	60	4	30	80	50	50	50	80	40	46	53														
55	NJOMBE DISTRICT COUNCIL	100	90	45	30	25	80	30	20	50	90	30	100	30	90	100	90	50	60	0	50	0	30	0	67	40	50	38	65														
56	NZEGA DISTRICT COUNCIL	95	100	65	90	0	90	0	70	0	100	90	100	50	70	100	100	65	100	18	100	60	50	10	70	40	60	46	85														
57	OCCUPATIONAL SAFETY AND HEALTH AUTHORITY(OSHA)	50	100	50	90	100	100	0	20	0	70	0	100	0	50	0	100	0	50	50	50	0	60	40	50	50	80	26	71														





S/No.	NAME OF PE'S	PERFORMANCE SCORE FOR EACH INDICATOR OUT OF 100																																							OP		
		1			2			3			4			5			6			7			8			9			10			11			12			13					
		A	F	A	A	F	A	A	F	A	A	F	A	A	F	A	A	F	A	A	F	A	A	F	A	A	F	A	A	F	A	A	F	A	A	F	A	A	F	A			
86	TANZANIA TOURISM BOARD	100	80	100	80	100	80	68	50	20	60	20	50	2	70	2	50	2	50	2	0	2	0	2	0	0	40	2	0	2	0	2	0	2	40	2	40	23	40	40			
87	THE OFFICE OF THE REGISTER OF POLITICAL PARTIES	100	78	56	100	100	90	86	87.7	92	76.8	100	78	77	100	69	100	92	80	84.6	100	0	100	0	100	0	100	0	70	92.3	80	69	90	90	69	90	90						
88	THE REGISTRATION INSOLVENCY AND	100	100	60	30	95	75	95	95	90	80	100	100	0	50	100	90	100	100	100	100	100	100	100	100	60	50	70	70	90	70	82	78	78	82	78	78						
89	UNIT TRUST OF TANZANIA (UTT)	100	100	35	100	40	60	90	90	90	60	100	100	90	0	100	80	100	80	5	100	66.6	50	80	80	80	80	80	80	80	80	66	78	78	66	78	78						
90	UNIVERSITY OF DAR ES SALAAM(UDSM)	100	50	100	50	72	25	10	40	72	50	72	100	0	100	30	100	100	100	55	72	40	0	20	0	14	38	10	51	50	50	51	50	50									
91	WEIGHTS & MEASURES AGENCY (WMA)	60	100	100	100	100	100	100	0	0	90	100	100	100	80	80	80	100	100	100	100	100	100	100	100	60	60	0	0	100	100	75	78	78	75	78	78						
		88	96	58	74	55	72	43	61	51	73	68	89	35	61	79	90	77	78	52	72	30	55	29	58	64	55	73	64	55	73	64	55	73	64	55	73						

**KEY:**

A: Procurement audits in FY 2007/08 or 2008/09

F: Follow-up audits in FY 2009/10



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## Tanzania to host 3rd East Africa Procurement Forum this September



A group photo of participants in the 3rd East Africa Procurement Forum held in Kampala, Uganda in 2009.

### Is Sustainable Public Procurement addressed in Public Procurement Laws?

Public procurement is the process used by public bodies to obtain goods and services with taxpayer money. For many years, in many countries, the single most important factor in the practice of public procurement was the economic factor. Environment and social factors were seldom if ever taken into account. However, the importance of environmental factors in public procurement has increased significantly with the development of the concept of sustainable development, understood as development that meets the needs of the present without compromising the ability of future generations to meet their own needs.

Sustainable Public Procurement (SPP) is a concept born out of the concept of sustainable development. It is a process whereby organizations meet their needs for goods, services, works and others in a way that achieves value for money in a

Forum is the leading procurement conference in the region, which provides participants with unique opportunities to hear from global, regional, and national procurement leaders on how they have experienced and tackled various procurement challenges.

Most countries in the region are in the midst of major procurement reforms. While public institutions are now being regulated by procurement legislation, entities in the private sector have begun to recognize the crucial role procurement plays in controlling costs and driving operational efficiency in a competitive environment. They are beginning to adopt procurement practices to adopt a global strategy that makes them competitive with key stakeholders more important than ever before.

Having recognized this, procurement oversight bodies in the region began to work together to promote procurement reform and established the procurement forum. The main objective of the forum is to promote experiences and knowledge across the region that will create a more transparent and efficient procurement system. It also seeks to stimulate the market in the region to make with international best practice.

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**Corruption-free procurement delivers Value for Money to the Public**

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