

Community Based Contractors as a Tool for Building Future Opportunities and Better Life



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Background

Construction industry in Tanzania is fast and major employment sector from rural to urban areas. Nevertheless living condition and shelter of many of the low and medium income earners who have been continually employed by the sector have remained dormant or very slowly improving. The Government and other stakeholders or actors need to see to it that local communities are fully provided with favourable conditions and opportunities towards self employment through establishment of Community Based Contractors.

1 Shelter Situation Analysis

1.1 Basic General Data

Geography

Tanzania is in the Eastern part of Africa touching Indian ocean. Its size 945,087sq.km. It is the world 31st largest country.

Tanzania is mountainous in the northeast, where Mount Kilimanjaro, Africa's highest peak, is situated. To the north and west are the Great Lakes of Lake Victoria (Africa's largest lake) and Lake Tanganyika (Africa's deepest lake, known for its unique species of fish) and in the South West is Lake Nyasa. Central Tanzania comprises a large plateau, with plains and arable land. The eastern shore is hot and humid, with the island of Zanzibar lying just offshore.

Administration

Tanzania is divided into 26 regions (*mkoa*), twenty-one on the mainland and five in Zanzibar (three on Unguja, two on Pemba). Ninety-eight districts (*wilaya*), each with at least one council, have been created to further increase local authority; the councils are also known as *local government authorities*. Currently there are 114 councils operating in 99 districts; 22 are urban and 92 are rural. The 22 urban units are further classified as city councils (Dar es Salaam, Mwanza, Tanga and Mbeya), municipal councils (Arusha, Dodoma, Iringa, Kilimanjaro, Morogoro, Shinyanga, Songea, and Tabora) or town councils (the remaining eleven communities).



Ethnic groups

Tanzania mainland - native African 99% (of which 95% are Bantu speakers consisting of more than 130 groups), other 1% (consisting of Asian, European, and Arab); Zanzibar - Arab, mixed Arab and native African

Population

The country Population estimates as of July 2008 is 40,213,160 people.

- Age structure

0-14 years: 44.3% (male 7,988,898; female 7,938,979)

15-64 years: 53.1% (male 9,429,959; female 9,634,102)

65 years and over: 2.6% (male 405,803; female 524,713) (2003 est.)

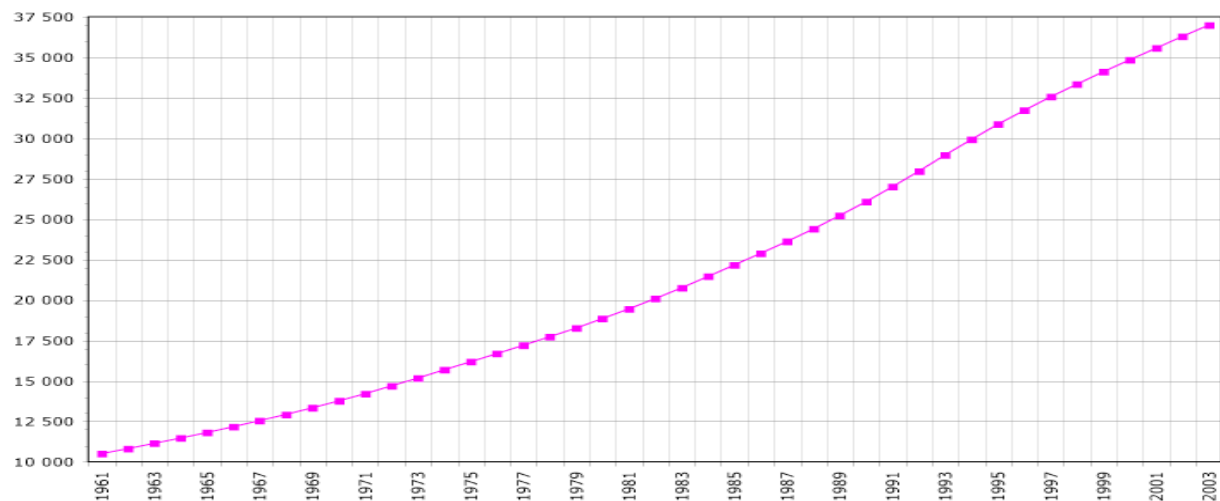


Figure: Demographics of Tanzania, Data of [FAO](#), year 2005 ; Number of inhabitants in thousands.

Health

The under-five mortality rate in 2006 was 118 out of 1,000. Life expectancy at birth in 2006 was 50 years. The leading cause of death in children who survive the neonatal period is malaria. For adults, it is HIV/AIDS. 2005 data shows that for children under five years of age, only 16% slept under insecticide treated bed nets and only 58% received anti-malarial treatment. Anti-retroviral treatment coverage for people with advanced HIV infection in 2006 was 14%.

Communicable diseases are prevalent due to the lack of public health infrastructure. 2006 data shows that 55% of the population had sustainable access to improved drinking water sources and 33% had sustainable access to improved sanitation.

Healthy facilities are randomly distributed to both urban and rural areas whereby the Government has set a Health program to ensure that health facilities are available down to village level, despite the acute shortage of medical staff and sufficient medicine.

Economy

The economy is mostly based on agriculture, which accounts for more than half of the GDP, provides 85% (approximately) of exports, and employs approximately 80% of the workforce. Main cash crops as coffee, sisal, tea, pyrethrum, cashew nuts, tobacco, and food crops as corn, wheat, cassava, bananas and variety of fruits and vegetables with main animals as cattle, sheep and goats. Gross National Income, GNI (world Bank 2008) pprox. Us\$1,200

Table 1: Composition by sector

Agriculture	Industrial	Others	Population below poverty line	GDP per Capita	H.H income Gini Index	Inflation Rate
42.8%	18.4%	38.7%	36.0%	US\$1,100	34.6	7.0%

Source: Tanzania Website and CIA The world fact Book.

[Topography](#) and climatic conditions, however, limit cultivated crops to only 4% of the land area. The nation has many resources including gold and natural gas. Extraction of natural gas began in this decade. Gas is drawn into the commercial capital, Dar Es Salaam and exported to various markets overseas. Lack of overall development however has hampered the extraction of these various resources, and even up to the present there has been effort to develop the natural resource sector but no major quantifiable results.

1.2 Shelter Related Fact and Figures

Housing Standard

According to National Census of 2002, the analysis of iron sheets roofing material of rural and urban areas revealed that urban areas recorded higher percentage (85.8%) compared to 32.1% in rural areas, whereas grass were still the predominant roofing

materials for houses in rural areas. Building rules do exist but are outdated and costly. Comparing rural and urban areas with respect to walling materials used, in urban areas, a higher proportion of households live in houses used cement bricks (49.7%). While in rural areas, 41.8% of households lived in houses using pole and mud for walls. The most predominant flooring material used in rural areas was still mud, which recorded 88.8%. In urban areas, however, cement was the most predominant flooring material (70.5%).

Generally the housing standard is substandard requiring periodic improvement and maintenance, lacking basic services e.g. electricity, water and sanitation and inadequate infrastructure for smooth accessibility.

Access to Shelter

Housing construction is a combination of traditional, conventional and modern technology. Like wise in terms of building materials there is a combination of traditional, conventional and modern materials.

Housing Tenure

From the National House Hold Survey (2000/01) the proportion of House ownership declined to 84.3 % as compared to 85.4% in 1991/92. In Dar es Salaam it increased to 32.4 % in 2000/01 from 31.2% in 1991/92 while in other urban areas it declined to 54.2 (2000/01) from 55.8% (1991/92).

Rental (Formal and Informal)

Formal Rental Houses are provided by house providing agencies or institutions like Tanzania Building Agency for civil servants, National Housing Corporation, National Insurance Corporation, National Social Security Fund, National Provident Fund and private developers, all these build houses for rent or sell. Informal Rental House is provided by individual developers. These types of houses can be rented from single room to full house.

Formal Ownership

Formal ownership entails the allocation of land hence development into a desired house on a planned and surveyed piece of land.(Tanzania Land Policy and Land Act 1999) Organization, Agency, Institution, Cooperative, Non Governmental Organization, and Community Based Organization or Individuals can own these.

Informal Ownership

Like in many other countries in the world, the higher rate of urbanization and the insufficient funds to cater and provide for formal serviced land to the urban migrants, this result into informal land ownership and development. Nonetheless expansion of cities and town boundaries is also another factor due to inclusion of rural peri-urban unserviced land to the original under serviced urban land again due to inefficient planning system and laxity in development control from Local Authorities due to limited financial and human resources.

Land Formal and Informal

Formally all Land is vested to the President of the United Republic of Tanzania and its all for public. It is through the recognized Ministry of Lands or Local Government Authorities one can acquire a piece of land after submission of an application to the respective authority. The respective authority undertakes the procedure to acquire land, plan, survey and register it before issuing to the citizens. Informally a piece of land that was customarily owned and not surveyed / registered can be acquired through mutual agreement or buying, it has no recognized legal document. However it can be converted into formal land by surveying and registering it to the relevant authority at owner's costs.

Housing Construction

In 1962 the Government established the National Housing Corporation (NHC) under parliament Act No. 45, charged with the role of housing provision for Rental, Tenant Purchase and Outright Purchase. The Registrar of Buildings (RoB) was established by Parliament Act No.13 of 1971 charged with managing acquired buildings but was later dissolved in 1990 and responsibility given to NHC. In 1974 government started 'Better Rural Housing Campaign to encourage rural people to construct better houses, durable, hygienic and using better skills. Under Prime Ministers Office Village Management Training Program and Rural and Urban Construction units were formed in 84 Districts of Tanzania. In 1980 they collapsed due to lack of equipment and proper management.

In Tanzania there has been a number of Housing Programmes that resulted into several Housing Approaches and Strategies such as Cost Recovery Mechanism and Upgrading Schemes, Enabling and Participatory Approaches.

In regard to Financing/Funding Schemes there exist no mortgage facilities in Tanzania after closure of The Tanzania Housing Bank in 1995. The urban and rural poor build incrementally over long time saving.

Access to and cost of Basic Services/Infrastructure

At least as of 2008 about 20% of the population has access to electricity at a rate of Tshs. 129 per unit (almost USD 0.1per unit) for domestic consumption.

The 2008 data shows that 64% of the population had sustainable access to improved drinking water sources and 42% had sustainable access to improved sanitation.

Access to and cost of Education

Education is offered in public schools as well as private ones. The table below is showing a situation for public schools which are about 90% of all schools in the country.

Table 3: Education accessibility and Cost

Item	Accessibility	Estimated cost
Primary Education	95%	Free
Secondary Education	Those with minimum set pass marks	Tshs. 20,000/= per annum (\$15.4)
Higher learning Education	Those meeting the minimum qualification, vacancy and affordability	Cost sharing between Government and Candidates. Ranges from 100% - 0%; 10% - 90% respectively.

Source: Author

1.3 Housing Policy

Human Settlements development in Tanzania is guided by the National Human Settlements Development Policy of 2000 (NHSDP) and the Town and Country Planning Ordinance (Cap 378) of 1956 as revised in 1961. This policy deals with entire human settlements planning not housing in particular.

A Housing Policy is at its final stage of accomplishment and it's meant to redefine the role of different actors, enhance regularization of existing unplanned areas, encourage establishment of formal housing finance system, enhance capacity and efficiency in land delivery system and allow sound involvement of women and vulnerable groups in decision making on matters regarding house design construction and service provision.

The (NHSDP) aimed at promoting a sustainable development of human settlements as well as facilitating the provisions of adequate and affordable shelter to all income groups.

Actual achievements experienced are:

- Surveyed plans in various regions and provision of serviced land
- Promoted capacity building
- Improved level of infrastructure provision in surveyed areas.
- Strengthened building regulations, standards and other development controls through various regulatory bodies.

1.4 Actors in Shelter Delivery and their Roles

Central Government

The Government through the Ministry of Lands, Housing and Human Settlement Development is there to oversee all matters related land and shelter plus formulation of favourable policies giving general guidelines in the housing sector.

Local Government

Physical planning; Land surveying and other land development related matters; Approval of drawings (building permits); Monitoring implementation; Infrastructure provision.

National Housing Corporation (NHC)

It is a government Institution established for constructing and maintaining Houses for office and residence rental purposes.

Tanzania Building Agency (TBA)

It is a government Institution dealing with civil servants shelter delivery. It is a custodian of government buildings.

Contractors Registration Board (CRB)

It is a government Institution established with a purpose of registering, regulating and promoting Contractors. It is a requirement by law in Tanzania that all the construction works for Buildings and Roads be undertaken by registered contractors.

Architects and Quantity Surveyors Registration Board (AQRB)

It is a government Institution established with a purpose of registering, regulating and promoting Architects and Quantity Surveyors who are engaged in designs and cost managements of construction projects respectively.

Engineers Registration Board (ERB)

It is a government Institution established with a purpose of registering, regulating and promoting engineers in all fields of engineering designs in the construction Industry.

Building Research Agency (BRA)

It is a government Agency dealing with researches for appropriate technology and locally available Building Materials –mainly for the rural areas but also for the Urban Low Income group.

National Insurance Corporation (NIC), National Social Security Fund(NSSF) and Parastatal Pension Fund (PPF)

These Funds are the most estate and housing developers for low and medium income population and sometimes for high income group. The houses so constructed are either for rent or sale.

1.5 Shelter Design

Design: This section describes various design parameters, which are considered or should be considered in design of a shelter with specific attention to the Arusha City.

Physical Planning: Governed by Town and Country Planning Ordinance Cap of 1956 revised both in 1961 and 1993. Master plans (descriptive in nature) are presently being replaced by Strategic Urban Development Plans, which are performance –oriented.

Land Use: There are proper zoning of land for various uses such as residential, commercial, recreational, open spaces, social, religious, etc.

Shelter Quality: Where professional and contractors are avoided designs and quality of the dwellings in-terms of durability, aesthetic values, social context, thermal comfort, privacy etc are compromised and becomes poor.

Function: Most dwellings meet the functional requirements. Social/cultural context has a big influence on design.

Safety: Safety factors are only enforced in surveyed areas.

Comfort: This item mainly rests on the shoulders of an architect to consider all aspects in order to meet both physical and thermal comfort.

Social Inclusion: Vulnerable groups are disregarded in design e.g. ramps normally absent on many public buildings for disabled people.

Gender Issues. A few women are involved in the design field.

Sustainable Development: Today a few designs take into consideration of sustainability aspect whereby for instance selection of building materials, which are locally available for ease of maintenance. On other hand, designs tend to overlook socio-cultural values and leading to low acceptability levels by the beneficiaries.

Norms and Codes: Norms and ethics are not very much clear and thus hindering the designs in terms of durability, aesthetics and functionalism. The proposed Building Act Bill is trying to address such issues as well.

2 Organisation

Contractors Registration Board (CRB) is a government institution established by the Act of Parliament No. 17 of 1997 with the objective of protecting interest of Clients and Employers of Contractors and the general public on matters pertaining to quality of works and safety of workers. The board's role is to make sure that only registered contractors are engaged in the construction works of both civil and building nature.

The Board operates under Four Departments namely Finance and Administration dept., Registration Services dept., Enforcement dept. and Research and Development dept. all are under heads of departments who are reporting directly to the Chief Executive Officer, the Registrar. There is also one section – Legal Services Section under Registrar,s office lead by Head of the section.

There are four zones (Eastern, Northern, Southern and Lake) country wide headed by the Zonal Managers reporting to the Head of Enforcement department yet undertaking almost all the Board's activities. I am attached to the Lake Zone as an Enforcement Officer covering six regions (Mwanza, Mara, Shinyanga, Kagera, Kigoma and Tabora) with its office located in Mwanza City .

3 Shelter Problem

Shelter problem is manifested in two main ways. The first group is that which is having no permanent shelter and the other one having poor quality shelter, the second group being the major one. That is poor housing and living condition. Some of the owners of such poor houses are those who had no formal employment and others had employment either in public or private sector but could not manage to get better houses or shelter at all due to low wages or salaries. In fact their various needs exceeds their income.

Although HIV/AIDS is not at a high prevalence due to continued efforts by the government to combat it there have been noted serious burdens already at all levels of communities with major implications for development. Families and networks of kin have been increasingly stretched as the number of orphans grows.

Low income generating capacity and mechanism, limited household labour, combined with increased expenditures on housing, food, health, education and other public services lead to increased impoverishment. Informal and individual trading have always proven insufficient to cater for all the basic needs hence resulting into poor housing and living condition, easy attack by communicable diseases like TB and hence increased mortality rate.

Construction sector is one of the major areas where employment is easily created yet it has not proven a redemption to the living condition of many people who have been employed by the sector. Casual labourers alias 'Fundis' have been continually engaged in production of large projects at very minimum gain or income. This situation is there to remain if no serious strategies are purposely set aside to organize the fundis and other casual labourers into formal community Based Contractors and

give them the required support to stand on their own. This is not a new phenomenon as similar groups are informally existing either as sub contractors or even given full contracts in the construction sector. What lacks is their recognition, regulation and promotion.

Grand Families¹ are increasingly compelled to care for the orphaned grand children at a time when their own income, savings and assets are declining. This leads to engaging children in income generating activities than going to school thus creating uncertain future and limited opportunities for them.

In most cases it has been proven that the elderly people (grand parents) are lacking financial, moral and legal support from the public when taking the noble responsibility of care for the grand children and teenagers. These are the two groups resulting into prevailing outbreak of street kids and teenagers when no serious measures are not taken of making sure that conducive living environment is provided to such families.

There are also families where you find only children are living in one house, where elder children are responsible for their younger brothers and sisters in providing food, health, education and other needs. A typical example of such families is found at Nyamanoro, Mwanza-Tanzania where five orphans are living in a poor and single room house. Mr. Katwiga Joseph (25yrs) being the elder and head of the family was compelled to quit secondary studies in his second year to take care of his young ones out of casual but uncertain labour with daily pay.

¹ The **Grand families** in this context is referred to families composed of grand parents (1st generation) living together with and taking care of grand children (3rd generation) after losing their parents (2nd generation) from various causes but also refers to families composed of children alone.



Photo: A house of Mr. Katwiga Joseph (3rd right) living with his four young brothers at Nayamanoro, Mwanza.

4 Proposal for Change and Improvement

It is important to note before hand that poverty is more than economical but rather our attitudes and values.

Efforts and focus are to be directed to building the low income people's capacity to improve their living condition and shelters by themselves and in a way adding governmrnt capacity to the provision of infrustructure and services instead of trying to provide them with houses.

Construction industry is one but an important employment sector in Tanzania any else where in the world. It is mostly undertaken by both professionals and contractors. It is so important that the sector should give impact to the improved living condition of our community members. How can this be achieved with such globalization challenges? Who should take the lead? The Government at the first hand must show up in terms of priorities to local Community Based Contractors (CBC) in implementing small scale projects that can be technically managed by them. And when it is necessary to contract medium or large contractors (local or foreign) then capacity building be enhanced through joint ventures or formal sub

contracting. Why? Because Community Based Contractors originate from the people, by the people and must be for the people.

The professionals must not undermine the practices of the community fundis instead their technical assistance support should be extended to the well formed community lead contractors. An idea of having Community Architects and Engineers is crucial and vital.

The Contractors Registration Board (CRB) is another important organ that will enable recognition of CBC in close collaboration with Local Government Authorities (LGA) by establishing Registration of Community Based Contractors (CBC) with special but minimum conditions like number of technical or experienced members, involve teenager members, equipment owned, etc . It is further expected that:

- CRB through its Contractors Assistance Fund (CAF)² to extend the promoting hand to the CBC and provide regular training sessions.

Eligibility of CBC for CAF:

The terms specify that contractors in classes V - VII will be eligible to be a member of the fund. To be a member of the fund, a contractor will be required to pay a non-refundable membership fee of Tshs. 100,000/-. Only members shall be eligible for assistance from the fund.

- High learning institutions and vocational training centres to closely collaborate with the CBC for technical inputs but also exchange of experience, e.g during students field training works.

The Local Government, various government agencies and other stakeholders that have interest in the construction industry to set aside specific projects for the CBC such as managing the open spaces, infrustructure and services, public estates, public buildings at community level, etc.

The Community must be fully participated in the entire process of upgrading or improving their housing and living condition in various ways e.g different

² The Contractors Assistance Fund is a facility set up with the aim of assisting contractors in securing Bid bonds and bank guarantees for advance payments from commercial banks. To facilitate this, CRB has allocated certain amount of money from its proceeds and set up a special fund to be used as security to facilitate guarantees to registered contractors when procuring bid bonds and Bank guarantees for advance mobilization loans. Depending on the level of utilization, the fund may later on provide guarantee for performance bonds and short-term financial credits.

community tasks may be assigned to community members at a prescribed fees to boost their income. A good example can be learnt at Halmo neighbourhood in Malmo, Sweden.

The teenagers are well known in innovation and creativity. There should be a proper mechanism that formulates youth groups for sustainable projects like cultural drama, etc . Since the Government is also aware of the need of providing the best shelter and services for the communities and minimize the number of street children it is expected that there will be a subsidy provided and relief of some of the rules and taxes in order to promote CBC and teenagers' micro enterprises.

All in all the intended better shelter and living condition can be achieved through:

- Communities being able to identify, recognize, describe and scale their problem but also own it.
- Registration of Community Based Contractors (CBC).
- Central Government, LG and other Agencies to purposely set aside a defined budget from its revenues to subsidize the construction cost.
- Professionals be involved in provision of technical supports to community lead construction groups.
- Establish Housing Policy with particular attention to the need groups like old people, Grand Families, people with various disabilities, etc.
- Infrastructure and services by government.
- Part of the social security funds for civil servants to address the matter before retirement.

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