

The Contractor

Keeping the Industry Informed



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FOCUS ON ANNUAL CONSULTATIVE MEETING 2026

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From the Editor

Government innovation brings hope about contractors' outstanding debts

Over the years, contractors have been bitterly complaining about delayed payments - especially in public projects. Delayed payments not only affect their performance and financial sustainability, but also some contractors have to close their contracting company. We are delighted to note that the Government has now addressed this outcry.

Construction industry stakeholders are very much aware of the important role played by the industry in national development – from building crucial infrastructure, creating jobs, and raising the standard of living of wananchi by spurring growth in the provision of services.

It is thus clear that the industry has a symbiotic relationship with many, if not all, branches of Government – significantly impacting them and being impacted by them. This reality brings into sharp focus the significance of the remarks given by Works Minister Abdallah Ulegi, at this year's Annual Consultative Meeting held in Dar es Salaam, regarding recent reforms that have made it possible to pay contractors on time - citing “the government's desire to address the challenges they face when they do not get their payments on time after presenting relevant certificates for works executed, as per their contracts.”

To be sure, a glance through most past issues of The Contractor appeared to confirm that for a long time, the most persistent grievance of contractors – apart from a lack of opportunities - has been about delayed payment from their public

sector clients. According to the Minister, this issue has now been put to rest!

This column applauds the Interventions the Government has brought about and its effort to address this old issue. We also welcome the minister's promise that from now on, timely payments to contractors would be the norm in public works.

Apparently, according to the Minister's explanation, the solution lay in the way the fuel levy was being disbursed to various funds – which makes it tempting to wonder why it has taken so long to enable contractors to play their acknowledged vital part in the country's development without hindrance.

This column can only speculate, of course; however, public policy experts say that, since government sectors are deeply interconnected - as we observed earlier - policy change in one area of government often causes unintended adverse effects in another, thus creating a new problem there which may need a different solution. So, quite often it takes considerable time to eliminate challenges – especially when resources are limited - requiring a delicate balancing act to fix things.

Now, going by the minister's remarks, contractors can be optimistic about Dira 2050 and its opportunities in the country's public sector. We hope these positive developments will prompt a befitting response from contractors by increasing their desire to embrace professionalism and excellence when they implement works.

Cover photo: Focus on Annual Consultative Meeting 2026.

From the Desk of the Registrar



Dear Readers:

I salute and welcome you all to our esteemed publication, *The Contractor*.

As we begin the new Financial Year 2026/27, we thank Almighty God for having brought us this far and for the opportunities that lie ahead.

This issue, being the first edition of the newsletter for this financial year, is dedicated as a Special Issue on the Contractors Registration Board Annual Consultative Meeting with Stakeholders 2026.

The meeting, that took place on 13 and 14 August 2026 at the Diamond Jubilee Hall, Dar es Salaam, under the theme *Dira 2050: Opportunities and Roles of Contractors in the Development of Sustainable Infrastructure*, was officially opened by the Minister for Works, Mr. Abdallah Hamis Ulega, on 13 August 2026 and officially closed by the Deputy Minister for Works, Mr. Godfrey Kasekenya, on 14 August 2026.

The theme of the meeting was particularly significant: Tanzania has entered a long-term development era through Dira ya Taifa ya Maendeleo 2050, and the construction industry will inevitably be at the centre of its realisation. The roads, bridges, railways, buildings, water systems, energy infrastructure and other facilities required to support the country's social and economic transformation will depend greatly on its capacity, competitiveness, professionalism and innovation.

The meeting therefore accorded the audience an important platform for stakeholders to examine the opportunities presented by Dira 2050 and, equally important, to reflect on the responsibilities that contractors and other construction industry stakeholders must assume in delivering good-quality, resilient and sustainable infrastructure.

A total of 861 participants attended this meeting, comprising contractors, employers, consultants, exhibitors, and other stakeholders. We were also honoured by the participation of foreign delegates from Uganda and the Republic of South Africa, further enriching the exchange of experiences and perspectives.

Apart from the official opening and closing sessions, the two-day programme comprised three plenary sessions, seven paper presentations, plenary discussions, a panel discussion and a wrap-up session. The panel discussion, held on the second day, centred on what stakeholders should do to develop sustainable infrastructure as part of implementing Dira 2050.

Throughout the meeting, the Board recorded recommendations from paper presentations, plenary discussions and the panel session, together with directives and guidance issued by the chief guests, which were subsequently compiled and presented. Follow-up will be made to the relevant stakeholders on the implementation status.

The issue captures some of the important conversations, ideas and aspirations that emerged. We hope that contractors and other stakeholders will not only enjoy reading about the proceedings, but will also reflect on a fundamental question:

What role must each of us play to build the sustainable infrastructure required for the Tanzania envisioned in Dira 2050?

For contractors, it calls for greater ambition, continuous capacity development, adoption of modern technology, integrity, and readiness to compete for increasingly complex opportunities.

I invite you to read, reflect, and engage.

Warm regards,

R. Nkori
Registrar

From Proceedings of the Annual Consultative Meeting 2026

Minister Ulega says contractors should now expect timely payments

Minister of Works Abdallah Ulega has said it is becoming evident that recent reforms on the fuel levy legislation are making it possible to pay contractors on time.

The minister said this when opening this year's Annual Consultative Meeting in Dar es Salaam, revealing that one month following the reforms, the Road Fund had already received over 70 billion shillings, from which Tanroads received 47 billion shillings for road projects nationwide.

He told the meeting that the reforms were prompted by the government's desire to address the challenges contractors face when they do not get their payments on time after presenting relevant certificates for works

executed, as per their contracts.

"Delayed payments affect project implementation and therefore delivery of services to wananchi," he said.

According to him, newly implemented fuel-levy collection reform means 70% of collections are directly sent to key infrastructure funds, yielding over 70 billion shillings for the Road Fund and 47 billion shillings for Tanroads in its first month.

Under the reformed framework, 70% of the fuel levy collected by the Tanzania Revenue Authority goes directly to designated sectoral funds, namely the Road Fund, Water Fund, Rural Energy Agency Fund, and Railway Development Fund, with the remaining 30% going to the Consolidated Fund, he said.

"Following the reforms, when TRA collects the fuel



Minister for Works Abdallah Ulega opens Annual Consultative Meeting 2026 in Dar es Salaam.

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levy, 70 percent goes straight to the relevant funds....in the first month alone over 70 billion shillings went to the Road Fund,” Ulega said and added that 30 percent of the sum was sent to Tarura while 70 percent went to the Ministry of Works and Tanroads.

“Every region will benefit [from these reforms],” he said, adding that the Government has decided to set aside 30 percent of the monies that go into the Consolidated Fund - about 100 billion shillings every month - to settle the debt with contractors.

The minister said Treasury has already paid more than 50 billion shillings to contractors, bringing the total

for July to 68 billion shillings.

“We are convinced these reforms will put to rest the issue of delayed payments,” he said.

The minister went on to call upon contractors to uphold professionalism and excellence and directed CRB to keep a close watch and to update the Government on projects being implemented by the youths in order to provide timely intervention if challenges emerge

Furthermore, he instructed the Board to forward all resolutions of the meeting to the ministry.



Participants at Annual Consultative Meeting 2026 in Dar es Salaam

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Kasekenya wants employers to discharge responsibilities promptly

Deputy Minister for Works Godfrey Kasekenya has called for contractors and their employers to invest more resources and attention in discharging their responsibilities to ensure excellence and the realisation of value-for-money objectives.

This was the gist of his remarks as he closed this year's CRB Annual Consultative Meeting in Dar es Salaam, reminding construction industry stakeholders that contractors and employers have an important role in ensuring that projects being implemented bring about objectives intended.

He further cemented that contractors are expected to perform their projects as per their contracts while employers are expected to meet their contractual obligations by promptly paying contractors for completed works.



Deputy Minister for Works Godfrey Kasekenya closes Annual Consultative Meeting 2026

“Let me take this opportunity to remind contractors to embrace good conduct and excellent performance in the implementation of projects; while employers should plan and supervise them diligently and pay contractors timely,” he said, insisting that both responsibilities are equally important. He cemented that: “Quite often contractors are singled out for blame when projects stall, although at times, shortcomings on the part of employers are to blame.

Kasekenya went on to point that the construction industry remains well-placed as one of the important pillars in attaining the objectives of Vision 2050 and that contractors should seek ways of improving their chances of successfully bidding and winning various soon-to-come tenders.

Kasekenya hailed the idea of bringing together contractors and other construction industry stakeholders, including the National Planning Commission, Public Procurement Regulatory Authority (PPRA), Public Procurement Appeals Authority (PPAA), as well as financial and commercial institutions, because it has enabled them to discuss how to address common challenges and find solutions.



Some construction industry stakeholders at ACM26: “Quite often contractors are singled out for blame when projects stall, although at times, shortcomings on the part of employers are to blame.”

CRB: Vision 2050 presents contractors with many opportunities



CRB Registrar Eng. Rhoben Nkori addresses ACM2026.

The Contractors Registration Board (CRB) has pointed out that Vision 2050 presents many opportunities to contractors, but they would need to work hard towards improving their capacity in all areas of construction in order to seize them.

Appraising construction industry stakeholders at this year's Annual Consultative Meeting which was held in Dar es Salaam on 13 and 14 August, under the theme: "Dira 2050: Opportunities and Role for Contractors in the Development of Sustainable Infrastructure," Eng Nkori said contractors are well placed in the construction sector towards attainment of the vision's goals by building essential infrastructure in all areas including the environment, energy, ports, railways, roads, airports and buildings.

He said that while the vision presents many opportunities, it also puts demands on them to prepare adequately by increasing their capacity and aware-

ness of what professionalism and excellence entail in the execution of works contracts

According to the Registrar, CRB will strive to facilitate attainment of Vision 2050 by continuing to improve the system used to register contractors by linking it with other Government systems to accurately and readily cross-check and verify the authenticity of the relevant data.

Along the same line, CRB will strengthen enforcement by inspecting projects for compliance in all areas, including use of appropriate technology and environmental safeguards, he said.

In the building of capacity of local contractors, Eng. Nkori said CRB would look at ways that would facilitate upgrading to upper classes, improved opportunities for higher-value projects, corporate governance and adoption of better technology.

Towards Vision 2050 through Public Procurement

Public procurement is an influential instrument through which the government pursues development goals. It represents a substantial share of government expenditure. Thus, the procurement system directly influences the pace of socio-economic development.

Recognizing this strategic importance, the Government has continuously reformed procurement legislation to improve efficiency, transparency, fairness and accountability through the Public Procurement Regulatory Authority (PPRA). Some of the reforms have included preference schemes, through which local firms may benefit. Aspects of preference schemes include:

Margin of Preference

Eligible Tanzanian firms may benefit from a margin of preference during the evaluation of tenders. The purpose of the margin of preference is not to compromise technical requirements, quality standards, or value for money principles, but rather to recognize the broader economic benefits associated with increased participation of Tanzanian contractors in public procurement. Thus, procuring entities undertaking national or international tendering are required, during the evaluation and comparison of tenders, to grant a margin of preference of up to 10% for works executed by Tanzanian contractors.

Table 1: Margin of Preference as per 4th Schedule of PPR (2024)

Category	Contribution of Foreign Contractor/ Service Provider	Margin of Preference
Local Contractors or Service Providers under National and International Competitive Tendering	Not applicable	10%
Joint Venture/Consortium between Local and Foreign Contractors or Service Providers	0–25%	10%
	26–49%	8%

Note: The margin of preference for products extracted or manufactured in Tanzania shall be 15%.

The provision is intended to promote local participation, enhance the competitiveness of domestic firms, facilitate capacity development, and support the Government's objective of promoting local content through public procurement. The application of the margin of preference is conditional upon eligible firms meeting the requirements established under the applicable Regulations and procurement documents. Therefore, local contractors and consultants must continue to demonstrate the required technical capability, financial capacity, experience, and compliance with tender requirements.

Exclusive Preference

Unlike the margin of preference, exclusive preference

scheme reserves specific procurement opportunities solely for eligible local persons or firms. The Public Procurement Act provides that where procurement is financed exclusively by a Tanzanian public body, procuring entities shall reserve procurement opportunities for local persons or firms for works, goods, and services whose value falls within the thresholds prescribed by the Regulations. The provision is intended to ensure that public expenditure contributes directly to the development of domestic capacity, creation of employment opportunities, growth of local enterprises, and retention of economic value within Tanzania. Accordingly, works contracts with a value of up to TZS 50 billion, where the prescribed conditions are satisfied, are intended to be undertaken through exclusive preference arrangements for Tanzanian contractors.

Preference Scheme for Special Groups

The Public Procurement Act provides specific provisions for enhancing participation of special groups, including youth, women, elderly persons and persons with disabilities, in public procurement activities. Procuring entities are required to set aside 30% of the procurement budget for special groups, thereby creating a structured mechanism to increase their participation in government procurements.

However, beneficiaries are required to demonstrate the necessary technical competence, professional qualifications and ability to deliver good-quality outputs.

Regional Preference

Regional preference supports the objective of developing a competitive and interconnected economy by enabling Tanzanian enterprises to compete regionally while also exposing them to best practices, innovation and international standards.

Table 2: Fourth Schedule (D); Regional Preferences, PPR 2024

Procurement Category	Value (TZS)
Works	Up to 1,000,000,000.00
Goods	Up to 200,000,000.00
Non Consultancy Services	Up to 200,000,000.00
Consultancy Services	Up to 200,000,000.00

Preference Scheme for Local Goods

The Public Procurement Act provides for preference schemes aimed at promoting the procurement of locally produced goods. The provision requires procuring entities, when evaluating and comparing tenders, to apply a prescribed margin of preference in favor of eligible local goods in accordance with conditions and procedures provided in the Regulations.

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The preference mechanism is intended to ensure that locally manufactured products are not disadvantaged when competing with imported goods, provided that they satisfy required standards, specifications, quality requirements, and value-for-money considerations.

Joint Venture or Subcontracting of Local Firms

In large and complex procurement projects where local firms may not yet possess sufficient technical, financial, or operational capacity to independently undertake contracts, the Act provides mechanisms for enhancing local participation through joint ventures and subcontracting arrangements with local firms. The Public Procurement Act requires that, for procurement of works and non-consultancy services above the limit prescribed in the Regulations, a foreign tenderer shall enter into a joint venture agreement with, or subcontract part of the contract to, local firms.

A foreign tenderer awarded a procurement contract is required to undertake joint venture or subcontracting arrangements with local firms at the percentage of the contract value prescribed in the Regulations. The foreign tenderer is also required to submit, as part of its tender, evidence of the proposed joint venture agreement or subcontracting arrangement, including the key operational procedures governing the relationship between the parties. Regulation 48(3) provides additional requirements relating to the implementation of local participation arrangements. It requires Procuring entities, when applying local participation requirements in contracts involving foreign firms, to consider factors including the level of participation of local firms, the involvement of Tanzanian personnel, and the utilization of locally available resources and materials.

Eligibility for Preference

Preference is not automatic – it is only to firms meeting prescribed eligibility requirements. Typical requirements include: registration in Tanzania; compliance with tax obligations; appropriate professional registration; compliance with licensing requirements; majority local ownership where required; fulfillment of qualification criteria. Preference is therefore not automatic.

Benefits of Preferences to Local Contractors

For local contractors, preference schemes create opportunities that go beyond access to contracts by supporting capacity development, competitiveness, and long-term industry growth.

(a) Increased Access to Public Procurement Opportunities

Preference schemes provide local contractors with improved access to government-funded projects by

reducing barriers associated with competition from larger and more established foreign firms.

(b) Development of Contractor Capacity and Experience

Successful completion of projects obtained through preference schemes enables contractors to build stronger company profiles, performance records, and references, which are essential for competing for larger and more complex projects in the future.

(c) Promotion of Local Content and Retention of Economic Value

Preference schemes support the Government's objective of increasing local content in public procurement. Increased participation of local contractors contributes to: retention of project expenditure within the domestic economy; growth of local supply chains; increased use of locally available materials and services; creation of employment opportunities for wananchi.

(d) Improved Competitiveness of Local Firms

Preference schemes encourage firms to improve their competitiveness through investment in: skilled technical personnel; modern construction equipment; financial management systems; quality assurance systems; occupational health and safety practices; project management capabilities. They create an enabling environment where local contractors can progressively compete effectively in national, regional, and international markets.

(e) Opportunity to Build Financial Capacity

Access to public contracts improves local contractors' ability to establish financial credibility with banks and other financial institutions. Successfully executed government contracts can strengthen a contractor's: cash flow management capacity; access to project financing; ability to obtain performance securities; financial strength for undertaking larger projects.

(f) Technology Transfer and Skills Development

Collaboration with experienced firms, including joint ventures and subcontracting, local contractors can benefit from: transfer of technical knowledge; improved construction methodologies; exposure to international standards; development of managerial and organizational skills.

(g) Enhanced Participation of Emerging and Special Group Contractors

Preference provisions for special groups create

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opportunities for youth, women, elderly persons, and persons with disabilities to participate in public procurement. For contractors belonging to these groups, reserved opportunities provide a platform to: enter the formal procurement market; gain project experience; develop sustainable enterprises; contribute to inclusive economic growth.

(h) Improved Business Sustainability

Consistent participation in public procurement provides local contractors with a more predictable market opportunity, enabling them to plan investments in: equipment acquisition; workforce development; business expansion; professional registration and compliance. This supports the transition from small-scale contractors into sustainable and competitive construction enterprises.

(i) Contribution to Tanzania Development Vision 2050

Preference schemes directly support the objectives of Tanzania Development Vision 2050 by promoting: industrialization; private sector development; employment creation; innovation; indigenous enterprise growth; increased local ownership of economic activities. Through effective utilization of preference provisions, public procurement becomes a catalyst for developing a strong Tanzanian construction industry capable of supporting national development.

(j) Strategic Advantage for Local Contractors

To maximize the benefits of preference schemes, local contractors should not rely solely on preferential treatment but should use these opportunities as a foundation for building sustainable, long-term competitiveness.

Responsibilities of Contractors Under the Preference Scheme

Beneficiary contractors remain responsible for: delivering quality work; meeting contractual timelines; maintaining professional standards; complying with safety requirements; observing environmental regulations; maintaining financial discipline. Failure to perform adequately undermines the credibility of the preference programme.

PPRA Guideline for Price Adjustment

By complementing the preference schemes established under the Public Procurement Act, the Guidelines support the growth and sustainability of local contractors by providing a transparent mechanism for managing changes in construction input costs during contract implementation. In particular, works contracts with a performance period exceeding eighteen months should

provide for the application of a price-adjustment formula, which should be specified in the tender and contract documents.

The formula provides an objective basis for adjusting contract prices to reflect changes in the costs of key inputs, including labour, materials, equipment, and other relevant cost components. This mechanism reduces contractors' exposure to inflation-related risks, improves financial predictability and cash-flow management, and enhances their capacity to complete works successfully. Consequently, the Guidelines complement preference schemes by creating a more predictable operating environment for local contractors, encouraging their sustained participation in public procurement, and contributing to the objectives of the Tanzania Development Vision 2050 through strengthened domestic capacity, industrial development, and sustainable infrastructure delivery.

Challenges in implementing the preference scheme

Implementation has encountered several institutional, financial, technical, and operational challenges. Various reports consistently demonstrate that while compliance has improved, several gaps remain in the practical application of the preference scheme, including:

- **Inconsistent Application of Preference Schemes**

PPRA has seen instances where preference provisions were not reflected in bidding documents, evaluation committees incorrectly applied preference margins, some procuring entities adopted international competitive procedures for projects that could have been undertaken by qualified local firms, and adequate justification was not provided when international competition was selected instead of national competition.

- **Limited Capacity of Local Contractors**

Many domestic contractors continue to face capacity constraints. Common challenges include: inadequate heavy construction equipment; limited working capital; inadequate cash flow; shortage of specialized technical personnel; weak project management systems; limited experience in large infrastructure projects. Consequently, many contractors struggle to compete for big-value projects.

- **Limited Access to Finance**

Access to affordable finance remains one of the most significant barriers facing Tanzanian contractors. Commercial banks often require: high collateral; extensive financial history; expensive performance guarantees; substantial advance payment guarantees.

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• Delayed Payments

Various reports have consistently identified delayed certification and payment for completed works as among the significant challenges affecting the implementation of public sector projects. Timely certification and payment are fundamental to effective contract management because delays disrupt contractors' cash flow and constrain their ability to meet obligations to workers, suppliers, subcontractors, and financial institutions, ultimately affecting project progress. The impact is particularly severe for local contractors, especially small and medium-sized enterprises, which often have limited access to affordable finance and depend heavily on regular payments to sustain project operations. Consequently, delayed payments may contribute to cost overruns, reduced productivity, project delays and contractual disputes.

- Addressing this challenge requires coordinated action by procuring entities, consultants, contractors, and regulatory authorities. Procuring entities should ensure that adequate project financing is secured before and during implementation, completed works are verified promptly, payment claims are processed within the contractual timelines, and effective contract administration and payment-management systems are maintained. Consultants should fulfil their professional responsibilities by promptly inspecting completed works, verifying quantities and quality, and preparing and submitting accurate payment certificates without unnecessary delay. Contractors, for their part, should strengthen their contract-management and financial-administration systems by maintaining accurate records of work completed, submitting complete and properly supported payment claims within the prescribed contractual requirements, promptly responding to requests for clarification.

• Weak Procurement Planning and failure to Allocate 30% of Budget

Some procuring entities continue to exhibit weaknesses in procurement planning and compliance with statutory procurement requirements. Common challenges include unrealistic procurement schedules, inadequate confirmation of budget availability, delayed initiation of procurement processes, frequent changes in project scope, and insufficient market analysis. In addition, some procuring entities fail to allocate the statutory 30% of their annual procurement budget to reserved procurement opportunities for special groups.

• Weak Contract Management

Procurement audits continue to identify weaknesses in contract administration. Typical deficiencies include: delayed site possession; poor supervision; inadequate progress monitoring; slow approval of variations; delayed decision-making; inadequate record keeping. Contract management remains one of the weakest areas within many public institutions.

• Consultant-Related Challenges

Consultants-associated challenges include: delayed preparation of designs; incomplete engineering drawings; inaccurate cost estimates; slow certification of interim payment certificates; inadequate supervision; excessive variation orders. Poor consultancy services often contribute significantly to project delays and disputes.

• Employer-Related Challenges

Employers also face several implementation challenges. These include: delayed approvals; inadequate project preparation; unrealistic completion periods; delayed land acquisition; delayed relocation of utilities; inadequate stakeholder coordination. Such challenges directly affect contractor performance despite the availability of legal preference.

• Limited Awareness Among Contractors

Many local contractors remain unaware of: eligibility requirements; preference documentation; electronic procurement procedures; bid evaluation methods; available reserved procurement opportunities. This is particularly evident among emerging contractors in lower registration classes.

Strategies for local contractors to maximize benefits from the preference scheme

- o Develop a comprehensive understanding of the Public Procurement Act, PPRA guidelines, and standard tender documents. Understand provisions relating to: Local content requirements; Margin of preference. Exclusive preference schemes; Special groups (youth, women, elderly persons, and persons with disabilities); Local goods preference; Joint venture and subcontracting arrangements; Identify eligible procurement opportunities and strategically position the company for participation.
- o Maintain valid registration with relevant professional and regulatory bodies. Ensure compliance with: Tax obligations and valid tax clearance certificates; Business licenses; Social security requirements; Professional certifications and other mandatory approvals; Establish

- internal compliance systems to regularly update required documentation and avoid disqualification.
- o Develop digital capacity to: Monitor procurement opportunities; Access tender documents; Submit electronic bids; Maintain updated company profiles; Regularly review procurement plans published by Procuring Entities; Plan resources and partnerships in advance based on upcoming procurement opportunities.
- o Invest in: Qualified technical personnel; Modern construction equipment; Project management systems; Quality assurance systems; Occupational health and safety practices; Modern construction technologies; Improve the ability to deliver projects within agreed time, cost, and quality requirements; Build a strong performance record for future procurement opportunities.
- o Develop sound financial management practices and maintain proper accounting records. Strengthen relationships with financial institutions and financing partners. Explore mechanisms such as: Construction finance facilities; Performance guarantees; Strategic financial partnerships; Improve cash-flow management to support effective project implementation.
- o Establish effective tender management systems or dedicated bid preparation teams. Carefully analyze tender requirements and evaluation criteria. Prepare

competitive and responsive bids by ensuring: Accurate pricing; Realistic implementation schedules; Proper risk assessment; Complete supporting documentation and Improve bidding quality to increase the likelihood of contract awards.

- o Form partnerships through: Joint ventures, Consortium arrangements. Subcontracting agreements. Collaborate with experienced contractors, consultants, suppliers, and technology providers. Use partnerships to improve: Technical expertise; Financial capacity; Knowledge transfer; Ability to undertake larger and more complex projects.
- o Use subcontracting arrangements as opportunities for: Skills development; Technology transfer; Improved construction methods; Business relationship development; Gradually build capacity to independently undertake larger projects.

Recommendation to Local Contractors

Develop business strategies rather than relying solely on preference schemes; Continuously invest in staff training and professional development; Improve corporate governance and financial management; Maintain excellent contract performance records; Participate actively in PPRA, CRB, and NCC training programmes; Utilize joint ventures strategically to access larger projects and invest in innovation and digital construction.

Contractors and other construction industry stakeholder at ACM2026: "Many local contractors remain unaware of eligibility requirements, preference documentation, electronic procurement procedures, and bid evaluation methods."



DIRA 2050: MCHANGO WA MAMLAKA YA RUFANI YA ZABUNI ZA UMMA (PPAA)

Dira ya Taifa ya Maendeleo 2050 inaweka msingi wa kujenga Tanzania yenye uchumi wa kisasa, shindani, jumuishi na unaoongozwa na utawala bora, matumizi yenye tija ya rasilimali za umma na ushiriki mpana wa sekta binafsi katika maendeleo ya Taifa. Miongoni mwa nyenzo muhimu za kufanikisha dira hiyo ni mfumo wa ununuzi wa umma unaozingatia misingi ya uwazi, ushindani wa haki, uwajibikaji, usawa na utawala wa sheria.

DIRA YA TAIFA YA MAENDELEO 2050 NA NAFASI YA UNUNUZI WA UMMA

Dira ya Taifa ya Maendeleo 2050 inalenga kujenga uchumi unaotegemea uzalishaji, ubunifu, ushindani na ushiriki wa sekta binafsi. Ili kufikia malengo hayo, Serikali imeweka mkazo katika uwekezaji wa miundombinu, viwanda, huduma za jamii, uchumi wa kidijitali na maendeleo ya rasilimali watu. Malengo haya hayawezi kufikiwa bila mfumo wa ununuzi wa umma unaowezesha upatikanaji wa kazi, bidhaa na huduma kwa ufanisi na kwa kuzingatia sheria.

MAZINGIRA YA HAKI KATIKA MCHAKATO WA ZABUNI ZA UMMA

Mazingira hayo yanajengwa katika misingi mikuu ifuatayo:

1. **Usawa wa washiriki (Equality of Treatment)** – washiriki wote kutendewa kwa usawa bila upendeleo;
2. **Uwazi (Transparency)** – taratibu, masharti na maamuzi ya ununuzi kuwa wazi na kueleweka;
3. **Uwajibikaji (Accountability)** – wahuika katika mchakato wa ununuzi kuwajibika kwa maamuzi na hatua wanazochukua;
4. **Ushindani wa haki (Fair Competition)** – kuhakikisha masharti na taratibu hazitoi upendeleo usio halali wala kuzuia ushindani; na
5. **Haki ya kusikilizwa na kupata uamuzi wenye sababu (Fair Administrative Action)** – washiriki kuwa na fursa ya kupinga maamuzi yanayowaathiri na kupata maamuzi yenye sababu.

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Works Minister Abdallah Ulega gets briefing at the Public Procurement Appeals Authority (PPAA) booth

Misingi hii ni muhimu kwa sababu hujenga imani ya washiriki katika mfumo wa ununuzi wa umma, huongeza ushindani na kupunguza uwezekano wa maamuzi yasiyo ya haki. Misingi hiyo pia imeendelea kufafanuliwa na kuimarishwa kupitia maamuzi mbalimbali ya PPAA.

MSINGI WA KISHERIA WA MAZINGIRA YA HAKI

Mazingira ya haki katika ununuzi wa umma yanatokana na Katiba ya Jamhuri ya Muungano wa Tanzania, Sheria ya Ununuzi wa Umma, Na. 10 ya mwaka 2023 na Kanuni za Ununuzi wa Umma za mwaka 2024.

Katiba inaweka msingi wa utawala wa sheria, usawa na uwajibikaji wa mamlaka za umma. Katika Sheria ya Ununuzi wa Umma:

1. Kifungu cha 64(1) kinataka tathmini ya zabuni ifanyike kwa kutumia vigezo vilivyoainishwa katika nyaraka za zabuni pekee.
2. Kanuni ya 232(1) inaitaka Kamati ya Tathmini kutotumia vigezo vingine visivyotangazwa.
3. Kanuni ya 237 inaruhusu kuombwa kwa ufafanuzi bila kubadili kiini cha zabuni.
4. Kifungu cha 121 kinampa mzabuni haki ya kuwasilisha malalamiko na rufaa pale haki zake zinapokiukwa.

Masharti haya yanaweka msingi wa mfumo wa ununuzi unaozingatia haki na unaotekeleza malengo ya Dira ya Taifa ya Maendeleo 2050.

UCHAMBUZI WA MAAMUZI YA PPAA

1. Uchambuzi wa Maamuzi ya PPAA kama Chombo cha Utawala Bora

Maamuzi ya PPAA yamekuwa yakitafsiri sheria za ununuzi kwa namna inayoweka taratibu za tathmini za zabuni na utoaji wa maamuzi ya kiutawala. Kupitia maamuzi hayo, PPAA imeendelea kujenga kanuni zinazolinda haki za washiriki wa zabuni na kuimarisha utawala bora.

2. Tathmini Lazima Izingatie Vigezo vya Nyaraka za Zabuni

Katika *M/s Bisech Investments Company Ltd v. Tanzania Airports Authority* (Rufaa Na. 23 ya 2025/26) PPAA ilibatilisha tuzo baada ya kubaini kuwa mzabuni aliyeshinda hakukidhi kigezo cha uzoefu kilichowekwa kwenye nyaraka za zabuni. PPAA ilisisitiza kuwa taasisi nunuzi haina mamlaka ya kubadilisha au kupuuza vigezo ilivyojiwekea.

Katika *Abbott Rapid DX International Ltd v. Medical Stores Department* (Rufaa Na. 21 ya 2025/26) PPAA ilisisitiza kuwa Kamati ya Tathmini

haiwezi kupuuza masharti ya nyaraka za zabuni. Uamuzi huu umeimarisha utekelezaji wa kifungu cha 64(1) cha Sheria ya Ununuzi wa Umma.

3. Masharti ya Zabuni Yawe Wazi na Yasiyo na Utata

Katika *Fastlink Safaris & Tours v. ETDCO na Native Professionals Company v. TARURA*, PPAA ilibaini kuwa masharti yenye utata hupunguza ushindani na yanaweza kufanya mchakato mzima wa zabuni kuwa batili. Kanuni hii inalenga kuhakikisha ushindani wa haki na kuongeza ushiriki wa sekta binafsi.

4. Uhalali wa Kuengua Mzabuni

Katika *Decuple Services Ltd v. UCSAF*, PPAA iliamua kuwa mzabuni hawezi kuenguliwa bila sababu zinazotokana na vigezo vya zabuni. Uamuzi huu umeimarisha kanuni ya usawa na uhalali wa maamuzi ya kiutawala.

5. Wajibu wa Kutoa Sababu za Maamuzi

Katika *Kotes (T) Ltd v. National Bureau of Statistics*, PPAA ilisisitiza kuwa taasisi nunuzi zina wajibu wa kutoa sababu sahihi za kuwaengua wazabuni. Hii ni sehemu ya haki ya kiutawala na uwajibikaji wa taasisi za umma.

6. Kuzingatia Kipindi cha Uhai wa Zabuni

Katika maamuzi mbalimbali, ikiwemo *Softmed Company Ltd v. Ministry of Health*, PPAA ilisisitiza kuwa kipindi cha uhai wa zabuni ni sharti la msingi ambalo haliwezi kupuuzwa. Nyongeza ya muda lazima ifanywe kwa mujibu wa sheria na kwa kuzingatia usawa wa washindani.

7. Kuzingatia Muda wa Kisheria wa Kuwasilisha Malalamiko na Rufaa

Katika *M/s Laja Enterprises and Company Limited v. Maswa District Council* (Rufaa Na. 35 ya 2024/2025), PPAA ilisisitiza kuwa haki ya mzabuni kupinga hatua au uamuzi wa taasisi nunuzi lazima itekelezwe ndani ya muda uliowekwa na sheria.

Katika shauri hilo, PPAA ilieleza kuwa pale ambapo taasisi nunuzi inashindwa kutekeleza wajibu wake wa kusaini mkataba ndani ya muda wa siku kumi na nne baada ya mzabuni kutimiza masharti ya mkataba, mzabuni anatakiwa kutumia utaratibu wa mapitio ya kiutawala ndani ya muda uliowekwa na kifungu cha 120(4) cha Sheria ya Ununuzi wa Umma na, pale mazingira yanaporuhusu, kutumia haki ya rufaa kwa PPAA ndani ya muda uliowekwa na kifungu cha 121(2)(a) cha Sheria.

PPAA ilikataa rufaa hiyo kwa kuwa iliwasilishwa nje ya muda wa kisheria, na hivyo kusesitiza kuwa masharti ya

• Continued on Page 15

muda yaliyowekwa na sheria yanapaswa kuzingatiwa.

Tofauti kati ya Mapitio ya Kiutawala na Rufaa

Ni muhimu kwa makandarasi kutambua kwamba mapitio ya kiutawala na rufaa ni hatua tofauti katika mfumo wa kushughulikia malalamiko ya ununuzi wa umma.

Mapitio ya kiutawala hutumika pale ambapo sheria inamtaka mzabuni kuwasilisha malalamiko yake kupitia utaratibu wa kiutawala uliowekwa kabla ya kufikia hatua ya rufaa. Kwa hiyo, pale ambapo malalamiko yanahitaji kuanza kwa mapitio ya kiutawala, mzabuni anapaswa kutumia utaratibu huo na kuzingatia muda uliowekwa na sheria.

Rufaa kwa PPAA hutumika katika mazingira yaliyoainishwa na Sheria ya Ununuzi wa Umma, ikiwemo pale ambapo hatua za awali zinazotakiwa na sheria zimefuatwa au pale ambapo sheria inaruhusu suala kuwasilishwa kwa PPAA.

Kwa hiyo, kabla ya kuchukua hatua, ni muhimu kwa mzabuni kubaini:

1. Aina ya hatua au uamuzi anaoupinga;
2. Utaratibu wa kisheria unaotumika kwa malalamiko hayo;
3. Mamlaka inayopaswa kupokea malalamiko au rufaa;
4. Muda uliowekwa na sheria kwa kuchukua hatua hiyo; na
5. Nyaraka na ushahidi unaohitajika kuthibitisha madai yake.

Kutofautisha hatua hizi ni muhimu kwa sababu hata pale ambapo mzabuni ana hoja yenye msingi, kushindwa kufuata utaratibu au muda uliowekwa na sheria kunaweza kusababisha hoja hiyo kutosikilizwa kwa sababu za kiutaratibu.

CHANGAMOTO ZINAZOWEZA KUSABABISHA MAKANDARASI KUSHINDWA KATIKA MALALAMIKO NA RUFAA

Uzoefu unaojitokeza katika mashauri ya ununuzi unaonesha umuhimu wa makandarasi kutotazama haki ya kulalamika au kukata rufaa kama suala la kuwa na malalamiko pekee. Mafanikio ya shauri yanategemea pia uzingatiji wa sheria, taratibu na uwezo wa kuthibitisha madai yanayowasilishwa.

Baadhi ya changamoto zinazoweza kuathiri malalamiko au rufaa ni pamoja na zifuatazo:

Kukosa Ushahidi wa Kutosha

Madai katika malalamiko au rufaa yanahitaji kuthibitishwa kwa ushahidi unaohusiana na mchakato wa zabuni.

Kukosa nyaraka muhimu, mawasiliano au vielelezo vinavyounga mkono madai kunaweza kudhoofisha hoja ya mlalamikaji au mrufani.

Kwa hiyo, makandarasi wanapaswa kuweka mfumo mzuri wa kuhifadhi kumbukumbu zote zinazohusiana na zabuni kuanzia hatua ya kutangazwa kwa zabuni hadi kukamilika kwa mchakato.

Kutokuzingatia Muda wa Kisheria

Kuchelewa kuwasilisha malalamiko au rufaa kunaweza kuathiri haki ya suala kusikilizwa. Mfano wa **M/s Laja Enterprises and Company Limited v. Maswa District Council** unaonesha umuhimu wa kuzingatia muda uliowekwa na sheria.

Hivyo, mzabuni anapofahamu hatua au uamuzi unaomwathiri, ni muhimu kuchukua hatua kwa wakati badala ya kusubiri hadi muda wa kisheria upite.

Kutofuata Utaratibu Sahihi wa Kisheria

Kutumia utaratibu usio sahihi kunaweza kuathiri shauri hata kama mzabuni ana hoja inayostahili kuzingatiwa. Makandarasi wanapaswa kufahamu tofauti kati ya hatua zinazohitaji mapitio ya kiutawala na zile zinazoweza kufikishwa katika hatua ya rufaa kwa mujibu wa sheria.

Kutokuelewa Masharti ya Nyaraka za Zabuni

Baadhi ya migogoro inaweza kuepukwa endapo wazabuni watasoma na kuelewa masharti ya zabuni kabla ya kuwasilisha zabuni zao. Kutokuelewa masharti ya lazima au vigezo vya tathmini kunaweza kusababisha zabuni kuenguliwa.

Pale ambapo kuna utata, hatua sahihi ni kuomba ufafanuzi ndani ya muda unaoruhusiwa badala ya kuendelea na tafsiri ambayo inaweza kuwa tofauti na iliyokusudiwa katika nyaraka za zabuni.

Kutokutenganisha Tuhuma na Hoja Zinazoweza Kuthibitishwa

Malalamiko au rufaa yenye ufanisi inahitaji hoja mahsusi zinazoonesha hatua inayolalamikiwa, msingi wa hoja hiyo na ushahidi unaoiunga mkono. Madai ya jumla yasiyounganishwa na nyaraka au hatua mahsusi za mchakato wa zabuni yanaweza kuwa vigumu kuthibitishwa.

Kutokuchukua Hatua Mapema

Makandarasi wanapaswa kuwa makini katika hatua zote za mchakato wa zabuni. Pale ambapo suala linaweza kushughulikiwa mapema, kwa mfano kwa kuomba ufafanuzi wa sharti lenye utata, ni vyema kufanya hivyo badala ya kusubiri matokeo ya zabuni ndipo kupinga sharti ambalo lilikuwepo tangu mwanzo.

Kwa ujumla, changamoto hizi zinaonesha kuwa ulinzi wa haki za makandarasi unahitaji uelewa wa sheria, umakini katika nyaraka za zabuni, utunzaji wa ushahidi, matumizi ya utaratibu sahihi na uzingatiaji wa muda wa kisheria.

MAPENDEKEZO

Makandarasi wanashauriwa:

1. Kuendelea kujenga uwezo kuhusu Sheria ya Ununuzi wa Umma na Kanuni zake;
2. Kusoma na kuelewa kwa kina nyaraka za zabuni kabla ya kuwasilisha zabuni;
3. Kuomba ufafanuzi mapema pale masharti yanapokuwa na utata;
4. Kutunza kwa usahihi kumbukumbu na mawasiliano yote yanayohusu mchakato wa zabuni;
5. Kufahamu tofauti kati ya mapitio ya kiutawala na rufaa na kutumia utaratibu unaostahili;
6. Kuzingatia muda wa kisheria katika kuwasilisha malalamiko na rufaa;
7. Kuhakikisha madai yanayowasilishwa yanaungwa mkono na ushahidi wa kutosha; na
8. Kudumisha uadilifu, maadili ya biashara na uzingatiaji wa sheria katika mchakato mzima wa ununuzi.

Taasisi nunuzi zinashauriwa:

1. Kuandaa nyaraka za zabuni zilizo wazi, zinazoeleweka na zinazohamasisha ushindani;
2. Kutathmini zabuni kwa kutumia vigezo vilivyotangazwa katika nyaraka za zabuni;
3. Kutoa sababu sahihi na zinazoeleweka za maamuzi yanayowaathiri wazabuni;
4. Kushughulikia malalamiko kwa wakati na kwa kuzingatia sheria;
5. Kujenga uwezo wa watumishi wanaohusika na maandalizi na tathmini ya zabuni; na
6. Kutumia mwelekeo unaotokana na maamuzi ya PPAA kama nyenzo ya kujifunza na kuboresha utendaji wa taasisi.

Washauri elekezi wanashauriwa:

1. Kuandaa vigezo vya tathmini vinavyolingana na

mahitaji halisi ya miradi;

2. Kuepuka masharti yasiyo ya lazima yanayoweza kupunguza ushindani;
3. Kuhakikisha nyaraka wanazosaidia kuandaa zina masharti yaliyo wazi na yasiyo na utata; na
4. Kutoa ushauri wa kitaalamu unaozingatia sheria, kanuni na misingi ya ushindani wa haki.

HITIMISHO

Dira ya Taifa ya Maendeleo 2050 inahitaji mfumo wa ununuzi wa umma unaozingatia haki, uwazi, uwajibikaji, ufanisi na ushindani wa haki. Mfumo huo ni muhimu katika kuhakikisha kuwa fedha za umma zinatumiwa kwa tija, miradi ya maendeleo inatekelezwa kwa ufanisi na sekta binafsi inapata mazingira yanayotabirika na yenye usawa ya kushiriki katika maendeleo ya Taifa.

Mwelekeo wa maamuzi ya PPAA unaonesha kuwa mazingira ya haki katika mchakato wa zabuni si suala la kisheria pekee, bali pia ni nyenzo muhimu ya maendeleo. Kwa kusimamia uzingatiaji wa vigezo vya zabuni, uwazi wa masharti, utoaji wa sababu za maamuzi, uhalali wa kuengua wazabuni, uzingatiaji wa muda wa kisheria na matumizi sahihi ya taratibu za malalamiko na rufaa, PPAA inachangia kuimarisha utawala bora katika mfumo wa ununuzi wa umma.

Kwa upande mwingine, makandarasi wana wajibu wa kujenga uwezo wa kuelewa sheria na nyaraka za zabuni, kutunza ushahidi, kufuata taratibu zinazotakiwa na kuchukua hatua ndani ya muda uliowekwa na sheria. Ulinzi wa haki katika mfumo wa ununuzi unahitaji kila mdau kutekeleza wajibu wake kwa usahihi.

Kwa hiyo, kadiri taasisi nunuzi, makandarasi, washauri elekezi, Serikali na wadau wengine wanavyozingatia sheria na misingi ya ununuzi wa umma, ndivyo mazingira ya ushindani na uwajibikaji yatakavyoimarika.

News in pictures: Annual Consultative Meeting 2026

In this section we present photographs that depict moments when various personalities took part in the two-day CRB Annual Consultative Meeting 2026 which included exhibition of business and public entities and their activities related to the construction industry.

ACKNOWLEDGEMENTS

The Contractors Registration Board (CRB) would like to acknowledge the fact that many stakeholders helped in various ways to make the Annual Consultative Meeting 2026 the great success it was.



Minister of Works Abdallah Ulega (Middle), Works Deputy Permanent Secretary, Eng. Ephatar Mlavi (2nd L), Registrar of Contractors Registration Board (CRB), Eng. Rhoben Nkori (2nd R), Registrar of Zanzibar Contractor Registration Board (ZCRB), Eng. Mansour Kassim (R), Chairman of Engineers Registration Board (ERB), Prof. Eng. Bakari Mwinyiwima (L), and sponsors, following opening of Annual Consultative Meeting 2026 (ACM 2026) on 13 August 2026 in Dar es Salaam



Minister of Works Abdallah Ulega signs the visitors' book at the NMB Bank booth

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Minister of Works Abdallah Ulega (Middle), Works Deputy Permanent Secretary, Eng. Ephatar Mlavi (2nd L), Registrar of Contractors Registration Board (CRB), Eng. Rhoben Nkori (2nd R), Registrar of Zanzibar Contractor Registration Board (ZCRB), Eng. Mansour Kassim (R), Chairman of Engineers Registration Board (ERB), Prof. Eng. Bakari Mwinyiwima (L), and paper presenters, following opening of Annual Consultative Meeting 2026 (ACM 2026) on 13 August 2026 in Dar es Salaam

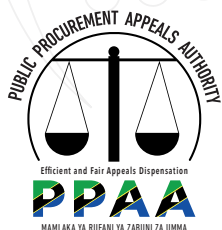


Minister Ulega shakes hands with an officer at the Exim Bank desk

However, the Board hereby wishes to specifically mention the following companies for their generous sponsorship of the event:

1. TANZANIA PORTLAND CEMENT
2. LAKE CEMENT LIMITED
3. MAWENI LIMESTONE LTD
4. LESSO TANZANIA TECHNOLOGY DEVELOPMENT CO. LTD
5. KINGLION INVESTMENT CO. LTD
6. KILIMANJARO CABLES (T) LTD
7. BIG BANG MACHINE & PARTS CO. LTD
8. BESTAN TEXTILE LTD
9. MODERN FITTINGS MART LTD (HAFELE)
10. AMANA BANK

11. NATIONAL HOUSING CORPORATION
12. METAPLANT AND EQUIPMENT TANZANIA LTD
13. CAMCO EQUIPMENT (T) LTD
14. S.E.C (EAST AFRICA) LTD
15. SOLUTIONSTAG CONSULTING CO. LTD
16. LONDA GROUP COMPANY LTD
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18. UTT AMIS PLC
19. BUSINESS REGISTRATIONS AND LICENSING AGENCY (BRELA)
20. MOBIKEY TRUCK & BUS LTD
21. NCBA BANK TANZANIA LTD



President Samia switches on Julius Nyerere Hydropower Plant



Aerial photo taken by drone on Aug. 21, 2026 shows a view of the Julius Nyerere Hydropower Plant in Coast Region, Tanzania. (Xinhua/Emmanuel Herman)

DAR ES SALAAM, Aug. 23 (Xinhua) -- Tanzanian President Samia Suluhu Hassan on Saturday inaugurated the 2,115-megawatt Julius Nyerere Hydropower Plant, a landmark project expected to strengthen electricity supply and accelerate industrial and economic development.

Hassan inaugurated the plant in Rufiji District in Coast Region, saying the new generation capacity should produce measurable gains in manufacturing, trade, mining, modern agriculture, public services, investment and employment.

The nine-unit facility now accounts for nearly half of electricity dispatched to Tanzania's national grid, significantly improving reliability and security of supply, she said.

"This project has demonstrated Tanzania's capabilities. We must now harness that capacity to advance other strategic projects and build a strong, self-reliant nation," Hassan said.

Built with the participation of China's Power Construction Corporation of China (PowerChina) and Dongfang Electric Corporation, the plant has a total installed capacity of 2,115 megawatts, Zhang Rui, the project manager with PowerChina, said.

PowerChina undertook the construction of the main works, including the main dam, the stilling basin, the water conveyance system, the diversion tunnels and



Julius Nyerere Hydropower Plant (Xinhua/Emmanuel Herman)

the metal structures, as well as the overall engineering design and the supporting facilities, Zhang said.

Tan Jin, the project manager with Dongfang Electric, noted that they supplied all nine hydro-turbine generator units, main inlet valves and other complete sets of electromechanical equipment, and carried out their installation, commissioning and trial operation.

During construction, the China-involved construction work created about 14,000 jobs for local residents. Thousands of Tanzanians received professional skills training from Chinese engineers in areas such as welding, steel fixing, carpentry, heavy machinery operation and surveying, helping build a stronger local workforce, according to the two managers.

The project is also expected to improve electricity supply for households and public services, strengthen Tanzania's role in the regional energy market in East Africa, and provide reliable energy support for regional connectivity and socioeconomic development, said Humphrey Moshi, economics professor at the University of Dar es Salaam in Tanzania.

Source: <https://english.news.cn/20260823/b2caf4dbff994a1caf5fd04622774cd6/c.html>