

The SCP Documentation Series, Volume 2

THE SUSTAINABLE CITIES PROGRAMME IN TANZANIA 1992-2003

**From a city demonstration
project to a national
programme for environmentally
sustainable urban development**



TANZANIA



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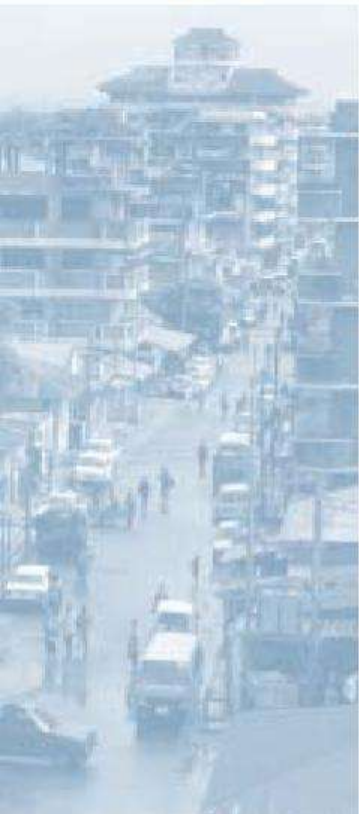
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October, 2004



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The Sustainable Cities Programme in Tanzania 1993-2003

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The opinions expressed in this document are those of the authors and not necessarily those of the United Nations.



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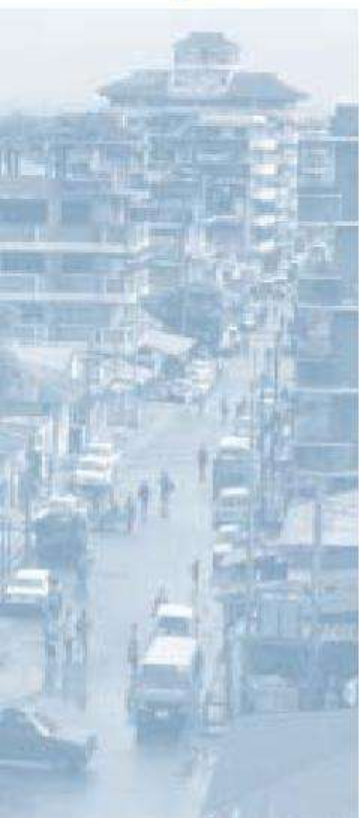
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List of Acronyms and Abbreviations

CBO	Community Based Organization
CTSU	Central Technical Support Unit
DANIDA	Danish International Development Agency
EMIS	Environmental Management Information Systems
EPM	Environmental Planning and Management
ILO	International Labour Organization
MC	Municipal Consultations
NAC	National Advisory Committee
NAPC	National Programme Coordinator
NGO	Non Governmental Organization
PMO	Prime Minister's Office
PORALG	President's Office Regional Administration and Local Government
SAP	Sustainable Arusha Programme
SCP	Sustainable Cities Programme
SDP	Sustainable Dar es Salaam Project
SIP	Sustainable Iringa Programme
SMP	Sustainable Moshi Programme
SMWP	Sustainable Mwanza Programme
STP	Sustainable Tanga Programme
SUMO	Sustainable Morogoro Programme
UNDP	United Nations Development Programme
UASU	Urban Authorities Support Unit
UCLAS	University College of Lands & architectural Studies
UNEP	United Nations Environmental Programme
UN-HABITAT	United Nations Human Settlements Programme (former United Nations Centre for Human Settlement (Habitat))
URT	United Republic of Tanzania
WG	Working Group

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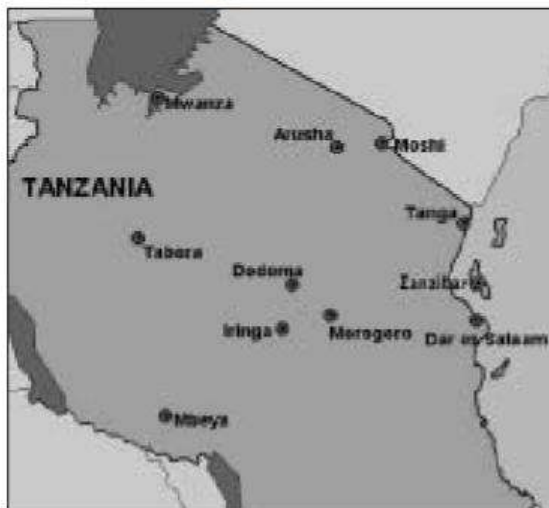




EXECUTIVE SUMMARY

The Sustainable Cities Programme (SCP) started in the Tanzanian capital, Dar es Salaam in 1992 under an initiative known as the Sustainable Dar es Salaam Project. Dar es Salaam was one of the first demonstration cities in Africa where environmental planning and management were revitalized under the SCP, a joint initiative of UN-HABITAT and UNEP to implement Agenda 21. Other cities were Ismailia in Egypt, Accra in Ghana, Dakar in Senegal, Ibadan in Nigeria, and Lusaka in Zambia.

Illustration 1: SLP Projects in Tanzania



© Map/UN-HABITAT

This report draws on the environmental planning and management (EPM) process under the Sustainable Dar es Salaam Project from 1992. It examines subsequent replication in other urban centers in Tanzania under the National Sustainable Cities Programme from 1998. EPM has now taken roots in Tanzania, and is gradually replacing the entrenched techno-bureaucratic and prescriptive planning model of the past half century with a new collaborative and inclusive form of city planning and management.

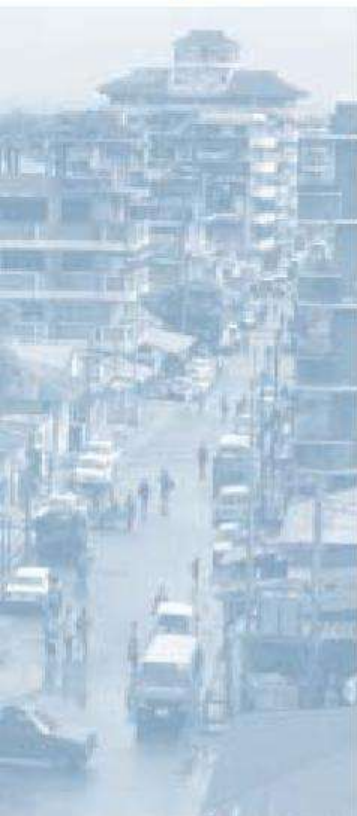
With its emphasis on inclusion, transparency, decentralization, efficient service delivery and responsiveness to civil society, and sustainability, the EPM is considered a model for UN-HABITAT's Global Campaign on Urban Governance in the drive for urban poverty reduction.

The SCP in Tanzania traces back to a request of the Government of the United Republic of Tanzania to the United Nations Development Programme (UNDP) to help it review the master plan for Dar es Salaam from 1979. Under the Town and Country Planning Ordinance of 1956, such plan should be reviewed every five years taking into account changed social and economic circumstances. At the time of the review, it was found that the environmental problems confronting Dar es Salaam City were such that a change of direction was needed. City planning and management was being conducted without proper coordination or consultation among departments, let alone the beneficiaries. This situation cried out for a more responsive and effective form of planning and management – one that would better take into account prevailing socio-economic conditions.


The documentation of the EPM process under the SCP provides a record of the processes involved in the initiative to reform the urban planning and management practices, achievements, challenges and take heed of the lessons learned for further replication. It forms a knowledge base that can be customised to suit local conditions, and also serve as an archive for future plans.

The need to document the EPM process was raised after evaluations of the Sustainable Dar es Salaam Project in 1995, and again in 1997. Both evaluations cited the need

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for a recorded planning history and a proper institutional memory. It is hoped that this history will be reflected in this report.

Although the documentation refers generally to all the SCP cities or municipalities in Tanzania, it draws mainly on the sustainable cities projects in Dar es Salaam, Mwanza, Iringa, and Moshi for the following reasons:

The **Sustainable Dar es Salaam Project** is the oldest SCP programme in Tanzania, and part of a global SCP demonstration process. It enables us to see every facet of the SCP Process– from preparatory and start-up, to negotiation of strategies and action planning, implementation of demonstration projects, and scaling up, to the replication of an environmental improvement strategy and institutionalization. It also shows how one can learn from the experience of aggregating and coordinating issue-based strategies into a Strategic Urban Development-Planning (SUDP) framework. Because of the wealth of information available on the Sustainable Dar es Salaam Project, it is given more attention in this report.

Mwanza Municipality received financial support in the tune of 1.9 million Danish Kroner from the Danish Government through DANIDA. This sum was meant to complement Council's EPM implementation, utilizing financial resources available through an Environmental Development Fund (EDF). It was thus assumed that SMWP would progress rather fast, building on the SDP experience in putting the EPM process to work, and providing opportunity to learn from.

Iringa received a similar amount from DANIDA. As Iringa's municipality prepared for the DANIDA support, **Moshi Municipality** secured 180,000 Dollars from UN-HABITAT to introduce the new planning and management approach under the Sustainable Moshi Programme. This initiative started in 1996, long before commencement of the replication programme in 1997, indicating demand-driven initiative to engage in the EPM process. This programme is thus selected to learn from that demand driven experience with modest external support.

However, the selection of the four cases does not in any way disregard what could be learned from the other cases within the replication programme. Given the unique socio-cultural, economic and political make-up of each municipality, as well as in terms of the technical leadership in the EPM process, the experiences of each context would have provided valuable lessons.

With this **executive summary**, the report has five chapters.


- **Chapter One** gives an overview of the SCP principles, the approach and the EPM process.
- **Chapter Two** describes how the EPM process worked in the Sustainable Dar es Salaam Project (SDP).
- **Chapter Three** looks at the coordination of issue-based strategies as part of a new urban development-planning framework for the city.
- **Chapter Four** reports on how the EPM process was replicated in other municipalities. Drawing on three specific cases.
- **Chapter Five** provides conclusions and emerging lessons for initiatives on more inclusive and democratic planning systems at the national and international level.



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The report shows that in an effort to improve information and expertise, in addition to preparing a city and municipal environmental profile as it was done in Dar es Salaam, some of the replication programmes prepared gender profile and ward level environmental profile. The gender profile and ward level profile were prepared by local consultants in collaboration with council experts so as to build local capacity and improving expertise. Besides improving information and expertise, the participatory processes engaged in the preparation of the profiles provided opportunity to making stakeholders aware of the objectives and contents of the programmes and what the EPM process entailed. The profiles constitute a data-base which is needed by stakeholders for environmental management and monitoring. In order to further improve its information base and link up to the on-going environmental improvement and poverty alleviation initiatives by stakeholders, certain municipalities additionally prepared an inventory of such initiatives and a poverty profile that shows the types and levels of poverty among its residents. Where an inventory of on-going initiatives was done, it facilitated identification of 'early win' or 'fast track' demonstration projects.


Technical support for the implementation of the Sustainable Dar es Salaam Project (SDP) was, until 1997 when national execution of the SCP commenced, provided by the UN-HABITAT. Under the national execution a central coordinating unit - the **Urban Authority Support Unit (UASU)**, which began operating in 1998 -assumed the responsibility of providing and coordinating technical support to SDP and the municipalities under the national replication programme. At start-up, UASU had very limited in-house EPM capacity, in form of one EPM advisor whose knowledge and skills on EPM was based on his professional background as a planner/engineer and hands-on experience as coordinator of one of the SDP working groups from 1993. The rest of the UASU key staff, the national programme coordinator, EMIS advisor, and monitoring and documentation officer were new to the programme, hence they had no experience in the EPM process.

In providing technical support, UASU was supposed to collaborate with the UN-Habitat, which had by then stepped back from the 'driver's seat' of supporting the SCP so as to let the local capacity lead the programme.

To date, a relatively well-equipped **Environmental Management Information System (EMIS)** unit has been established in every municipality, where experts manning the units have been trained on Geographical Information Systems (GIS). The objectives of establishing, equipping and staffing the units was to build capacity of the city/municipal councils to collect, analyze, store, retrieve and disseminate information on urban environmental conditions and trends. The ultimate goal is to have an up-to-date environmental data-base to facilitate informed decision making, effective planning and management. This goal has not been reached, though some municipalities are genuinely striving to use the available facilities and knowledge to facilitate informed decisions. The existing capacity in terms of skills and GIS equipment needs to be more effectively used.

Unlike the EPM experience in Dar es Salaam and Mwanza where compilation of city **Environmental Profile** was primarily expert dominated, the process in the other municipalities was improved by bringing in other stakeholders through a 'mini-consultation' that was organized before the main consultation. This provided





stakeholders the opportunity to contribute to the environmental profile, from which proposition papers were written and presented in the municipal consultation. The mini-consultation also provided opportunity to inform stakeholders about the SCP objectives and essence of the EPM process.

It is evident that the **city consultation** has remained a once and for all-event in Dar es Salaam and Mwanza since the first and last one that was held in 1992 and 1998 respectively. However, all the municipalities supported by DANIDA, have had municipal consultations as a routine annual event. Through this, stakeholders have had opportunity to get feed back on the progress made in addressing priority issues and accordingly reviewing the list of priorities, constraints and challenges encountered, bringing in new stakeholders, reconstituting composition of working groups, etc. In this regard, annual consultations have served as a mechanism not only for auditing progress made, but also ensuring continuous sensitization, systematic sharing of information and accountability to stakeholders and seeking continued support and commitment. It also serves as a forum for stakeholders to express their views and ideas about management of their city. This is an initiative towards good urban governance in line with the UN-HABITAT's Global Campaign for Urban Governance, which promotes transparency, accountability, inclusiveness, decentralization, and equity.

However, considering limitations of including every stakeholder at a city or municipal level consultation, the objectives of a city consultation to include information sharing could have been widened and deepened by holding complementary consultation at ward level, where working groups would be established as necessary. Some of the replication programmes are already moving in that direction by establishing project committees or working groups at ward level. The danger so far is that project committees are being used as a means for facilitating project implementation rather than a forum for participatory planning and management.


With regard to improving **strategies and action planning**, most of the replication programmes have had improved gender balance in the composition of working groups, by increasing representation of women. Bringing in more representatives of the popular and private sectors has checked dominance of the public sector in the working groups. In achieving this balance, working groups composition have been adjusted by the project management team, thus taking form of a task force formed by authorities, rather than a voluntary group of stakeholders driven by their stake to participate in addressing the issue at hand. Stakeholder analysis and gender profiling provided information that facilitated reaching out hitherto excluded stakeholders. However, adequate and effective participation of the private sector, the industry in particular, remained unsatisfactory.

Through the **working groups** all cities/municipalities have clarified issues, which were prioritized in the consultation, they have negotiated strategies and formulated action plans for addressing the issues. Some of the action plans have been further worked out into demonstration projects and some implemented using resources generated locally or externally. The process of clarifying the prioritized issues, negotiating strategies and formulating action plans in Dar es Salaam included holding a 'mini-consultation' around each of the prioritized issues so as to allow stakeholders opportunity to participate in the process of negotiating strategies and action

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planning. This was not the process followed in the municipalities. As soon as the working groups were put in place after the consultation, they went on to clarify the prioritized issues, negotiate strategies and eventually formulate action plans and demonstration projects, which were implemented using the Environmental Development Fund (EDF). This suggests that the opportunity for wider stakeholder participation in negotiating strategies and action planning was missed.

The documentation shows that availability of EDF motivated DANIDA supported programmes to implement action plans and demonstration projects, thus overcoming possible frustrations whose main interest was the implementation of their action plans and projects for environmental improvement. Where such projects had been successfully implemented, they have contributed to restoring confidence of communities in their local authority.

The EDF is limited in size and duration, hence insufficient for the many problems facing the cities or municipalities benefiting from the fund. Moreover, the bureaucratic procedures involved in accessing the EDF limited utilization of the allocated budgets, while pressure to quickly spend the available funds and deliver physical outputs within the specified project implementation schedule has led to temptation to by-pass the participatory EPM process. The pressure to deliver physical outputs within unrealistically limited time undermined the objective of capacity building for inclusive planning and management.


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An evaluation of the SCP in six African countries including Dar es Salaam suggested that such a **capacity building programme “which seeks to bring quite new ideas and new ways of doing things [require adequate time, and]...can not be designed to quickly spend money and it cannot easily be fitted into a rigid framework of arbitrary quantitative success criteria and tight time schedules”**. Paradoxically, this lesson, which had been documented in 1999 did not inform neither the design of the SCP projects nor the subsequent evaluation or appraisal of such projects. As a consequence those entrusted to oversee implementation of such projects found themselves at cross roads of either sticking to the project implementation plan at the expense of processes that ensured capacity building, or letting the processes take the time they required, resulting in delayed physical outputs in relation to the project implementation plan.

While it is generally appreciated that a capacity building programme require time because of what it entails, and calls for emphasis on processes; deliberate efforts must be made to ensure that such a programme is appropriately designed. Its success criteria should focus on the means or processes, rather than the physical outputs alone. There is no doubt that designing and evaluating such a programme is challenging and time consuming. It is normally this time-resource, which is unavailable to project designers and evaluators who spend the limited time available to fit the well-intentioned project objectives in a ‘straight jacket’ of project design framework or evaluation format.

By the end of 2003, apart from the Sustainable Dar es Salaam Programme, no city or municipality had moved beyond the stage of a demonstration project to scale-up a tested out strategy at city or municipal level. Likewise, apart from Dar es Salaam City, no any other urban centre had moved from issue-based strategy to a coordinated city-





wide strategy, or aggregated issue-specific strategies into a city/municipal-wide **strategic urban development-planning (SUDP)** framework.

The Sustainable Dar es Salaam Project (SDP) successfully scaled-up two strategies to city level in three phases - privatization of solid waste collection and participatory community-based servicing of unplanned settlements. In phase one (1994) privatization of solid waste collection was piloted in 10 wards in the city center with a private contractor – Multinet Africa Company Limited. Two years later in 1999, based on the experience gained and capacity built to work in partnership with the private sector, the City Council scaled-up this strategy to an additional 13 wards, with four private contractors collecting solid waste. The third phase of implementing this strategy commenced in 1999, covering 18 wards. During this phase, besides private companies, NGOs and CBOs were contracted to collect solid wastes. Systematic implementation of this strategy over a period of ten years has led to a cleaner environment.

It is instructive to caution that the process of privatization of **waste collection** was not as smooth as it may sound. There were problems related to collection of refuse collection charges from those served, and inability of the Dar es Salaam City Council (DCC) to supervise and facilitate the private contractor to collect waste and refuse collection charges. The experience provided a learning opportunity to the collaborating partners with respect to dealing with each other and sharing of roles in the specific undertaking. It was on the basis of this experience that the waste collection strategy was scaled-up, covering additional wards and involving more contractors.

It is the **success story of waste management** in Dar es Salaam City that has attracted other urban centers in Tanzania to embrace the EPM process. Already, Mwanza City Council and Iringa Municipal Council have privatized waste collection in the central business district, with the view to learning from the pilot phase before scaling-up the strategy to other neighbourhoods. The municipalities of Arusha, Moshi and Morogoro are also preparing for privatization of solid waste collection.


Participatory community-based servicing of unplanned settlements is another strategy that has been scaled-up though not exactly in the same way as solid waste collection. The strategy, conceived and implemented under the Sustainable Cities Programme in the late 1990s, was implemented in Hanna Nassif. The successful application in Hanna Nassif informal settlement led to the design of the World Bank supported Community Infrastructure Programme (CIP). Based on this experience, the community-based participatory infrastructure upgrading was incorporated in the National Human Settlement Development Policy 2000, whose policy statement in this regard states that: “unplanned settlements shall be upgraded by their inhabitants through CBOs and NGOs with the government playing a facilitating role”.

The Community Infrastructure Programmes in Tabata and Kijitonyama in Dar es Salaam were a scale-up of community-based infrastructure upgrading. Likewise, the Community Infrastructure Upgrading Programme (CIUP) for 31 informal settlements in Dar es Salaam builds on the experience of Hanna Nassif community-based upgrading project and the CIP. Several local urban authorities outside Dar es Salaam have visited the infrastructure upgrading projects in Dar es Salaam to learn from the experience

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and replicate it in their respective local areas. It is no accident therefore that the “project” approach that is being adopted in some of the DANIDA supported programmes focuses on infrastructure upgrading in a selected informal settlement.

The programmes, particularly the donor funded ones, are perceived as ‘projects’, separated from the host local authorities. The presence of a Technical Advisor in the donor funded projects, who controls the project instead of the same being controlled by the relevant local authority has enhanced this perception which has had adverse consequences on efforts to integrate the programmes into the local government system. Unfortunately, like SDP that neither established a **system of regular monitoring and documentation** of its activities nor prepared base-line data against which project progress could be measured, none of the replication programme is monitoring and documenting its EPM activities. Similarly, the environmental profile of Dar es Salaam that was prepared in 1992 has not been updated, and neither have those of the replication programmes, which were compiled at least five years ago. This is the situation despite the existence of well-equipped EMIS units and GIS trained staff in all the SCP municipalities.


Making the EPM process approach the way of doing business in local authorities is the ultimate objective of the SCP as a capacity building programme. This requires change of attitude and behaviour, in the way of thinking and understanding the relationship between environment, development and environment, health and poverty, and in the way of planning and managing changes in collaboration, co-operation, negotiation and consensus building with others. It also requires the organizational and structural change of operational procedures, mandate and inter-organizational relations.

Institutionalisation of the SCP approach has occurred in different ways at local and national levels. At the national level, inspired by the promising efficacy of the new approach in addressing key environmental issues in Dar es Salaam City, in 2000, the Ministry of Lands and Human Settlements Development incorporated the approach in the National Human Settlements Development Policy. The Ministry has since produced guidelines for the preparation of strategic urban development plans. The policy provides a framework for the review of the principal planning legislation, the Town and Country Planning Ordinance of 1956. The Ordinance is currently under review to incorporate elements of the inclusive and strategic planning approach.

Drawing on the practical knowledge and skills gained by being involved in the EPM process since its introduction in Dar es Salaam in 1992, and taking cognizance of the changed political and economic context for planning and managing human settlements in Tanzania, the Department of Urban and Regional Planning at the University College of Lands and Architectural Studies (UCLAS), the sole educators of professional urban and regional planners in Tanzania, has reviewed its planning education curriculum commensurate with the new planning and management approach.

The ultimate goal of institutionalising the EPM approach is to ensure that professional planners and urban managers, in collaboration with stakeholders, are well equipped with the relevant knowledge and skills required to participate, advise and facilitate strategic planning and management of human settlements. The review of policy and legislation has put in place an enabling policy and legislative environment for the





same. The initiative represents a strategic step towards implementation of the Habitat Agenda whose overall goals are adequate shelter for all, and sustainable human settlements. Moreover, specific tailor-made short courses are being conducted to re-orient some of the already practising urban planners and managers to re-equip them with the necessary knowledge and skills for inclusive planning and management.

The EPM approach has facilitated building of collaborative bridges between different stakeholders in the public, private and popular sectors, as well as within institutions and communities. The collaboration has in turn facilitated sharing of knowledge between and among the involved stakeholders. Communities have benefited not only from the improvements in their living environment, but also through enhanced capacity to organise for other activities. They have had opportunity to participate in the planning and implementation of self-improvement projects and in the process have become aware of their right to participate in the planning and management of their local urban areas.

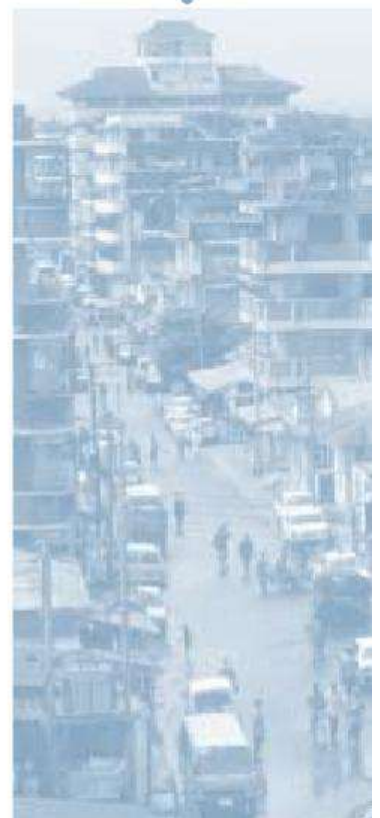
Where labour-based technology has been applied in the improvement of infrastructure, benefits to the residents have included employment, income and development of skills -the result of which have contributed to poverty alleviation. These social benefits have led to social transformations in terms of empowerment of the communities, building of social trust among the collaborating partners or actors and between them and the local authorities, which are gradually beginning to appear more credible. Improved credibility may in turn enhance legitimacy of local authorities to govern and hence facilitate effective urban governance.

Stakeholders' **attitudes** towards the environment and working together has been influenced by their participation in the EPM process through consultations, working group activities and implementation of various demonstration projects. There is increased recognition and appreciation of the need for collaboration in tackling environmental issues and changing the ways of using natural or environmental resources for development so that such resources and development can be sustained.


Stakeholders in the public sector, including city/municipal officials have increasingly realised and appreciated the advantages of collaborating with other stakeholders in the private and popular sectors in environmental planning and management. These other stakeholders have important roles to play in development by contributing knowledge, skills, labour and financial resources without which the public sector cannot cope. With this changed attitude towards the other stakeholders, the public sector is gradually showing respect and listening to the private and popular sectors, a move that might lead to genuine collaboration and partnership in development as advocated by the Habitat Agenda.

There is also readiness to consult communities in matters that affect their lives. It is now not unusual to see public sector actors in the local authorities or central government departments reaching out to other stakeholders in the process of formulating policies or solutions to prevailing problems. However, this changed practice is also a result of the overall government policy towards more democracy in decision-making process.

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Technical support for implementation of the Sustainable Dar es Salaam Project (SDP) was, until 1997 when national execution of the SCP commenced, provided by the UN-HABITAT. National execution of the SCP has been centrally co-ordinated by the Urban Authorities Support Unit (UASU). UASU was established in 1998 to provide technical support to the SDP and the municipalities which were included in the national replication programme, namely Mwanza, Tabora, Dodoma, Iringa, Mbeya, Tanga, Moshi and Arusha. Initially, UASU had very limited in-house EPM capacity, in form of one EPM advisor, whose knowledge and skills on EPM was based on his professional background as a planner cum engineer and hands-on experience as a co-ordinator of one of the SDP working groups since 1993. The rest of the UASU key staff, the national programme co-ordinator, EMIS advisor, and monitoring and documentation officer were new to the programme, and hence had no experience in the EPM process. However, UASU gradually built capacity for EPM to about 50 resource persons from both the government and private sector. These resource persons were used as consultants by UASU to provide technical support to the various municipalities. UASU's role was to organize and co-ordinate technical support to Dar es Salaam and the nine municipalities. In doing this, the idea was to closely collaborate with UN-HABITAT, which had by then withdrawn from steering the project to allow the EPM local capacity, that had been built over the previous five years, provide technical leadership of the programme.


A number of training courses were organized and delivered to the replication programme participants - working groups and co-ordinators in particular - but some of these were not adequately synchronised with the programme activities on which the knowledge and skills were to be applied. However, the approach in capacity building took the form of classroom teaching rather than learning by doing and study visits which would have been the most efficient and appropriate approach, considering that the practitioners needed reorientation and guidance rather than basic knowledge and skills. Regrettably, this is one positive lesson that was not learnt from the SDP where technical support was provided to the co-ordinators while they were actually engaging in the EPM process.

The Urban Authorities Support Unit (UASU) probably adopted the classroom training approach because it had thin capacity relative to the demand for training and capacity building from the municipalities. To deliver training and capacity building as was done in Dar es Salaam, UASU needed to do more systematic reaching out, identifying, collaborating, co-ordinating and drawing resources from various relevant local institutions. This would not only have ensured the needed technical support, but would also have provided opportunity to the collaborating institutions to learn from the process with the view to enhancing local capacity for EPM.

Compared with the situation ten years back, this documentation shows that a culture of collaboration and partnership has been built and it is being enhanced by the overall government policy towards more democracy in decision-making. The partnership and collaboration established through EPM represents bridges that facilitated various actions that could be used for future actions.

It is shown that by engaging in the EPM process urban governance has been improved in line with the UN-HABITAT Global Campaign for urban governance, while through the way decisions have been done inclusively and implementation of environmental





improvement projects, poverty has been directly and indirectly alleviated. Ten years after the EPM was introduced in the country, professionals and others who have been engaged and continue to engage in the EPM process have accumulated the necessary knowledge and skills. This group constitutes change agents for the inclusive and collaborative form of urban planning and management being promoted by the SCP, which is also in line with the contemporary thinking in planning and management.

The following lessons can be drawn from the ten years experience:

- Given that the EPM process entails a new way of thinking and doing planning and management, which is supposed to replace the entrenched traditional thinking and way of planning and management, there is a need for a central technical coordinating unit, to be led by technically informed professionals. For sustainability purposes, such unit should be anchored in the relevant office of the central government, with mandate and budget for providing the needed technical support to local authorities.
- Given the capacity building and participatory nature of the EPM process, and the fact that traditions take time to change, there is need to let the processes take the time they require rather than rushing to physical results as it has been the case in some of the programmes.
- Sensitization and mobilization of stakeholders should be continuous.
- A committed, motivated and technically informed leadership is instrumental for EPM. This is primarily because the EPM process involves sensitization, mobilization and participation of stakeholders which necessarily takes more time than the traditional technocratic and bureaucratic planning and management processes. Without commitment and motivation it is too easy for those leading and managing the processes to take short cuts.
- Monitoring and documentation of the EPM process should commence on day one, lest the rich experiences are lost with the consequences of, inter alia, repeating mistakes.
- Capacity building should emphasize learning by doing, rather than classroom type of training.
- Over reliance on donor funding for implementing the action plans may undermine local initiatives in environmental improvement and social capital in some communities.
- Involvement of relevant training institutions in the programmes right from the beginning will ensure capacity building and sustainable technical support for EPM.
- Regular consultations at municipal and ward levels provides stakeholders opportunity to share information, monitor progress made in the programme, review priorities and rectify the course of action.
- Environmental profiling and consultation at ward level widens stakeholders participation

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CHAPTER 1: SUSTAINABLE CITIES PROGRAMME (SCP): CONCEPT, PRINCIPLES AND APPROACH

1.0 The thinking behind SCP

The Sustainable Cities Programme (SCP) promotes an inclusive and strategic form of city planning and management that relies on the knowledge, resources, legitimacy, power, authority, and initiatives of stakeholders to resolve prevailing environmental problems. In this regard, it is essentially a political decision-making process approach. It is based on the understanding that, tackling public problems in a shared-power world where no one alone is in-charge needs collaboration of all those who are affected by particular problems. This means those who, directly or indirectly, cause the problems, those with expertise, knowledge and information relevant for addressing the problems, and equally important the custodians of policies, implementation instruments and means.

As correctly articulated by John Bryson and Barbara Crosby "...we live in a world where no one is 'in charge' ...No one organization or institution is in a position to find and implement solutions to the problems that confront us as a society. ...in order to marshal the legitimacy, power, authority, and knowledge required to tackle any major public issue, organizations must join forces in a 'shared power' world." (Bryson and Crosby 1992, pp 3-16). In the context of this understanding UN-HABITAT recognizes that "...governance takes place in a more polycentric system of actors in which the state is less dominant than before. The multiplicity of actors complicates policy-making since no single actor is legitimate enough to direct societal change. Consensus is no longer given by virtue of legitimacy granted to the state's actions but must be socially constructed. This requires alliances, coalitions and compromises." (UN-HABITAT, 2001b, pp 61-62). In this regard, the agency subscribes to the following norms and principles of good governance: participation; decentralization; equity; inclusion; accountability; responsiveness to civil society; efficiency of service delivery; sustainability; and security (Ibid.).


According to Crosby and Barbara, the complexity of policy-making by the multiplicity of actors, differs from the traditional hierarchical bureaucracy, which fully encompasses a given problem area within its domain and engages in highly rational, expert-based planning and decision-making to resolve it. This bureaucratic approach, they contend, is associated with rational planning, which begins with problem solving goals, from which are deduced policies, programmes, and actions to achieve the goals. It proceeds on the assumption that there is consensus on the goals, policies, programmes and actions necessary to resolve the problems, as well as consensus on what the problems are, and how they should be defined. This differs substantially from the non-bureaucratic political decision-making approach, which is based on "issue network, or advocacy coalition".

In this approach, they argue that, "there are fluid and somewhat chaotic networks of organizations with overlapping domains and conflicting authorities. The problem domain extends far beyond each individual organization's domain...No one organization is in charge, and yet many organizations are affected or have a partial responsibility to act. In such situations, just gaining rough agreement on what the problems are is part of the battle. Then, in order to coordinate actions and make

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progress against the problems, the organizations involved must also engage in political, issue-oriented, and therefore messy, planning and decision making.” In contrast to the deductive rational bureaucratic approach, Bryson and Crosby argue that the political-decision making approach is inductive for it begins with issues, which by definition are embedded with conflicts, not consensus. If the efforts to resolve the issues produces policies and programmes, they will be politically rational; i.e. acceptable to the involved or affected parties, or stakeholders, thus becoming reasonable agreements among the stakeholders (Bryson and Crosby 1992, pp 5).

The EPM process being promoted by the Sustainable Cities Programme, is one way of putting to work that political-decision making approach. It builds on the contemporary communicative planning theory, being advocated by the critical planning theorists such as John Forester (1993) and Patsy Healey (1993), among others, who are inspired by Juchen Harbamas’s (1984) theory of communicative action. Harbamas holds that within public arena it is possible for democratic and rational human beings to reach consensus, and coordinate action, through the process of communication. That the force of the better argument will determine the final validity of a particular decision provided the process of communication is guided by the following set of criteria or discourse ethics: inclusiveness; empathetic; transparency; and neutralization of existing power differences between participants. Communication being the most important element in planning practice, the communicative planning theory advocates interaction with stakeholders or interest groups, communicating ideas, forming arguments and debating differences in understanding and finally reaching consensus on a course of action. Communicative planning recognizes vigorous civil society as a strategic agent of change that can pressurize the government to act more responsibly (Watson 2002).

In contrast, the expert-driven traditional planning which as said earlier has been in practice for almost half a century in Tanzania, is guided by scientific knowledge and technical rationality, relying on legal and bureaucratic procedures to realize plan policies. In addition to the assumptions on consensus about issues at stake, required solutions, goals, programmes and actions, planning assumes that government is the one orchestrating development, main investor and provider of infrastructure, services and employment. That government would have resources and political will to guide and manage development as prescribed. In this case, other stakeholders may be needed, only to provide data and information for the use by experts to prescribe solutions to prevailing problems. Other stakeholders would then be required to comply as prescribed even when their interests are compromised or negatively affected. The approach assumes further that the prescribed solutions will also be the priorities of stakeholders. Furthermore, these stakeholders will have the necessary resources to implement what is prescribed in the plan, which is always not the case, thus leading to non-implementation of the prescribed solutions. It is this techno-bureaucratic and prescriptive form of planning that had increasingly become ineffective so that the Government of Tanzania was correctly and timely advised to engage in the alternative EPM process, following the Sustainable Cities Programme (SCP) principles and approach.


Environmental problems are good examples to justify collaboration of organizations in planning and decision-making, because such problems cut across administrative boundaries and sectoral-divides, implying that to tackle them effectively and



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efficiently requires collaborative efforts of stakeholders. However, collaboration and sharing of knowledge in the course of addressing problems facilitates networking, mutual trust, empowerment and building of social and institutional capital that not only reinforce collaboration and sharing of knowledge, but also facilitates future joint action.

1.1 The Sustainable Cities Programme approach

The Sustainable Cities Programme (SCP) is an initiative by UN-HABITAT and UNEP to enhance the capacities of local authorities in environmental planning and management (EPM), focusing on: improving environmental information and technical expertise, improving environmental strategies and decision-making, and improving implementation of environmental strategies. In all these activities, emphasis is more on democracy by stressing participation of stakeholders right from the start of the process, broad-based consensus building across technical, political, social, and economic interests. The overall aim is sustainable city development, for cities play a vital role in social and economic development of a country. However, it is recognized by the programme that such development potential may not be realized because of environmental deterioration that normally results from the outcomes of the process of urbanization - more people; more consumption; limited provision of services and infrastructure, control and enforcement, etc. The situation may be worse in the least developed countries such as Tanzania, where urbanization is taking place in poverty. Given this understanding, the SCP process is characterized by the following approach:

- Analysis of development-environment interaction
- Broad-based participation by public, private and community sectors
- Promotion of inter-sectoral and inter-organizational collaboration
- Reliance on bottom-up and demand-led responses
- Focus on process, problem solving and getting things done
- Emphasis on local capacity-building

It proceeds in three logically connected phases:

- Assessment and start-up, as phase **one**
- Strategy and action planning, as **second** phase
- Follow-up and consolidation, as the **third** phase.

1.1.1 Assessment and start-up


As contained in Volume 1 of the SCP source book series –“Preparing the SCP Environmental Profile”, the first phase - assessment and start-up is normally expected to last for 6 to 9 months period, which usually includes the following main activities:

- Identification and mobilization of project participants and partners
- Familiarization of project partners with the core EPM concepts and SCP approaches
- Preparation of an Environmental Profile (EP) and initial identification of priority environmental issues
- Review of available resources, tools, and information and initial design of Geographic Information Systems (GIS) and Environmental Management Information Systems (EMIS) specifically adapted to the city's needs
- Working out the organizational structure, work plan, and operational procedures for the project

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- Organizing and holding a city consultation
 - Establishing issue-specific working groups

The city consultation is a major event, which brings together the work of phase one, consolidates social and political participation and support, and launches the SCP project into phase two. Details of which and guidance on the preparation and holding of the consultation are contained in Volume 2 of the SCP source book series – “Organizing, Conducting and Reporting a City Consultation”

1.1.2 Strategy and action planning

Strategy and action planning is guided by Volume 4 of the SCP source book series – “Formulating Issue Specific Strategies and Action Plans”. This phase is expected to take 15 to 24 month period of intensive analysis, discussion, and negotiation within the issue-specific working groups. The number, focus, and membership of these working groups is expected to change and evolve as the project proceeds, but they will remain the principal feature of the SCP project. During this period, each of the agreed priority issues will be further elaborated and developed, to reach a consensus on appropriate strategies for tackling that issue. The strategies will then be developed into action plans, which can be agreed upon by the organizations and groups which will be involved in their implementation.

It is during this phase that small-scale demonstration projects will be undertaken to test the approaches and strategies developed and hence show what can be done through the SCP process. In addition, some of the first action plans will produce investment and/or technical assistance proposals, which will be eventually developed into properly formulated and ‘bankable’ proposals. All of these phase two activities of the working groups will be gradual, pragmatic and cooperative, reflecting the real-world conditions for strategy formulation and implementation. Finally, during this second phase, the main project activities aimed at institutional capacity building and human resource development will also be carried out.

1.1.3 Follow-up and consolidation

Follow-up and consolidation, as detailed in Volume 5 of the SCP source book series “Institutionalizing the EPM Process”, is an open-ended follow-up and implementation period, which begins towards the end of phase two and carries on for an extended time afterwards. The environmental issues strategies and action plans coming out of the working groups will be further elaborated and fine-tuned so that they build toward an over-all integrated city-wide environmental, management and urban development strategy. Investment proposals emanating from the environmental issues will be worked out in detail, subjected to rigorous analysis, and pursued vigorously with funding sources. The task of institutionalizing the EPM process, initiated during phase two, will be undertaken in earnest. In addition, the remaining training and institutional development activities will be implemented. Finally, there will be regional and/or national workshops and meetings, to explore ways of extending SCP activities into other cities, building upon the experience gained in the demonstration project.



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1.2 Preparation of an Environmental Profile (EP)

In this step stakeholders are sensitized and mobilized to participate in a process of identifying environmental issues and problems of concern in a city/municipality, parties who have interest in addressing and managing them and who are affected by them. The EP's also show the management setting within which issues are addressed by stakeholders. Such issues cover a wide range to include: solid waste and sewerage, water and air pollution, land degradation, unguided spatial expansion and informal settlements development, etc.

1.3 Holding a city/municipal consultation

This is a meeting which aims at bringing stakeholders together to deliberate and prioritize environmental issues of concern to the city. This is a major event lasting three to five days to allow stakeholders discuss the environmental issues in an open and democratic forum, and decide which ones are the priority to address. At the end of the session, stakeholders decide which issues they would like to be involved in addressing, and form into discussion groups.

1.4 Establishing Working Groups to negotiate strategies and formulate action plans

Working groups form the heart of the EPM process. Each working group is focused on a particular priority issue and has as members the different stakeholders with key interest or role in that issue. The main tasks of the working group are (a) to examine and clarify the issue, (b) review and assess strategies and sub-strategies, (c) formulate and negotiate agreement on action plans, (d) initiate and/or support implementation of strategies and action plans, and (e) help institutionalize the whole process. The mandate derived from the city consultation, the broad-based stakeholder representation, and the open and participatory nature of their activities, give the working groups high degree of legitimacy. When properly coordinated and integrated with the local council, this can build a decision-making process, which is genuinely popular and supported by civil society in contrast to the centralized and non-participatory "master planning" process, which has previously characterized local governance.

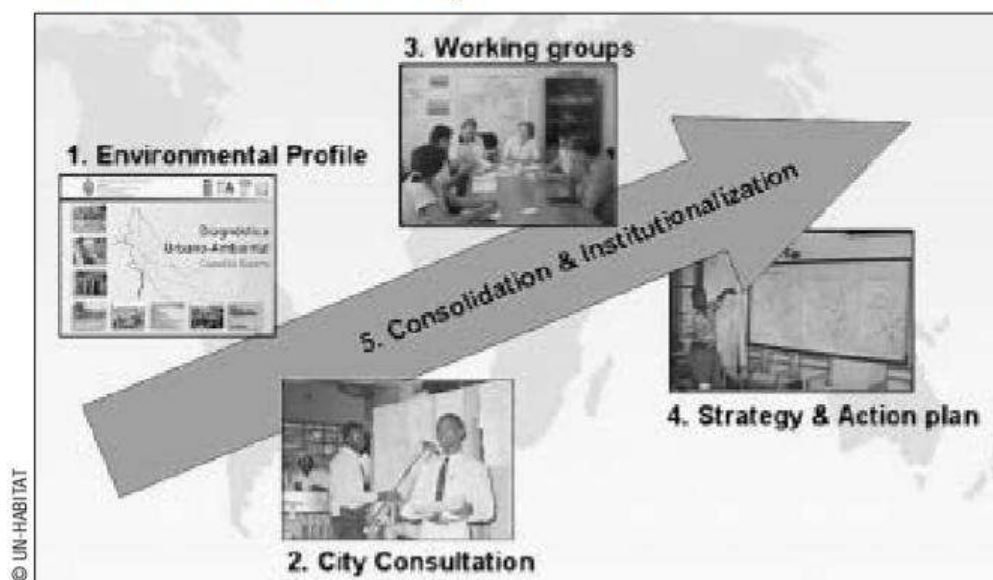
Working groups are not new institutions or permanent organizations. Instead, they are special task forces brought together to co-ordinate the city's efforts to address particular priority issues. The number and focus of working groups will change over time, with new issues being taken up, some working groups being dissolved after accomplishing their assignment, and others changing membership and focus. Most working groups address environmental issues at a city-wide level, especially in smaller cities. However, in some municipalities, project committees (sub working groups) have been established, for instance at a ward level, for the purpose of dealing with particular issues in a particular geographic area, to support and supervise the implementation of local environmental projects.

A working group will review and assess alternative strategies for its particular issue and negotiate agreement on the preferred strategies and sub-strategies to be followed, having also considered availability of resources (financial, technical,



material, etc). The working group will then develop concrete action plans for implementing the agreed strategies; at this stage there will be negotiation and resolution of conflicting views and interests, to reach consensus on the measures to be taken (investments, economic instruments, by-laws, public mobilization, training, etc.). The action plans will not only detail the actions but clearly specify by whom different things will be done, where and when, and with what resource.

Illustration 2: The EPM Process in Five Steps



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1.5 Implementation of action plans

Action plans will typically involve a number of different initiatives to be undertaken by different stakeholders, although their inter-relationships and co-ordination will have been developed and agreed as part of preparing the action plan. Implementation will thus be the responsibility of the stakeholders who have the legal authority, expertise, experience or other resources necessary. For example, many actions must inevitably fall to the local government as a lead stakeholder, although many other stakeholders will have roles to play. The working group's role is not one of direct implementation but of continuing co-ordination and liaison, and more specifically monitoring and supervision on behalf of the stakeholders. Implementation of action plans can take the form of a demonstration project so as to test out a particular strategy, draw lessons and improve the strategy before it is replicated elsewhere.

1.6 Aggregating issue-specific strategies into city-wide management /planning frameworks

As environmental issues continue to be addressed following the SCP process, some demonstration projects are implemented, up scaling and/or replication of the strategies attempted, it reaches a point at which it becomes possible and useful to aggregate the issue-specific strategies. This is necessary to ensure consistency between strategies, to coordinate their implementation, and to generate an overall framework and structure for guiding environmental management and future development. This framework, which will be based on carefully analyzed environmental and urban development potentials, conflicts and constraints, will provide an information base, which, once developed into a management information





system, would support detailed urban planning, land allocation and investment decision making.

A Strategic Urban Management Framework (SUMF) or Strategic Urban Development Planning (SUDP) framework is a general development planning and management tool, which results from the aggregation and reconciliation of the issue-specific strategies developed through the Working Groups. It results from careful consideration of environmental and development conflicts, opportunities, and constraints and an assessment of how they affect future city expansion and growth. Being a development-planning framework, it provides options and development 'rules and principles' which need to be taken into account when preparing a project and site-specific or area-wide investment decisions. The following four factors underpin the need for aggregating issue-specific strategies and developing an environmental management or development-planning framework:

- Consistency between strategies: a strategy negotiated to deal with one issue could be in conflict with the strategy of another issue, and such potential conflicts need to be identified and resolved.
- Coordinating implementation of strategies: even when strategies are not in conflict, their implementation needs to be coordinated across sectors and geographic areas, to channel investment in priority sectors and geographic areas, and to ensure best use of resources.
- Identifying hot spots: aggregating issue-specific strategies will bring into sharp focus geographic areas where immediate interventions and actions may be required.
- Relating strategies to spatial attributes: implementation of strategies needs to be translated into detailed area-specific 'rules and principles' which can be applied to decisions pertaining to the design of localized detailed land use plans to the selection of sites for a particular project, to the design of projects for a particular site, and to the identification of areas for future development and city expansion.

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CHAPTER 2: THE DEMONSTRATION CITY

2.0 Genesis of the Sustainable Cities Programme in Tanzania

In **1990** the Government of Tanzania, through the then Ministry of Lands, Housing and Urban Development, currently the Ministry of Lands and Human Settlement Development requested the United Nations Development Programme (UNDP) for technical assistance to **review the Dar es Salaam Master Plan**. Among the reasons prompting this request included teething environmental problems and unguided growth of the city, with 70 per cent of its population living in the informal settlements where basic services were unavailable. Even the planned housing areas, other than the sites and services project areas (Sinza, Kijitonyama and Mikocheni), were not better than the informal areas in terms of availability of infrastructure and services.

By requesting review of the Master plan, the Directorate of Urban Development believed that with yet another Master plan the prevailing problems would be solved. UN-HABITAT being the competent United Nations agency for human settlements development matters was charged by UNDP with the responsibility of handling the request from the Government. The Government request coincided with UN-HABITAT's initiative to put in place a Sustainable Cities Programme (SCP) with the overall goal of building the capacity of local authorities in environmental planning and management through broad-based consensus with stakeholders in the public, private and popular sectors.


UN-HABITAT sent a senior staff to Dar es Salaam to discuss details of the Government request and how they thought would be appropriate to respond using the **SCP's EPM process approach**. Since the SCP approach entailed untraditional planning process and lead to outputs other than a Master plan, there was disenchantment from the Urban Development Division, which was not quite sure about the nature of the process and its outputs. Another contentious issue was about location of the SCP initiative. The Urban Development Division wished the initiative to be located in the division, which was statutorily and in practice responsible for preparation of Master plans. Considering the SCP's main goal of capacity building targeting local authorities, it was finally decided to locate the initiative under the Minister responsible for local government, the Prime Minister's Office by then.

2.1 The political, economic and environmental context

The SCP was introduced in Tanzania at a time when the country had just embarked on a political transformation from a mono-party political system to a multi-party political system that was introduced in mid 1992, while economic transformation from a command economy to a market oriented economy had started in the mid 1980s reaching its peak in the 1990s when most state run corporations were privatized. These political and economic reforms saw the government rolling back from the production activities and direct provision of services, leaving these to the private sector and communities, while the government assumed a facilitation role or at most would enter into partnership with the private sector or communities in services provision. Considering the new lining-up and contributions expected from the private and popular sectors, the form of governance or the way the public sector related to

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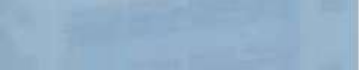
the two other sectors in decision-making and action, ought to change towards more collaboration, partnership and broad-based consensus among the other sectors. This would also be in line with the change towards political pluralism and the call for changed form of governance whose norms and principles are, among others; transparency, accountability and thus more democracy in decision-making to accommodate diverse views and interests of stakeholders.

Given those fundamental economic and political reforms, the changing role of the state, accompanied by the environmental issues that affected the productivity of the city, a more inclusive or collaborative and strategic form of city planning and management was in demand. In other words the techno-bureaucratic and prescriptive master planning approach that was meant for guiding and regulating development in a command economy and one party-political system, where the state acted as 'orchestrator' of development and provider, was increasingly rendered an obsolete framework for managing urban change in a context where both the private and popular sectors or communities would take an active role in decision making, implementation of such decisions, delivery of services and management of the same.

Some of the **environmental problems in Dar es Salaam City** at the time of introducing the SCP included mountains of uncollected waste everywhere that had become eyesore and health hazard for city residents; unsanitary conditions, particularly in the dense informal settlements as a result of inadequate access to clean and safe water supply and sanitary waste disposal systems. Air pollution and traffic congestion were beginning to be felt due to the trade liberalization policy adopted in 1984, which encouraged rapid expansion of vehicle fleet, both private cars and mini-buses for public transport. A combination of these and poorly maintained road system had led to significant traffic congestion especially at peak periods and a rise in air pollution. The Master plan had anticipated less of these problems given the car importation restriction policy of the 1970s.

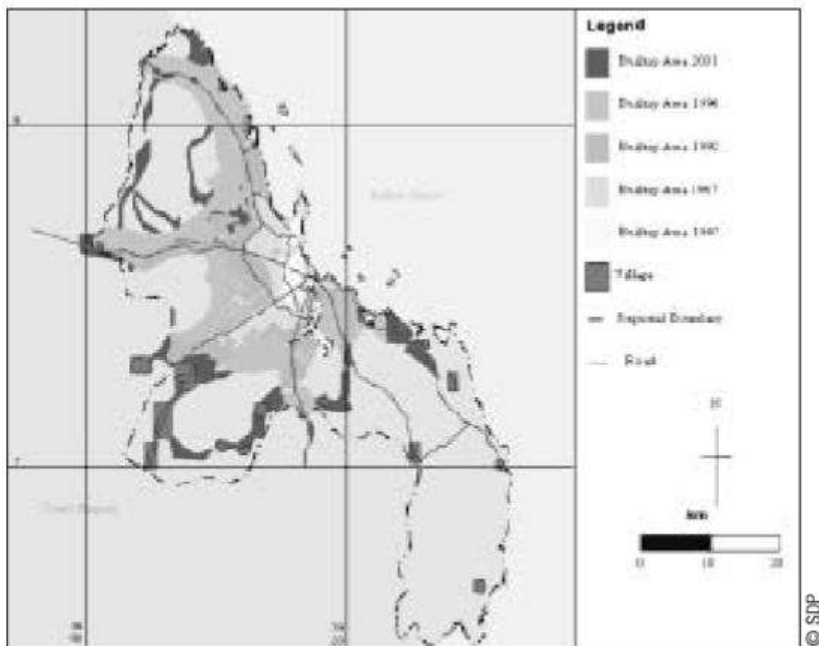
The informal sector activities were on the increase as the formal sector was shrinking due to the economic restructuring to redress the ailing economy. This entailed retrenchment and laying-off a number of workers from the public sector institutions. Though there was general political willingness to accept the informal sector as a reality of urban life, neither the Master plan nor the management of city development took cognizance of this phenomenon. Eviction and harassment of the informal operators was the order of the day, primarily because in most cases they operated on public spaces where they conflicted with, for instance, pedestrian and vehicular movement.

Equally disturbing was the **issue of unguided urban growth** characterized by informal settlements and un-serviced housing areas, contrary to what was anticipated in the Master plan that land for housing would be serviced before allocation to developers. The implicit assumption in the plan was availability of public sector resources for providing services. The reality happened to be quite different, - inadequate public sector financial resources to provide services and making land available for housing development. The inadequate land that was available for housing had no basic services such as water, roads, drainage and community facilities. Both inadequate supply of land and lack of basic services in the available land contributed to relocation of development from the planned sites and growth of informal settlements.



To a large extent infrastructure provision in both formal and informal housing areas proceeded through disjointed initiatives of the developers, a practice that made housing development disorganized and less cost effective.

Illustration 3: City Expansion Of Dar es Salaam from 1947-2001

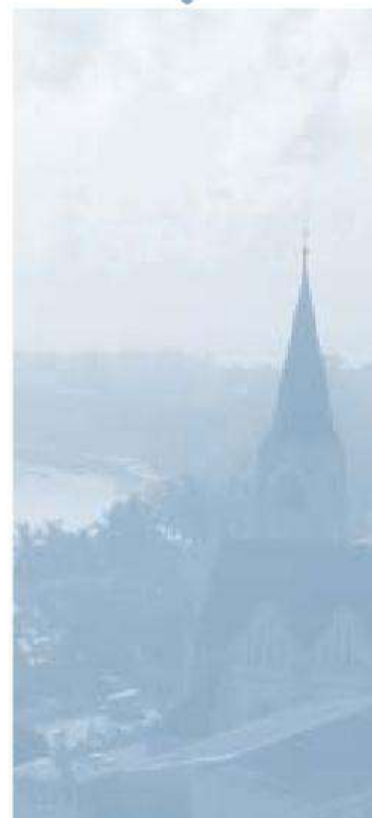


2.2 The Sustainable Dar es Salaam Project (SDP)


The Sustainable Dar es Salaam Project (SDP) which is the **first city demonstration project** undertaken by UN-HABITAT as executing agency, was formulated within the framework of the global Sustainable Cities Programme, following the launching of the Sustainable Cities Programme (SCP) in August 1990. Given that background, the SDP design followed closely the concept and principles of the SCP namely:

- A central **concern for urban environmental issues** and for the multi-dimensional inter-relationships between environment and development
- Emphasis on a **multi-sectoral approach** and the use of environmental issues which cut across institutional boundaries and different levels of government and to bridge the divides of professional discipline and organizational interest
- Commitment to the **participation**, in urban environmental planning and management, of all interest groups of the city: the public sector (central and local), the private sector (formal and informal), community and NGO sectors
- Reliance upon **structured collaboration and negotiation**, organized in relation to cross-cutting priority environmental issues, which can bring together the relevant stakeholders by focusing on agreed priority issues (which are in turn continuously reassessed)
- Adherence to a **problem-solving methodology** in which multi-stakeholder working groups develop intervention strategies which are then developed into agreed action plans (encompassing specific projects) for implementation by appropriate means and institutions
- Commitment to strengthen and work with, not in place of, the local government and relevant partners.

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The project was implemented in two phases, before it became part of a National Sustainable Cities Programme (SCP), which commenced in 1997 as it shall be seen later in chapter four. Phase two of the project; “Managing the Sustainable Growth and Development of Urban Centres” (Dar es Salaam Phase 2, URT/95/005) whose Project Document was prepared in August 1995 and signed in March 1996 included additional support to the Government to facilitate establishment of a Municipal Support Unit. The idea here was to prepare for national replication of the EPM process in all the municipalities.

2.2.1 Objectives

Formulation of the Sustainable Dar es Salaam Project began in 1990; after discussions with the Government of Tanzania and the Dar es Salaam City Council, and with technical help from UN-HABITAT. The Project Document was finalized and signed in April 1991 by the Government of Tanzania, the UNDP, and UN-HABITAT as executing agency. The Chief Technical Advisor had assumed project responsibilities by December 1991 and the project commenced work on January 1, 1992.

The **overall objective** of the SDP was to promote environmentally sustainable growth and development in Dar es Salaam City by strengthening local capacities to plan, coordinate, and manage urban development in a way that would enhance availability and use of natural resources and reduce exposure to environmental hazards. This overall objective would then be realized through the following three intermediate objectives:

- To develop a strategic development plan for Dar es Salaam, including key components of environmental management strategies, sector investment strategies, spatial planning, financial planning, and administrative/legal requirements.
- To develop priority actions identified in the strategic development plan into fully prepared technical assistance projects and “bankable” investment packages.
- To strengthen local capacity to plan, coordinate, and manage urban development and growth with emphasis on improved multi-sectoral coordination and community-based participation.

2.2.2 Institutional set-up

The SDP was conceived and implemented at a time when the country was going through major economic and political transformations, having experienced a decade of declining economy and subsequently socio-economic hardships in almost three decades of a one party political system. Whereas economic reforms from a command economy had started in the mid 1980s towards a market-oriented economy, in July 1992 a multi party political system was adopted, ending the almost three decades of a one party political system. These far reaching economic and political reforms were followed by institutional rearrangements, sectoral policy and legislative reviews commensurate with the system in the making.

Obviously, Dar es Salaam City Council being part of the national economy and political system had its share of the impacts and effects of the reforms. Partly because of the economic hardships as well as poor urban management, the city was facing numerous



Illustration 4: Dar es Salaam City Centre



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problems, so that in an attempt to address the prevailing problems in June 1996 the elected City Council was replaced with a City Commission appointed by the Prime Minister. This suggested that **poor management** underpinned the problems that the city was facing. This came after changes of the chief executive of the council three times between 1992

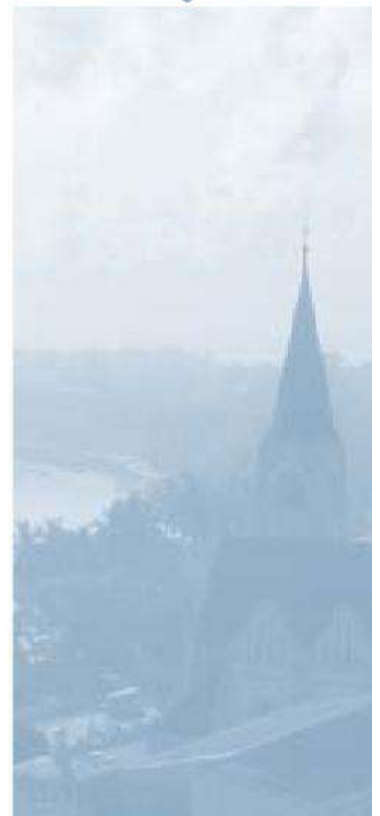
and 1995. Among other responsibilities, the Commission which remained in place for four years until February 2000, was required to consider and put in place a decentralized city administration, institute a proper revenue collection system, and see to it that the city had up to date Master plan for guiding its growth. The Commission succeeded in making a difference by, inter alia, instituting and putting to work a revenue collection system, a decentralized city administration with three autonomous municipalities, and to some extent, through the SDP, a participatory form of environmental planning and management. The Commission implemented a number of infrastructure improvement projects, some of which had been formulated by the SDP.

However, for the purposes of this documentation, it is worth noting that SDP was implemented in a changing political and economic context. Coincidentally, however, the philosophy behind the EPM process is very much in line with the evolving political and economic context. Likewise, the institutional decentralization into three municipalities within which wards and sub-wards are given more powers to decide for their own development, provides a conducive institutional context for the inclusive form of planning and management, being promoted by the SCP.

Building enhanced capacity for environmental planning and management at the level of the City Council through the Sustainable Dar es Salaam Project entailed strengthening the operations of the departments, the management team and the standing committees. The way to do this under the SDP was through the activities of the Working Groups established around the issues prioritized in a City Consultation as it will be presented later in this chapter. The activities of the various working groups were coordinated by environmental issue coordinators, who in turn, formed a **Coordinating Working Group (CWG)**, a forum for coordinators to present working group action plan proposals to one another so as to resolve resource management and policy conflicts that inevitably arose between proposals. The CWG also provided opportunity to brief Desk Officers (in different stakeholder institutions) on project activities so that they in turn kept their Heads of Departments, their Principal Secretaries and other senior government officials informed of Action Plan proposals to get their feedback.

The Coordinating Working Group met with the Management Team of the Council to form the **Technical Coordinating Committee** under the chairmanship of the City Director. It was through this Committee that action plan proposals were integrated into the decision-making structure and budgetary process of the Council (see Figure 2.1 below). Deliberations and recommendations of the Technical Coordinating

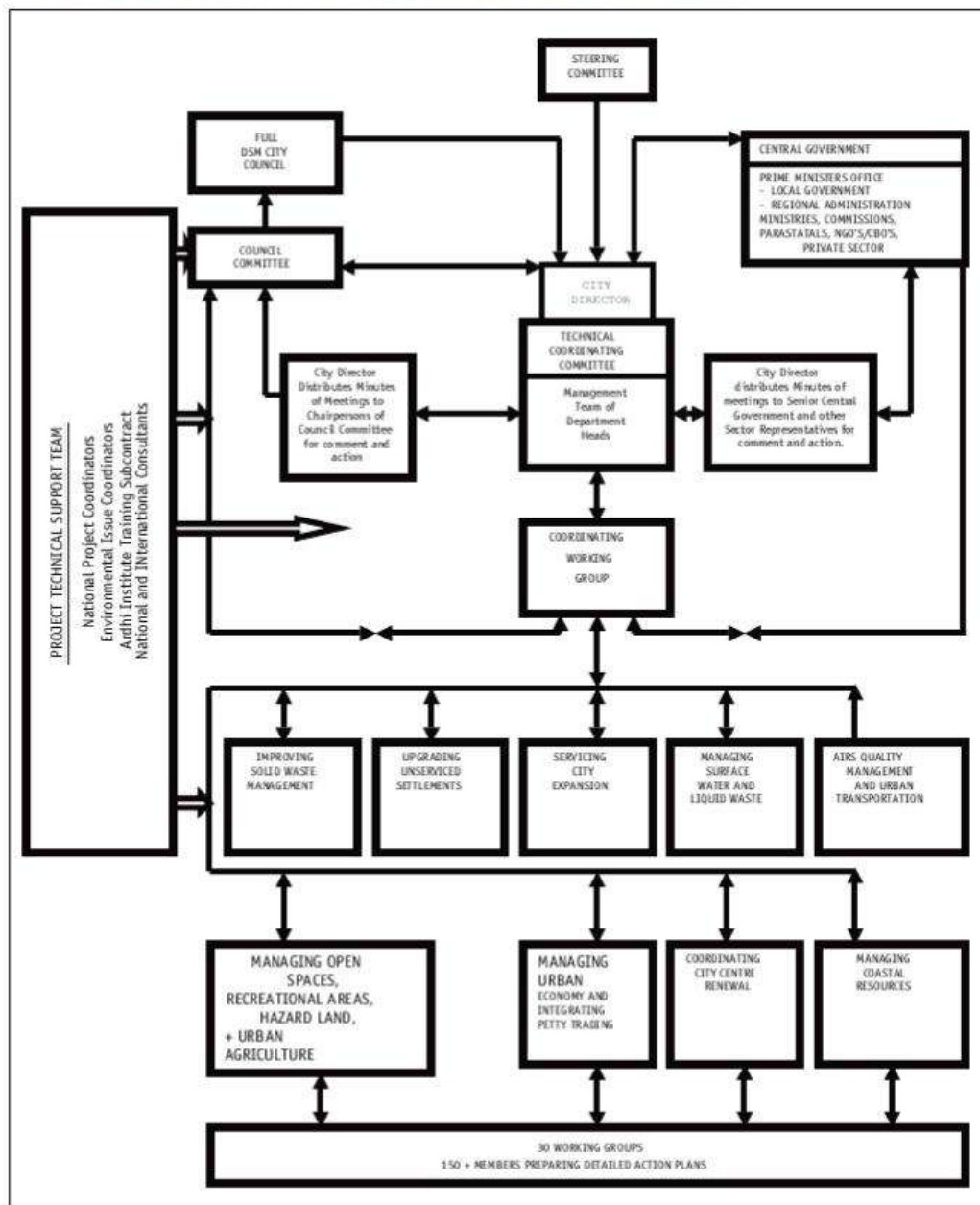
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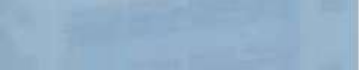
Committee (TCC) were presented by Heads of Department to the respective Council Committee and through them to the full Council. The City Director also briefed Principal Secretaries and other appropriate institutional heads on the deliberations and proposals of the TCC to facilitate policy coordination and plan implementation. Clearly then, capacity building at the level of the City council required a scheme whereby the Technical Coordinating Committee with its associated elements of working groups and coordinating working group became an integral part of city administration. Such a scheme required that the Heads of each department in the Council or the deputy became the coordinator for the environmental issue associated with the work of his department. In this way each department was encouraged to absorb appropriate working groups with membership drawn from both within and outside the Council representing important stakeholders in the resolution of the particular environmental issue.


Illustration 5: Organization Structure of the Sustainable Dar es Salaam Project



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The Sustainable Dar es Salaam Project was expected to improve relationship of the city council with the private sector in respect of their participation not only in the formulation, implementation and management of environmental action plans but also as executing agency for some activities such as waste collection, which were at that time undertaken by the city council. In regard to the widening prospect of privatizing more and more of the services provided by the city council, there was need within the council to better appreciate the contractual nature of these relationships and its implications for greater timeliness and efficiency in the discharge of council's obligations. Closer **partnership with private sector** enterprises also required that the capacity of the city council for monitoring and supervising activities carried out on its behalf be greatly strengthened. In this connection, the city council needed to build up a strong management information system especially of a cadastral nature. This was particularly important in regard to the number of properties in each ward for which services of various types were required. Having such information ensured that the council could more easily negotiate prices, determine costs, monitor performance and more effectively enforce payment for services rendered.

The SDP aimed also at building council's capacity in relation with the communities, **Community-Based Organizations** and **Non-Governmental Organizations**. This would take advantage of the existing formal organizational structure in the 52 wards and 246 sub-wards 'Mtaa' of the city, each ward and sub-ward being headed by an elected Councillor and 'Mtaa' chairman respectively. Clearly, an important aspect of capacity building in the city was to reinforce the role of the 'Mtaa' in mobilizing and sustaining grass-root participation in the environmental planning and management of the city. Consequently, a critical aspect of local capacity building would entail deepening the Mtaa chairmen's appreciation of their roles, namely to (a) prioritize local problems; (b) prepare action plans for their resolution; (c) identify locally available resources; and (d) assist the City Council and its various agencies to collect the taxes, rates or user charges due. Strengthening the 'Mtaa' chairmen's role would facilitate links with various community-based organizations and non-governmental organizations both national and international.


Although the Sustainable Dar es Salaam project was conceived essentially as a strategy to build capacity at the level of the City Council, it was always recognized that no lasting benefits could be expected if corresponding attention was not given to capacity building in those Central Government agencies which have to provide the necessary professional and technical support to the city. While the Department of Local Government and Regional Administration, then in the Prime Minister's Office was the leading coordinating agency of the Central Government in this regard, it shared some responsibilities with then Ministry of Lands, Housing and Urban Development. In order to ensure that not only these two agencies, but all others whose operations impacted on the city were closely associated with the project, a Steering Committee was set up by the Central Government early in the life of the project. The Committee was under the chairmanship of the Principal Secretary in the Prime Minister's Office and its other members included the Principal Secretaries for the Planning Commission, the Ministries of Finance; Lands, Housing and Urban Development; Tourism, Natural Resources and Environment; Health; Water, Energy and Minerals; and Works, Communication and Transport. Being so high-powered, the expectation was that the Steering Committee would provide the project with necessary political support and policy guidance and ensure that required resources



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for implementation are made available as and when requested for through established channels.

With regard to capacity building in the Central Government Ministries, given the cross-sectoral and multi-institutional nature of the strategic development plan approach, the expectation was that the involvement of relevant Ministries through desk officers would enable Principal Secretaries and Ministry staff to be fully briefed and, through this, be better able to secure necessary resources and support for the activities of the working groups.

Working Group activities, and especially their Action Plans and project proposals, were interpreted through their Coordinators, who attend the **Coordinating Working Group**. Other members of the Coordinating Working Group were Desk Officers appointed by all Ministries, key commissions and quasi-government organizations, Private and Popular sectors and the SDP Chief Technical Advisor. The National Project Coordinator (City Planner in the City Council) was the Chairman of the CWG. Proposals, suggestions and recommendations from the CWG were formally integrated into the Council structure through a Technical Coordinating Committee (TCC), which was chaired by the City Director (who is also the Project Director). Members of the TCC were the Heads of Departments, responsible to the Council Committees. Action Plans formulated by the Working groups were discussed or amended by the TCC as necessary, before being formally presented to the Council Committees and other responsible institutions. Desk Officers played a crucial role here. Desk officers were appointed by the participating institutions (Ministries or other agencies) with responsibility for keeping their Principal Secretaries (or other senior official) fully briefed on Project implementation, as well as securing from them the necessary support for Project activities. (These various relationships are shown in Figure 2.1 below)

It was the role of the City Director to furnish the Central Government and other institutions information or decisions reached in the TCC. In particular, the minutes of the TCC were forwarded to the Project Steering Committee (PSC) to keep them informed on project implementation so that they could best ensure adequate and timely government support. The Director was also responsible for passing such decisions and information to the Chair persons of the standing Committees of the Council.



2.2.3 Financial inputs

The SDP began with a budget of US \$696,000 intended for a two-year period. However, the budget was both supplemented and extended several times, reaching a total of US \$ 2,660,000 (nearly all from UNDP) for the period 1992-1996 as indicated in Box 2.1 below.

Box 1: SDP Project Budget History	
April 1991	Project Document approved with budget total of \$696,000 for two-year period (01 Jan 1992 – 31 Dec 1993)
April/May 1992	Re-phasing of funds and increase of \$46,902 (in support of Human Settlements Sector Review), bringing total for two-year period to \$742,902.
February 1993	Budget increased by \$147,500 to cover greater-than-planned expenditures on in-service training, strategy development, and operations and maintenance; new total \$890,402.
July 1993	Budget increased by \$99,330 to support rehabilitation of the Old Boma building; total raised to \$989,732 for the two-year period.
January 1994	Additional funds of \$244,600 provided to extend the Project to end-March 1994; total \$1,248,832.
April 1994	Re-phasing of existing funds to extend the Project to end-June 1994; total budget remains at \$1,248,832.
October 1994	Re-phasing and reallocation of unspent funds, to extend the Project to end-December 1994; total budget remains \$1,248,832.
January 1995	Budget increased by \$505,561 to extend the Project to end-March 1995 and to finance the Evaluation Mission; new total reaches \$1,754,393.
May/June 1995	Re-phasing and reallocation of unspent fund, to extend the Project to end-June 1995; total remains \$754,393.
July 1995	Proposed budget for Phase II of SDP (July 01, 1995–31 December 1996) of \$816,500.

Source: Managing Growth and Sustainable Growth and Development in Dar es Salaam (URT/90/033), Final Report of the Evaluation Mission, May 1995.

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The Sustainable Dar es Salaam Project was continued under a new National SCP Programme (as shall be seen in chapter 4), with a total of US \$ 2,955,000 being committed to city-related activities in the 1996-2000 period. The bulk of these second phase funds (88%) also came from UNDP, and the rest (US \$ 260,000) from UN-HABITAT-DANIDA funds that were applied under a separate project document. Evaluation of the SDP as part of the SCP in six African cities shows that SDP was affected by its position in the national programme for replication of the EPM process, within which SDP was a component. Its offices, equipment and some of the key technical staff were engaged by the Urban Authority Support Unit (UASU) to support the EPM replication programme, so that little capacity was left for continuation of SDP activities. It is argued in the report that, while this facilitated the replication, it had adverse affects to the SDP. SDP functions with its coordinator remained shrouded under the UASU offices.

Over the whole period of the project, a total of US \$ 5,615,000 was spent, making the Sustainable Dar es Salaam Project by far the biggest SCP Project implemented among the participating cities.

Table 1: Funds Availed to the Sustainable Dar es Salaam Project (SDP)

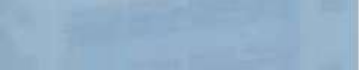
Funding source	Formulation & Development (1990-91)	SDP Implementation (1992-96)	National SCP Programme ^A (1996-2000)	Total
DANIDA-UN Habitat	-	-	\$260,000 ¹	\$260,000
UN-Habitat	\$60,000	-	\$30,000	\$90,000
UNDP	-	\$2,600,000	\$2,590,000	\$5,190,000
Government-DCC	\$60,000	\$2,600,000	\$75,000	\$75,000
Total	\$60,000	\$2,600,000	\$2,955,000	\$5,615,000

^A Excludes components which were solely for the 9 replication cities but includes some components which serve both Dar es Salaam and the other cities.

¹ Includes some mapping/GIS support to SDP.

Source: Evaluation of Urban Environment (SCP) City Projects in Six African Countries, Final Evaluation Report October 1999, Volume 2.

Other contributors to the SDP include the Japanese Government through JICA; Irish Government through the Irish Aid, Danish Government through DANIDA and the World Bank which contributed US \$ 6.3 million for a Community Infrastructure (CIP) under the Urban Sector Rehabilitation Programme (USRP).



2.2.4 Technical input

Professional technical support (backstopping) was provided by UN-Habitat, which was the executing agency from 1992 to 1997 when national execution of the programme commenced. UN-HABITAT technical input was provided through short visits by the core staff of the SCP who had direct responsibility for the Sustainable Dar es Salaam Project. However, during the early years of the project between 1992 and 1995, budgetary limitations combined with an excessive work load on the small SCP core staff meant that the **technical support missions** to Dar es Salaam were quite limited in both frequency and duration. From the time of the City Consultation in August 1992 to the time of the Evaluation Mission in May 1995 there were apparently only four backstopping missions from SCP staff, none longer than one week. Under the circumstances SDP depended on in-house technical support provided by the CTA and the then Ardhi Institute, now University of Lands and Architectural Studies (UCLAS), which had a training contract with SDP.

In phase two of the SDP (1996-1997), UN-HABITAT continued to provide technical support and served as the executing agency for the first 11 months. In the remaining 13 months UN-HABITAT in collaboration with the Government fielded the local project manager who took the Chief Technical Advisor, along with other local and international experts for short-term assignments.

According to the evaluation report of SCP in six African countries carried out in 1999, Sustainable Dar es Salaam Project began to experience **leadership problems**: "Since the departure of the CTA in early 1996, the project began to be affected negatively by turn-over of project management. Neither of the two immediate successors as Project Manager stayed very long (about a year-and-a-half and less than a year, respectively) and both left in difficult circumstances which aggravated relations with the Dar es Salaam City Commission (DCC) and UNDP". The evaluation continues to observe that "These difficulties and consequent lack of continuity and leadership have been major factors contributing to the SDP's obvious loss of momentum since 1997/1998 when participatory processes within the SDP began to decline. At present no working groups are functioning at the city nor municipal level..."

2.3 The EPM Process in Dar es Salaam

As described in chapter one, the EPM process proceeds in logically connected steps. The way these steps are pursued may vary depending on the local economic and political context, which may dictate a variation. However, Dar es Salaam being a pioneering project for the Sustainable Cities Programme, there was no reference case to draw upon. The steps were followed as prescribed in the SCP guidelines. For the same reason, Dar es Salaam was used also to develop or refine the EPM process and SCP approaches and methodologies as evident in the SCP Source Books where examples are drawn on Dar es Salaam.

2.3.1 Preparation of the Dar es Salaam environmental profile

In accomplishing its objectives in line with the SCP approach, the first task of the SDP was to prepare an Environmental Profile (EP) for the city. This was done by professionals from the Dar es Salaam City Council (DCC), the former Ardhi Institute,

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now University College of Lands and Architectural Studies (UCLAS), and University of Dar es Salaam. They then prepared position papers to assess the city's environmental resource base, how those resources were being utilized and thus how city development was impacting upon its resource base, as well as reviewing the institutional arrangements, responsibilities and adequacy of instruments for intervention to reduce environmental degradation. The papers covered issues such as: peripheral land use conflicts in the city; transportation and communication; water, sanitation and drainage; the city's economic base-especially commerce and industry; housing and settlement upgrading; and an assessment of hazard prone lands.

The findings and conclusions of the papers were presented and discussed in a workshop held in April 1992 for all heads of departments in the City Council, key central government agencies, and private sector and NGO organizations. The discussions emphasized the need to recognize the two-way relationship between environment and development and also to recognize that the development of Dar es Salaam depended upon the natural resources available, with their utilization having an impact on those resources. Moreover, it was emphasized that because environmental problems cut across sectors and institutions, almost all groups and institutions have a responsibility for natural resource management and/or are affected by environmental degradation. A partnership approach to environmental planning and management was therefore essential. Based on the discussion, the findings and conclusions were revised, edited and compiled into a **city environmental profile**, covering:

- (a) The natural resources offered by the city environment, which supported and had potential to support economic growth and urban development, as well as the environmental hazards which limit future growth;
- (b) How city development had utilized the available resources and been affected by the hazards, which suggested a number of key environmental issues that needed to be addressed;
- (c) The institutional capacity and responsibility for city environmental management, including an identification of the key stakeholders and actors involved, as well as the main instruments available for intervention in managing the development process.

The Environmental Profile highlighted **five environmental issues**:

- 1) Inadequate solid waste management
- 2) Overcrowded, unplanned and poorly serviced settlements
- 3) The need for coordinated city centre renewal
- 4) Increasing vehicular/pedestrian congestion, conflicts and air pollution
- 5) Surface and ground water pollution

Illustration 6: View Over Kariakoo in Dar es Salaam



© Bernd Decker/UN-HABITAT



2.3.2 City consultation

After the EP, broad-based consensus building, cross-sectoral and cross institutional collaboration in addressing issues of common concern was the next step. City or stakeholders consultation provides stakeholders with an opportunity to learn about on- going activities, participate in identifying environment /development issues of concern, prioritize and agree on a methodology for addressing them and commit themselves to participate in the process. This event provided opportunity for social learning, empowerment of stakeholders by sharing information, and commencement of a process for building collaboration bridges between actors in different sectors and institutions. Subsequently, the more such events were staged, the closer the relationship between the local authorities and its development partners.

Having highlighted the basic environmental situation in the city, the next step sought a broader consensus from a wider variety of stakeholders in the public, private, and popular sectors, so as to encourage and demonstrate the need for them to agree on the priority issues to be addressed. Consensus also allowed for their participation in identifying ways of addressing the problems, prioritizing immediate opportunities for action in relation to available resources, and a commitment for institutional as well as individual action to redress such issues. This process of consultation was accomplished through a **city consultation** that was held from **August 26 to September 1, 1992**. This “historic event” as the then Prime Minister Hon. John S. Malecela remarked during the opening session of the city consultation, brought together for the first time 205 key actors and stakeholders from the public, private, and popular sectors, to include NGO’s and other interested parties responsible for the city’s development and its management.

Through interaction of the participants and their reflection on the environmental situation in Dar es Salaam, nine environmental issues were identified as requiring priority attention if the deteriorating environmental situation of the city was to be addressed. Whilst the city Environmental Profile was used as a background document for the city consultation, it is important to note that the five issues identified in the profile were not only endorsed by wide consensus, but the number of issues considered to be of priority concern were expanded in view of the interests of other stakeholders.


The final list of priority environmental issues included:

- 1) Solid waste,
- 2) Liquid waste
- 3) Un-serviced settlements
- 4) Open spaces
- 5) Petty trading
- 6) Air quality and urban transport
- 7) Coastal areas
- 8) Sand mining
- 9) Environmental hazards and urban agriculture

In his opening speech, the Prime Minister highlighted the issues of petty trading and the need to better manage open spaces as a challenge. While the issue of managing

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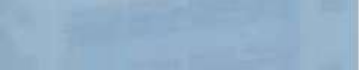
coastal areas was emphasized by the Ministries of Tourism, Natural Resources and Environment; and Water, Energy and Minerals, whose concerns were linked to the uncoordinated quarrying and sand mining in coastal areas to extract building materials for city development. These two examples demonstrate the importance of city consultation in obtaining a consensus of priority issues to be addressed if the city's growth and development was to be managed on a sustainable basis. They also underscored the importance of the city consultation as a forum where the stakeholders can air their concerns; otherwise the above-cited issues raised by the two ministries could have not been addressed in the city. It also reinforces the need for a participatory approach to decision making, involving the widest possible variety of stakeholders and actors who have a role, responsibility and/or interest in better environmental conditions in the city.


The **first day of the city consultation** brought officials from the highest level in the public, private and popular sectors, to prioritize the environmental issues to be deliberated on; whilst the fifth day provided an opportunity to present the consultation's deliberations to the stakeholders, to seek their endorsement and commitment for future participation and action. The second, third and fourth days were devoted to three mini-consultations on improving solid waste management; servicing urban land; and institutional strengthening which were recognized to be of the highest priority during the first day.

The **mini-consultations on days two and three** brought together different stakeholders and actors responsible for and/or interested in the two specific environmental issues, who deliberated on the respective proposition papers. These papers defined the scale of the problems being experienced, reviewed past interventions to address the issues, and suggested that the on-going fragmented interventions would not be sustainable; rather, that a coordinated strategy of intervention involving a wide variety of stakeholders was necessary. During the 'mini-consultations' the participants formed a number of cross-sectoral and multi-institutional discussion groups so that the various stakeholders would participate and agree on a strategy of intervention and commit themselves. These groups identified short, medium and long-term opportunities for intervention, suggesting future technical solutions as well as administrative and legal support needs as the basis for any successful interventions.

The main objective of the consultations were to demonstrate a methodology for addressing environmental issues and to cultivate interest in the institutions which would later participate in cross-sectoral and multi-institutional working groups to be established after the consultation whose role is to further clarify the issues, negotiate strategy of intervention and formulate action plans.

With respect to the mini-consultation on managing solid waste, five elements of strategic intervention were agreed: firstly, to launch an emergency clean-up campaign; secondly, to better manage disposal sites; thirdly, that sustained waste collection had to be privatized; and that later community based waste collection systems with an increased emphasis on recycling had to be established. Working groups were therefore established for each of these strategic elements of intervention, under a coordinator from the city health department. Similarly, the mini-consultation on servicing urban land agreed on three strategic elements of intervention: to coordinate city expansion and service





planned housing areas; upgrade unplanned settlements; and coordinate city centre renewal. Three groups were therefore set up after the mini-consultation, under a coordinator from the Ministry of Lands, Housing and Urban Development.

The mini-consultation on the fourth day focused on the institutional requirements to implement the SDP, taking into account the need for a cross-sectoral and multi-institutional approach to address the priority environmental issues. This mini-consultation concluded on key features of the SDP organisation structure, such as: environmental issue coordinators; working groups (WG); a coordinating working group (CWG), technical coordinating committee (TCC), and steering committee (SC), the composition of which would evolve over time.

On the fifth day stakeholders agreed on a Dar es Salaam Declaration containing the agreements summarized in the box below.

Box 2: Agreement Reached by Participants in the Dar es Salaam City Consultation in 1992

- A new partnership approach to city management was required, which would broaden the range of actors involved so as to include private sector and community based organizations;
- Working groups be established to address the key environmental issues identified with an aim to overcome the poor coordination arrangements and to chart out concerted actions with sufficient operational details for implementation
- A focal point be established through the Sustainable Dar es Salaam Project where partners can feel comfortable to meet and deliberate upon issues and agree on alternative courses of action;
- The Sustainable Dar es Salaam Project should focus its resources on building up a core of dedicated interdisciplinary professionals from both levels of government, private sector and community based organizations who will together support the planning, coordination and management of the city's future growth and development;
- The broader policy issues be reserved for central government decision, especially in the field of urban land, allowing the city authority to be an active implementing agency of the policies in planning its expansion, etc;
- Integrated cross sectoral working groups be immediately established for the main priority environmental issue of solid waste management and servicing urban land, and that additional working groups should be established through a consultative process to cover all the relevant environmental issues identified.

Consultations for the remaining prioritized environmental issues were not held until 1993 when working groups for those issues were put to work following the availability from the Dar es Salaam City Council and Ministry of Lands and Urban Development. Mini-consultation for Managing Surface Waters and Liquid Waste was held for two days in September 1993, followed by a similar two days consultation on Managing Air Quality and Urban Transportation in November 1993. Two days' mini-consultation on Managing Open Spaces, Hazard Lands and Urban Agriculture was also held in the same month. Preceding all these consultations was a process of preparing proposition papers, which were presented to stakeholders and guided the discussions.

2.3.3 Establishing working groups


Immediately after the city consultation, six working groups were established under two coordinators. The three priority working groups: launching the emergency clean-



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up campaign; managing disposal sites; and privatization were coordinated by the city health officer to prepare detailed action plans for improving solid waste management. These were put to work after raising approximately US\$ 2 million of investment from a mini-donor meeting organized by the SDP in collaboration with the office of the Prime Minister.

Two years later, having cleared the city centre of the heaps of solid waste and privatized city centre collection services, the **working groups were re-organized** into three new working groups: one to be responsible for expanding privatization to new areas by involving CBOs and NGOs as primary collectors wastes, bringing it to council collection points; another one to strengthen waste disposal site management; and the last one to encourage waste recycling. The objective was to sustain the achievements of the clean-up campaign, expand collection through further privatization, and to establish a well equipped and managed disposal site. Concurrently, however, by early 1993, it had become apparent that activities for the working group addressing servicing urban land were beyond the capacity of one coordinator to manage. It was then decided to split the environmental issue into three issues; servicing urban land and managing city expansion; upgrading unserviced settlements; and co-ordinating city centre renewal. These issues would then be addressed under three separate working groups, each with a coordinator. This process led to the need for two more coordinators in addition to those needed for the other environmental issues identified in the city consultation.


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Working groups were then established for each of these strategic elements of intervention, drawing members from the public sector and all levels of government, the private and popular sectors. This representation would, inter alia, facilitate access to information, sharing of skills and ideas, and eventually preparation of action plans. However, as soon as the first two working groups established to address the issues of managing pit latrines and septic tanks met to prepare their action plans, they recognized similarities in their terms of reference, and so it was resolved to amalgamate the two groups into one.

The coordinator for upgrading un-serviced settlements was seconded to the SDP in 1992 by the then Ardhi Institute. Efforts to secure other coordinators from other government institutions continued well into 1993. In May/June 1993 the City Council assigned to the SDP a coordinator who was responsible for managing surface water and liquid waste. Coordinators drawn from the then Ministry of Lands and Housing Development (MLHUD), National Planning Commission (NPC) and National Land Use Planning Commission (NLUPC) started to work part time for the SDP from June 1993 and three months later they were released by their employers. Coordinators responsible for managing the economy and integrating petty trading, and for managing coastal resources were not available until early 1994, when they started working for the SDP on part time.

Working group activities, and especially their action plans and project proposals were prepared through the guidance of issue coordinators. These action plans were submitted to the **Coordinating Working Group (CWG)** by the same coordinators who were also members. Other members of the CWG were desk officers appointed by all participating ministries, key institutions and quasi-government organizations, private and popular sectors and the SDP chief technical advisor. The National Project





Coordinator (city planner) was the chairman of the CWG. Desk officers appointed by the participating institutions were responsible for keeping their superiors informed on the project activities as well as securing from their superiors the necessary support for project activities

Proposals, suggestions and recommendations from the CWG were formally integrated into the council structure through a technical coordinating committee (TCC), which was chaired by the city director, (who was also the project director). Members of the TCC were the heads of departments who are normally secretaries to the council standing committees. Action plans formulated by the working groups were discussed and approved or amended by the TCC as necessary, before being formally presented to the council committees and other stakeholder institutions.

It was the role of the city director to furnish the central government and other institutions with information or decisions reached in the TCC. In particular, the minutes of the TCC were forwarded to the project steering committee to keep them informed on the project implementation so that they could best ensure adequate and timely government support. The city director was also responsible for passing such decisions and information to the chairpersons of the council's standing committees. In order to ensure and sustain awareness of the EPM process approach and its justification, the SDP organized briefing meetings for councillors, city department heads as often as it was deemed necessary. Similar briefings were made to principal/permanent secretaries, commissioners, directors and city council staff.

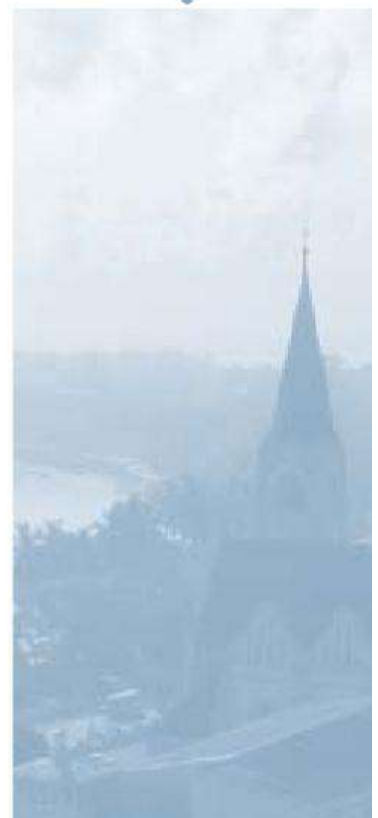
2.3.4 Negotiating strategies

Following the official release of the coordinators from the MLHUD to work full time for the project, proposition papers for the mini-consultations based on their environmental issues were completed. A two day mini-consultation on managing surface water and liquid waste was held in September 1993, followed by two others in November 1993, on Air Quality management and urban transportation, and on management of open spaces, hazard lands and urban agriculture. These mini-consultations brought together over 100 stakeholders from the public and private sectors, community representatives and NGO's. Each mini-consultation followed similar procedures, commencing with the presentation of a position paper which identified strategic elements of intervention, with discussants highlighting central points, followed by discussion groups which proposed immediate, short-and long-term actions which could be undertaken within existing resource constraints to implement each specific strategic element of intervention. By doing so, the groups in fact wrote their own terms of reference for their future activities within the working groups.


The mini-consultation on managing surface water and liquid wastes proposed a four-point strategy of intervention to resolve the most immediate problems within the context of sustained long-term solutions, which included: managing pit latrines and septic tanks; managing liquid; extending and rehabilitating the sewer network; and managing industrial effluents. The mini-consultation on air quality management and urban transportation proposed a six-point strategy of intervention: managing city centre parking; managing city centre traffic congestion; promoting public transportation; improving road network and storm water drainage; promoting non-motorized transportation; and monitoring air quality. The mini-consultation on



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managing open spaces, hazard lands and urban agriculture identified a four-point strategy of intervention: managing community open spaces and cemeteries; rehabilitation of Oysterbay beach and other city beaches; better hazard lands management; and integrating urban agriculture in the city economy.

Working groups were then established for each of these strategic elements of intervention; members were drawn from all levels of government and public sector, the private and popular sectors in order to access information, share skills and ideas, and in turn prepare action plans. However, as soon as the first two working groups established to address the issues of managing pit latrines and septic tanks met to prepare their action plans, they recognized similarities in their terms of reference, and so it was resolved to amalgamate the two groups into one.

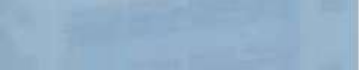
In order to ensure and sustain awareness of the EPM process approach and its justification, the SDP organized briefing meetings for councilors, city department heads as often as it was deemed necessary. Similar briefings were made to principal/permanent secretaries, commissioners, directors and city council staff.

In the following sub-sections an outline of how the prioritized issues were addressed by the respective working groups is provided. The issue of managing solid waste is described more elaborately for two reasons; to demonstrate the process of clarifying issues and formulating strategic elements of intervention and action plans, and how such a strategy was implemented at a smaller scale to test out its workability and provide opportunity for learning, before being scaled-up at city level.

2.3.4.1 Managing solid waste

The activities of the sub-working groups dealing with this environmental issue commenced immediately after the city consultation and their number gradually expanded over time. The activities included the following:

- Launching an emergency clean-up campaign in late 1992. Through this initiative, mountains of rotting wastes that had piled up indiscriminately on street corners, pavements, open spaces and in back yards were removed;
- Upgrading access to, and improving the management of a new disposal site at Vingunguti;
- Carrying out awareness campaigns to enable household and other generators of wastes understand their responsibilities to prevent indiscriminate disposal of wastes in the city;
- Privatization of a solid waste collection service, initially in 10 wards in the central area, and eventually in 30 wards supported by by-laws on collection and disposal charges to improve financial sustainability of operations and services.
- Establishment of a management team to coordinate sanitary disposal at the new disposal site.
- Introduction of a refuse collection and disposal charges and ensure that they are used to sustain the expanding services;
- Purchase of essential equipment for dump site management
- Identify a suitable site for constructing a biogas (Taka gas) plant, and initiate preparations for resettlement of affected inhabitants;
- Establishment of a community-based composting and recycling networks.



Solid waste management issue was handled by five sub-working groups named after a particular strategic element of intervention: Emergency clean up campaign; Privatization of refuse collection; Community management of solid waste; Refuse recycling and composting; and Management of disposal sites.

The emergency clean up campaign was tackled by a sub-working group named after this strategic element of intervention, with members from: DCC, SDP, PMO, donors such as JICA, Private sector, Regional Administration, University of Dar es Salaam and the former Ardhi Institute, now UCLAS commenced in 1992 with special intervention from the Prime Minister's Office (PMO). The campaign entailed removing accumulated wastes from market places, open spaces, major roads and streets. This was followed by establishment of collection points in the city center, market places and open spaces. The PMO with support from the Governments of Japan, Denmark, Italy and Canada raised US \$ 1.4 million for procurement of solid waste collection equipment (bulldozer, a wheel loader, excavator, grader, etc.) and spare parts for repairing 30 garbage collection trucks, opening of a new dump site at Vingunguti and facilitating day to day refuse collection services. The emergency clean up campaign was quite successful, so that in a short period waste transported by the city council rose from the original 30 -60 tonnes per day in 1992 to 300-400 tonnes per day in 1994. As soon as the above was accomplished the sub-working group was dissolved.

Illustration 7: A Private Contractor Collecting Solid Waste in a Neighbourhood in Dar es Salaam



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Meanwhile, the sub-working group on **privatization of solid waste collection** whose members included DCC, SDP, contractors, Ministry of Industry and Trade, Ministry of Health, Ministry of Lands and Housing Development, NIGP, and Councillors, was busy working out the privatization of solid waste collection strategy. The strategy was demonstrated in ten wards in the town center, namely Kivukoni, Kisutu, Mchafukoge, Upanga East, Upanga West, Jangwani, Kariakoo, Gerezani, Mchikichini, and Ilala. Multinet Africa Company Limited won the contract to collect solid waste in the ten wards, making it the beginning of what would usher to one of the most successful strategy of the EPM in Dar es Salaam City. The beginning was, however, difficult, because neither the city fathers nor the contractor had the experience of dealing with each other in solid waste collection, let alone the contractor's uphill task of collecting refuse collection charges (RCC) from the generators of the solid waste.

The city fathers needed to facilitate the contractor in many ways, if the task at hand had to be done as expected. One such facilitation was to put in place a By-law (Dar es Salaam City Collection and Disposal of Refuse), which was passed in 1993 and took effect one year later in 1994. Moreover, city fathers had to enforce the By-law, relevant regulations, and take to task all RCC defaulters. And in collaboration with the contractor, the city fathers were responsible for creating public awareness on the privatization arrangement and roles of the various actors including the recipients of

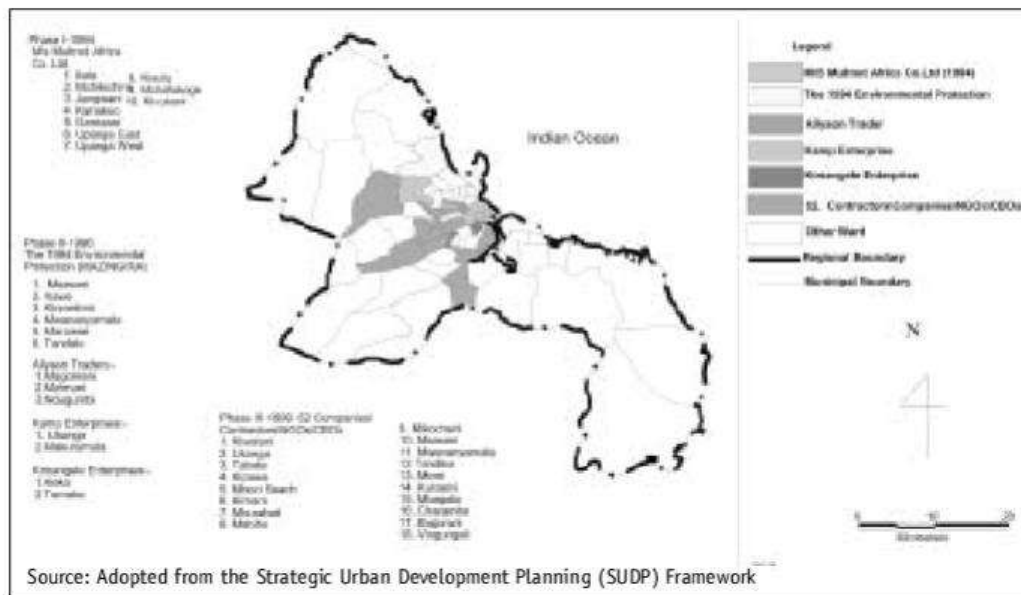
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the solid waste collection services. Failure of the city fathers to deliver among other roles, taking to task the RCC defaulters, contributed to poor performance of the contractor whose collection of solid waste dropped from the 70% peak reached at the beginning to 15% in the central area. Instead of extending the privatization to other wards, the number of wards contracted out was reduced to 5 wards.

The problems leading to that situation and the general experience were reviewed and became the building stone for the start-up of phase two of privatization of solid waste collection services in 1996. In phase two 13 wards were added and four additional contractors won tenders for collecting solid waste in the designated wards. The contractors included: Mazingira Limited who were contracted to collect solid waste in Msasani, Kawe, Kinondoni, Mwananyamala, Manzese, and Tandale; Allyson's Traders in Magomeni, Mzimuni and Ndugumbi; Kamp Enterprises in Makurumla and Ubungo; Kimangele Enterprises in Keko and Temeke No 14. Solid waste collection in the remaining 29 wards at that time, continued to be served directly by the DCC (see also the map below).

Illustration 8: Privatization of Solid Waste Collection in Phases



Hand in hand with the privatization initiative, another sub-working group was tackling the issue of an alternative disposal site, given that the decision to close Tabata dump site had already been made. Pending establishment of a landfill site, an interim dump site was identified at Vingunguti. However, this could not be developed into a landfill site due to among other factors; inadequate space, sandy soil characteristics of the area, and its proximity to Msimbazi River. In the mean time, the working group on disposal site management proposed actions that were promptly implemented with assistance of the Japanese Government, to improve the situation at the Vingunguti dump site as follows:

- Installation of a weighing bridge at the entrance road to the dump site;
- Construction of a 1.2 km. tarmac road to the dump site to replace the rough road that caused refuse trucks to get stuck; and
- Construction of a dumpsite office and equipping it with a computer for data recording.



Other improvements proposed by the working group included improvement of internal roads to facilitate smooth movement of trucks, control of leachate from the dump site to Msimbazi River, and introduction of a refuse disposal charge, meant for meeting the operational costs at the dump site. The sub-working group did also address the need for new disposal sites by evaluating suitability of various potential sites within Dar es Salaam City region.

The sub-working group on Community Involvement in Solid Waste Management had representatives from communities, CBOs, NGOs, DCC, SDP, NIGP, ILO, Vice President's Office (Environment), Ministry of Community Development and Children. Among other activities, this working group promoted establishment of CBOs interested in participating in solid waste collection activities. Examples of groups formed as a result of this initiative include Kinondoni Moscow Development Association (KIMODA) and Hanna Nassif Women Development Association (KIWODEA).

Due to narrow roads these CBOs collected solid waste in their respective informal settlements using push-carts and brought them to a transfer point where solid waste collection trucks collected and transferred them to the dumpsite. Other activities included cleaning storm water drains, street sweeping, grass cutting and public awareness creation in their respective neighbourhoods.

The sub-working group on solid waste recycling and composting had representatives from DCC, NIGP, community representatives, research institutions, SDP, CBOs and NGOs, Centre for Cleaner Production, and Donors. Among other activities the sub-group encouraged the communities, CBOs and NGOs to promote recycling and composting by sorting solid waste at the source.

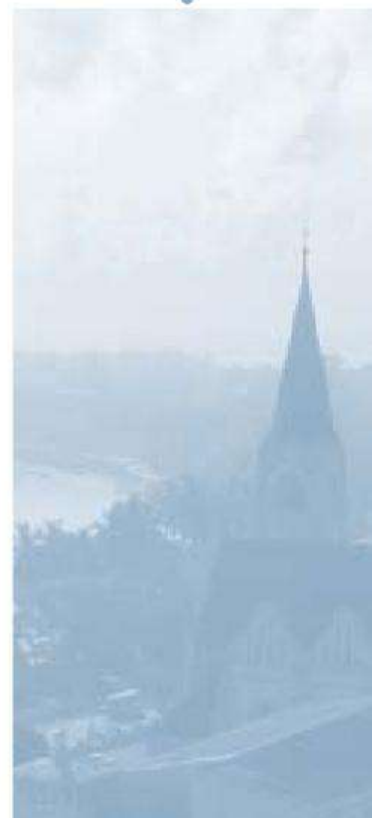
Illustration 9: Results of Partnership in Solid Waste Management Enhanced City Cleanliness



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- Increased employment and income generation opportunities
- Enhanced city cleanliness
- Strengthened partnership between City Council, contractors and local communities
- Increased understanding of the dangers and benefits of waste
- Increased tapping of private sector and civil society resources
- Increased recycling Increased use of compost manure
- Initiation of sorting of waste
- Establishment of EMIS

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2.3.4.2 Managing City Expansion

The Working group on managing city expansion reviewed all subdivision plans prepared by both the DCC and MLHUD; prepared maps showing the existing city wide situation of trunk infrastructure; collected all **development project proposals** from the various land servicing and development financing agencies; and facilitated inter-agency coordination to establish priorities and implementation strategies to rehabilitate the Dar es Salaam water supply systems. The group also developed a demonstration project in Mbweni Dovyia where new housing sites would be available to developers at cost in order to establish a revolving site development fund which was submitted to the National Income Generation Programme (NIGP) for funding. This project did not materialize due to political reasons, with fears being expressed that it could bring about discrimination between those who could afford to pay for the full cost of serviced plots and those low-income citizens who could not.

In view of the serious lack of data base on land titles, ownership transfers, etc; a sub working group –Land Information System - was established to prepare data base for Kijitonyama Block 44 and Sinza Block 'B'. This complemented work of the working groups on un-serviced settlements and managing surface waters and liquid wastes, among others.

2.3.4.3 Managing surface water and liquid waste

The working groups addressing the issue of liquid waste succeeded in identifying areas with the most critical sanitation problems resulting from under capacity and, aging sewers ; high ground water table, poor cess pit emptier tanker accessibility, as well as industrial effluent impacts. In many cases, **draft project proposals** had been submitted to the government and donor agencies for possible technical assistance support and development financing. One of the group went further to implement a demonstration project in Sinza 'B' to improve a community-based pit-emptying services, in an attempt enable the DCC to solve the problem of sewage overflow in areas with high ground water table. The demonstration project was also aimed at establishing the actual operation costs for cess pit emptying services which subsequently led to the establishment of the costs per each tanker trip. It was on the basis of this demonstration project that the costs charged by the private cesspit-emptying operators in the city derived their commercial emptying charges per trip. Another innovative demonstration project designed with Japanese Government funding support and done in collaboration with the Ministry of Water, Energy and Minerals, involved the construction of shallow sewers in unplanned settlements. These proposals were discussed and agreed with community leaders in the concerned areas, but there were no funds for implementation.

2.3.4.4 Managing air quality and urban transportation

Six working groups were established to address this environmental issue. Two of them addressed city centre parking and congestion. The group dealing with traffic congestion identified and proposed several sites for off-street multi storey car parking garages, prepared proposals to re-organize vehicular traffic movements to reduce congestion and hence securing more on-street parking spaces. The group on city center parking recommended introduction of **on-street paid parking system** and

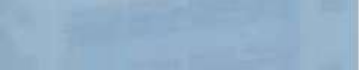


Illustration 10: Booths for Collecting Parking Fees



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outsourced the management services. The proposals to reorganize vehicular traffic movements and introduction of paid parking system were successfully implemented by the DCC. Whereas the first one has helped to solve the problem of traffic congestion in the city centre, the paid parking system has generated substantial revenue to the DCC and created employment opportunities to several youths.

Furthermore, the working group on city center parking came up with a strategy of rehabilitating the former dump site in Tabata and turning it into a lorry park for long distance heavy trucks. This was also seen as one way of easing traffic congestion in the city center by barring the HDV from entering the CBD.

Regarding the **promotion of public transportation**, the appropriate working group made proposals to improve the management of public transportation in the city, including negotiations with private bus operators for up country buses to participate in the improvement of the former UDA depot at Ubungo and turning it to a new central bus terminal. The central bus terminal was eventually built by the DCC at Ubungo, about ten kilometers from the city center, but very conveniently situated. This has assured city residents and visitors of improved public transport service.

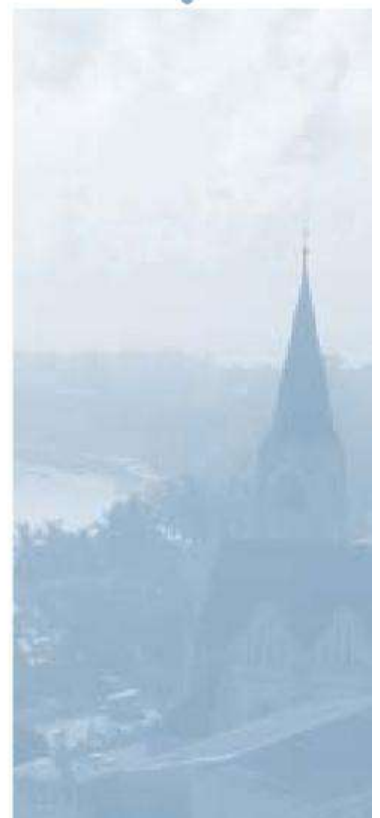
With regard to the sub issue of promoting non-motorized transport (NMT) the working group planted shade trees along some roads in the city as a means of providing basic facilities to the users of NMT; conducted meetings in each municipality in the city to create public awareness on the need to support and increased use of the non-motorized transport; prepared proposals to turn Congo street in Kariakoo into a pedestrian mall. Also through this group, a World Bank supported pilot project was initiated in Ward 14 in Temeke municipality through the auspices of the Sub Saharan Transport Programme. This NMT pilot project carried out household surveys and also came up with tested interventions.. The demonstration project was successfully implemented.

A Memorandum of Understanding was signed between the NMT Project and the DCC that the successful implementation of the interventions would be integrated into the SDP activities in order to be applied in other areas of the city and later in other urban areas participating in the SCP in Tanzania. The group had also proposed pedestrian walkways to link Kariakoo and the CBD from Mandela Express way through Lindi Street and from Kigamboni Ferry.


2.3.4.5 Managing open spaces, recreation areas, hazard lands and urban agriculture

The working group dealing with managing open spaces produced an inventory of existing open spaces in the city. It further organized meetings with ward executive officers, sub-ward chairmen and primary school head-teachers to create public

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awareness on the existence of open spaces in their respective areas. Given the awareness, it was assumed that the concerned communities would be empowered to develop and manage the existing spaces, and protect them against encroachment for other land uses. To this effect, the DCC entered into contracts with the ward leadership that required them to **protect all the open spaces** in their areas from invasion. In order to prevent encroachment on the sites, the group initiated cadastral survey of site boundaries and mobilized surrounding communities to plant trees as physical demarcations.

Moreover, the working group that dealt with the **rehabilitation of Oysterbay** beach in 1998 reviewed and prepared a land use plan, secured formal approval by the Urban Planning Committee (UPC) of the DCC through the SDP Technical Coordinating Committee (TCC) and succeeded in implementing some elements of the proposal. Implementation entailed construction of short concrete poles to prevent vehicles from entering the beach area. Before this, the vehicles' indiscriminate parking had caused severe beach erosion. This move was geared at allowing grass to grow and regenerate. As a result of this intervention the hitherto environmentally degenerated Oysterbay beach has been restored.

On the issue of urban agriculture, the working group collaborated with a team of researchers funded by the IDRC to prepare a database on the potential agricultural land around the city. The group also raised community awareness on home gardening and the use of domestic garbage for composting, promoted urban afforestation and beautification by planting trees.

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2.3.4.6 Managing the urban economy and petty trading

The petty trading and city economy working groups engaged in various activities aimed at integrating the informal sector into the urban economy. The immediate activity after the formation of the working groups was to carry out a survey to identify petty trading locations by size, degree of permanence and concentration. The survey also covered the question of site suitability in relation to other land uses. Based on the information gathered, the working group outlined strategies of intervention, including sensitizing government officials and politicians on the need to integrate petty trading in the city economy. This was necessary as the stand of both the central and local (Dar es Salaam city) government was not to entertain any petty trading activities in the city and hence all petty traders should be evicted from the city. This led to frequent confrontations between the city authorities and the traders that ended in loss of properties and sometimes physical injuries of the operators and city law enforcers.

In order to deal with this problem, an inter-ministerial steering committee was formed to deliberate on the working groups' strategies that led to official recognition of the petty trading activities in the city, provided they follow the laid down negotiated terms and conditions of conducting businesses. Moreover, the steering committee would give the working groups the needed political support and direct policy guidance. As a result of such a negotiated approach, a new policy framework for petty trading was prepared, a draft of which was adopted by the TCC and discussed by the councillors. Sites for demonstration projects were prepared within the city especially along the principal highways. Petty traders were required to **acquire agreed**



Illustration 11: Shelves for Displaying Fruits



type of structures for displaying their goods along the sides of the street so that they did not block passage for other road users. Where necessary, petty traders were required to move from some streets in the city especially the Congo street to alternative areas. Such areas included two

modern markets built in Temeke Stereo and Makumbusho in Dar es Salaam city with funding from the National Income Generating Programme.

2.3.4.7 Managing un-serviced settlements

The focus of the working group on upgrading un-serviced settlements was how to upgrade and provide basic services and infrastructure in such settlements. Strategies on this issue were tested through implementation of Hanna **Nassif community-based labour intensive infrastructure upgrading project**. The lessons learnt were used to replicate the process to other settlements at the request of communities or their community based organizations (CBOs) such as those in Mbezi 'C', Kijitonyama and Tabata neighbourhoods. In the Hanna Nassif project, members of the community contributed both funds (from each household) and labour in the provision of their priority services. Furthermore, the project applied community construction-contracting system whereby the Community Development Committee (CDC), later renamed Community Development Association (CDA) of the Hanna Nassif Community Development Trust Fund contracted local artisans and used unskilled community members to undertake construction of roads and drains. The Coordinator of the working groups on managing un-serviced settlements also became the Coordinator of the Hanna Nassif community based infrastructure-upgrading project.

Box 3: Participatory Community Based and Labour Intensive Infrastructure Upgrading in Hanna Nassif Informal Settlement


Hanna Nassif is one of the informal settlements that prior to 1992 suffered from lack of basic community services including storm water drains, subsequently, the housing area was experiencing frequent floods. Following a request from the local community, the Government in collaboration with donor agencies and with participation of the residents initiated Hanna Nassif Community Based Upgrading. The project took an innovative approach in both its institutional set-up and the use of labour-based community contracting and community management in an urban setting.

The approach

The overall project concept and approach was well conceived to meet the needs of the local population particularly in terms of addressing the basic infrastructure (environmental) problems and not least alleviating poverty. The project was built on the conception that for the improvement of community infrastructure to be sustainable, improvement initiatives should hinge on building local capacity both in socio-economic and technical (imparting skills) terms. The approach deployed in this project directly contributes to the government policy on poverty reduction. The policy requires public, popular and private sectors to among other things, put concerted efforts in deploying

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Box 3: Continued

labour intensive approaches in infrastructure improvement programmes as well as supporting micro-enterprise economic initiatives.

The specific features of the project approach are:

- Community participation through a Community Development Association (CDA) and wider involvement of residents in steps of the project from planning to implementation, maintenance and operation as well as in the evaluation of the project.
- Design of infrastructure in collaboration and negotiation with community so as to adapt to the existing built environment i.e. without demolition of existing houses which provides affordable shelter and space for micro-enterprises.
- The use of construction techniques that maximize the benefits to the local community such as labour-based methods and community contracting in the execution of civil works.
- Implementation of the project through partnership between local institutions (community, non-governmental organisations, local government, research and training institutions, and international development partners. The approach therefore, recognizes the varying roles and capabilities of the collaborating partners and appreciates the need for building synergies through linkages.

The University College of Lands and Architectural Studies (UCLAS) in collaboration with ILO and NIGP provided the required technical support while the Dar es Salaam City Council played the role of a facilitator and promoter. The National Income Generating Programme (NIGP) provided overall management of the project funds for infrastructure improvement that was obtained from the United Nations Development Programme (UNDP) and the Hanna Nassif community contributions.

Parallel with the infrastructure improvement programme, a micro credit scheme support was established to improve household income and generate employment opportunities. The Ford Foundation provided seed capital of US\$ 50,000.

The impacts from the community-based approach and labour intensive technology include the following:

- More than 23,000 people who live in Hanna Nassif do not experience floods any more.
- Improved accessibility and the overall physical environment.
- Water borne diseases were reduced drastically from 4,137 cases before 1996 to less than 2000 in year 2000.
- Women and children no longer have to queue for water nor do households pay dearly for tap water. The six water kiosks installed in the area provide drinking water at a reasonable price. Water price has decreased from 0.06 US\$ per 20 litres before 1998 to about US\$ 0.025 per 20 litre bucket in year 2000.
- In total over 60,000 worker days were generated between 1997 and 2000. Out of which over 50 percent were women worker days.
- A number of skills including community-based projects management, accounting and artisan training were imparted to various residents. The trained artisans have secured jobs within and outside the settlement.
- Apart from increased operations among 296 micro-enterprises, which existed in 1994, the number of micro-enterprises income generating activities was raised to over 350 in 2000. The overall social-economic environment has therefore changed remarkably.
- Unlike most other informal settlements in the city, by the end of 2000 over 70 percent of the property owners were paying property tax, as compared to less than 30 percent before 1996.
- The number of community based organizations increased from one in 1996 to 4 in year 2000. This is besides the skills imparted to the various CBOs in the city. The morale and initiatives of the civic society particularly participation of residents in matters that concern their living environment has increased remarkably.

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2.4 Implementation of Demonstration Projects and Scaling-up

The strategies formulated by the working group formed the basis for the establishment of a Community Infrastructure Programme (CIP) that was supported by a World Bank loan of US\$ 6.3 million from June 1996. The Community Infrastructure Programme (CIP) was a response by the DCC through SDP to requests from different communities for assistance in improving infrastructure in their settlements. Prior to the CIP, several Community Based Organizations had approached SDP for assistance, having heard and visited the Hanna Nassif community infrastructure-upgrading project.

By using US\$.50,000 to prepare the CIP, the SDP attracted a funding of US\$. 6.3 million from the World Bank, through the Urban Sector Rehabilitation Project (USRP). The CIP implementation framework was based on partnership between the communities and the public sector, in that, communities were required to deposit 5 % of the capital investment cost of the infrastructure to be provided as up-front contribution to ensure ownership and willingness to participate in the improvement of the infrastructure. This initiative showed how SDP demonstration projects succeeded in creating awareness and sensitizing communities, and by using little resources to leverage large amount of funds needed for capital investment.

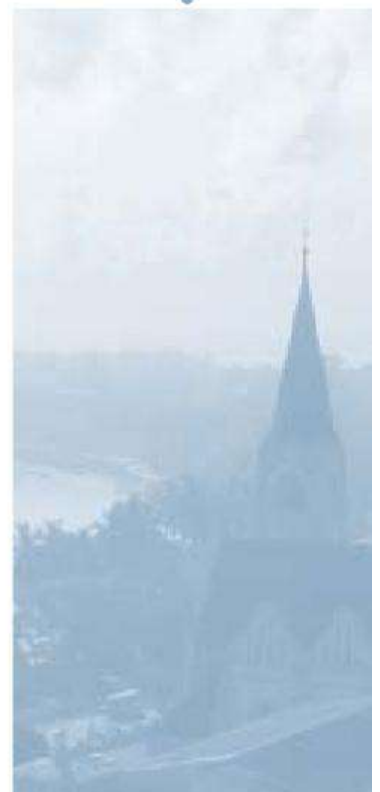
Clearly, the SDP, through the EPM process succeeded in making substantial contribution in environmental improvement and putting in place an effective planning and management tool, particularly with regard to the following:

- Integrated strategies to address the issues identified and prioritized at the city consultation.
- Establishing a working group to address each element of issues that called for intervention.
- Preparing action plans to address the strategic elements of each issue.
- Preparing proposals for demonstration projects to test the viability of the formulated strategies and subsequently to improve city environmental situation as well as service delivery.
- Implementing, monitoring and learning from the implementation of some of those proposals.
- Replicating such proposals in other areas of the city as a basis for eventually preparing a strategic development planning framework as shall be seen later in this report.

Despite the high success accorded by the project, the process also faced some constraints as outlined below:

- Inadequate support and availability of experienced and committed representatives from key ministries and organizations to participate in the working groups. Sometimes representatives of various institutions were too junior and had no power to decide for their representative institutions.
- Inadequate technical assistance to the working groups, particularly on project preparation.
- Lack of adequate funds to implement the demonstration projects and prepared action plans from the environmental priority issues, leading to demoralization of the participating stakeholders

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- Lack of technical support and cooperation from some key departments of the Council especially during the initial stages of the process
- Inadequate transport facilities to enable the working groups to collect basic information needed by the groups.
- Inadequate capacity of the Council to enforce laws and regulations.
- Inadequate capacity to deal with the private sector in the execution of partnership projects.

Table 2: The SDP Issue Specific Working Groups at the Peak of the Project in 1995/96

Environmental issue	Working group
1. Solid Waste Management	<ol style="list-style-type: none"> 1. Strengthening privatization of solid waste collection 2. Recycling of solid waste and composting 3. Managing disposal site 4. Community solid waste management
2. Upgrading Un-serviced Settlements	<ol style="list-style-type: none"> 1. Hanna Nassif 2. Mbezi "C" 3. Kijitonyama 4. Tabata
3. City Expansion	<ol style="list-style-type: none"> 1. City Expansion 2. Land Information System
4. Managing Surface Water and Liquid Wastes	<ol style="list-style-type: none"> 1. Managing sewer upgrading and extension 2. Managing pit latrines, septic tanks and sullage 3. Managing industrial effluents
5. Air Quality and Urban Transportation	<ol style="list-style-type: none"> 1. Managing City Centre traffic congestion 2. Managing City Centre parking 3. Improving road network and storm water drainage 4. Promoting public transport 5. Promoting non-motorized transport 6. Improving air quality
6. Petty Trading and City Economy	<ol style="list-style-type: none"> 1. Core Group 2. Ilala Group + Task Force 3. Temeke Group 4. Kinondoni Group
7. Managing Open Spaces, Recreation Areas, Hazard Lands and Urban Agriculture	<ol style="list-style-type: none"> 1. Managing Community open spaces 2. Rehabilitation of Oysterbay Beach 3. Managing Urban Agriculture and Green Belts 4. Managing Hazards Lands/Sand Extraction

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Table 2: Continued

Environmental issue	Working group
8. Managing Coastal Resources	<ol style="list-style-type: none">1. Protection of mangrove2. Coordinate Urban Expansion (tourism)3. Manage lime extraction4. Manage salt production5. Promote Deep sea fisheries
9. Coordinating City Centre Renewal	<ol style="list-style-type: none">1. Plan Review2. Strengthen Private Business & Community Participation3. Infrastructure Provision and Costing4. Review Land Titles, Standards, & Development Control5. Planning and Monitoring6. Financing and Implementation

SDP experienced a continuing problem of under representation of the private and popular sectors, while the dominant public stakeholder organizations were represented in working groups by relatively junior staff. Possible explanations for the under representation of the private and popular sectors was lack of interest to participate or failure of programme coordinators to seek for participation of the private and popular sectors. The representation of the public sector by junior staff could be interpreted as their lack of commitment or low importance attached to the project activities and decisions reached in the working groups. As an indicator of this lack of commitment, many stakeholder organizations did not allocate the funds and other resources negotiated, agreed and committed at the action-planning stage.

The SDP did not establish a system for regular monitoring of its activities, nor were there any base-line data established against which project progress could be measured. The Environmental Profile prepared in 1992 has not been systematically updated despite the significant changes that have been experienced in Dar es Salaam.


Other factors that affected SDP working group activities include the operational costs (erroneously referred to as incentives) for working group coordinators and members. A system of remuneration was established and used at the beginning of the project using UNDP funding. This was later stopped because of failure to sustain the payments beyond the UNDP support. While this could be true, the need for putting in place a system and sources for supporting working groups activities remains. Such a system should be agreed upon and supported by all stakeholders as an indicator and translation of their commitment into action.

2.5 Integrating SDP in the Dar es Salaam City Council Organization Structure

An attempt was made to integrate SDP in the Dar es Salaam City Council organization structure. At the time of commencement of the replication process, there was an ongoing exercise to decentralize the DCC into three autonomous municipalities, which was carried out by the Management Support Unit (MSU). The Urban Authorities Support Unit, which had just been established provided inputs and worked in close collaboration with MSU to see how best the SDP could be fully integrated in the new administrative set up. After lengthy deliberations it was proposed to establish a

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Planning and Coordination Department (PCD) at both the city and municipal levels. The proposal was that the departments for economic planning, town planning and that of trade and urban economy be amalgamated into one PCD. Each of these former departments would be treated as teams under the PCD.

It was further proposed that the PCD would be elevated above the other departments and at the city level be headed by a deputy city director who would also be the interim National Sustainable Cities Programme coordinator until a full-fledged national unit for replication would be established. At the municipal level the PCD would be led by a person who is fully knowledgeable on the SCP approach in EPM.

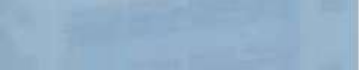
The main function of the PCD at city level would be to undertake the forward planning and overall coordination functions for the city as a whole i.e. prepare strategies and coordinate their implementation by the three municipalities in partnership with utility agencies, NGO's, CBO's and the private sector. Specifically the PCD will be responsible for:

- Maintaining and extending a participatory approach in city development planning and management
- Setting up and maintaining the data-base for planning and coordination.

However, this proposal was not fully implemented during the restructuring of the city. To date, PCD has been established at both the city and municipal levels but are neither functioning according to the proposal nor composed of the departments proposed to be brought under the department. Moreover, the PCD is led by the head of the Urban Planning Department who is not the Deputy Municipal Director. Within this PCD there is a coordinator of Sustainable Cities Programme at municipal level whose specific responsibilities with respect to SCP are ambiguous.

Illustration 12: Office of the Sustainable Dar es Salaam Project





CHAPTER 3: AGGREGATING STRATEGIES INTO A STRATEGIC URBAN DEVELOPMENT PLANNING (SUDP) FRAMEWORK

3.0 Strategic Urban Development Planning (SUDP) Framework

An overall framework for guiding future growth and development is an important tool for informed strategic decision-making. Such a framework needs to be based on urban environmental information and development potentials, conflicts and constraints, which once developed into a management information system, can also support detailed urban planning, land allocation and investment decision-making. Furthermore, the framework is a compilation and sythesization of the issue-specific strategies and action plans, some of which had already been implemented as a demonstration project to test out their workability.

Coordination of issue-specific strategies to bring consistency between strategies, coordination of their implementation, and the need to generate an overall framework for guiding future development are the main arguments for developing what UN-HABITAT regards as a strategic urban management framework - SUMF or strategic urban development-planning framework – SUDPF in Dar es Salaam. For the sake of clarity, the so prepared document will be termed as Strategic Urban Development Plan (SUDP). According to the UN-HABITAT guidelines, Strategic Urban Management Framework (SUMF), “is not a ‘plan’ as such – it does not set out a specific growth pattern that should be observed rigidly; instead, it provides options and development ‘rules and principles’ which need to be taken into account when making project-and site-specific or area-wide investment decisions.” (UNCHS-Habitat 1999)

3.1 The Process of Aggregating Strategies

As introduced earlier, preparation of a Strategic Urban Development Plan (SUDP) was one of the key objectives of the Sustainable Dar es Salaam Project (SDP) in place of the then existing Dar es Salaam Master Plan. It was this objective which prompted the Government to request for UNDP support in the early 1990s. UN-HABITAT, the competent UN organization for human settlements development, then responded by proposing the EPM process, a stakeholder-driven, cross-sectoral and inter-agency approach for managing the problems of urbanization facing the City. However, given the long processes involved in producing the SUDP, a draft document “stakeholders’ version” was not ready until 1999; and today, ten years later, what is in place has not legally superseded the 1979 Master plan. As indicated earlier, SUDPF is not a plan in the sense of a Master plan with legal force of law. Rather, as indicated in the stakeholders’ edition of the SUDP, “it is a dynamic framework in which urban development activities can be coordinated via exchange of information, leveraging of resources and purposeful partnerships.”

By the end of 1996 the environmental issues working


Illustration 13: Developing Strategies for Petty Trading Using Manual Maps

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groups had produced strategies and action plans for addressing the issues prioritized in the 1992 city stakeholders' consultation. Moreover, implementation of demonstration projects based on some of the action plans had commenced. Through the implementation of such demonstration projects, the feasibility of the strategies had been established to warrant their scaling-up at city level. These outputs of the working groups formed the basis for the

SUDP whose preparation was formally preceded by a three days stakeholders consultation held in October 1996 under the name 'Co-ordinating City Development and Management'. The consultation provided opportunity to stakeholders for reviewing successes and constraints being experienced in the application of the environmental planning and management process.

Between January 1997 and December 1998 the SDP team carried out a detailed and complex land suitability analysis to determine city expansion possibilities, which was an integral part of the SUDP. This process entailed systematic overlaying of maps of different competing or conflicting land uses and ranking them on the basis of their degree of competition or conflict. The higher the competition or conflict the higher the rank and vice versa. The areas with least land use competition or conflict were identified as being potential or available for city expansion. Other considerations in the process of determining areas for city expansion included availability of utility services, ground water table and hazard lands.

Potential areas for city expansion were grouped into 21 categories depending on their degree of potentiality and subdivided into sub-categories depending on the level of availability of utility services. The next step was to carry out environmental sensitivity analysis by overlying maps of the potential areas for city expansion with those showing ground water table, hazard lands, e.g. flood prone areas, etc.

The SUDP for the city of Dar es Salaam is presented in five volumes:


- Volume I: City Growth Vision
- Volume II: Environmental Issues Strategies
- Volume III: Environmental Project Proposals
- Volume IV: Methodology for Preparing Strategic Urban Development Plan
- Volume V: Urban Renewal

Considering that Dar es Salaam was the first SCP city to attempt to prepare a SUDP, the process of producing such a document amounted to muddling through. The process commenced in 1992 when the city environmental profile was prepared to assess the environmental situation and issues. These were proposed to stakeholders whose agreement and prioritization in the city consultation led to the formation of environmental issues working groups, through which strategies were negotiated and action plans formulated and agreed in issue-specific mini-consultations. As this process has already been covered in chapter 3, this chapter focuses on the process of spatial analysis, compiling and aggregating the strategies.

3.1.1 Spatial analysis

Spatial analysis entailed processing the stock of issue-specific information collected through the working groups and converting it into spatial form, – areas with varying





degrees of suitability for different activities – in order to generate a composite land use pattern developed on the basis of coherent rules and principles. The steps followed are summarized below and detailed in the subsequent sections:

- 1) Preparing suitability maps for issues which were pertinent in determining urban expansion and growth in Dar es Salaam, namely: built up areas, transportation networks ground water table, urban agriculture, hazard lands, and coast are sources (mainly building materials).
- 2) Preparing suitability maps which integrated two issues at a time. This was an interactive exercise that involved the two selected issues and their suitability maps in the following combinations: agriculture with mining (coastal resources); mining with hazard lands; agriculture with built up areas; built up areas with hazard lands; built up area with mining; and agriculture with hazard lands.
- 3) Overlaying the above six maps to generate one composite map on which areas were prioritized for development based on the degree of conflicts pertaining to them, for ease of classification, weights were given to degree of conflicts: the higher the number of issues prevailing in an area, the more constrained for development it was and the more rules were required to regulate activities.
- 4) Overlaying the above composite map on the ground water table map to further prioritize potential development areas with low water table, designated as most suitable for development.
- 5) Overlaying the composite development priority map resulting from step 4 on existing land use map to exclude areas already developed.
- 6) Overlaying the map resulting from step 5 (showing land available and suitable for city expansion) on the utilities (power and water) map, and later on the road accessibility map, to further qualify areas with adequate utilities and accessibility as most suitable for city expansion and development. The ranking of areas was based on weights attached to the different levels of adequacy in utilities and accessibility.
- 6) Once areas were prioritized for city expansion and development, they were then subdivided into zones. The city of Dar es Salaam was divided into 21 zones and 41 sub-zones, which were characterized by the level of services, existing or planned.

SUDP has three major components: spatial analysis; strategies and projects; and institutional arrangements for effective implementation of strategies. Each of these is briefly described below:

3.1.2 The main actors

Many actors were involved in the preparation of the SUDP and worked in partnership. Six groups of stakeholders/actors were identified: Dar es Salaam City Councilors and technical staff, utility agencies, private sector, NGO's/ CBO's, central government departments and donors.

The Dar es Salaam City Council Councillors and technical staff played the leading role, supported by relevant sectoral ministries. UN-HABITAT together with the SDP Technical Team provided technical backstopping. The utility agencies which participated fully in the process included the National Urban Water Authority (NUWA), which has since been re-established as the Dar es Salaam Water and Sewerage Authority (DAWASA), Tanzania Electric Supply Company (TANESCO), Tanzania Harbours



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Authority (THA), Tanzania Railways Corporation (TRC), Tanzania Telecommunication Company Limited (TTCL) and Tanzania Posts Company (TPC).

Other key city stakeholders involved included the largest land lord in the city – the National Housing Corporation (NHC), Tanzania Chamber of Commerce, Industries and Agriculture (TCCIA), Directorate of Roads in the Ministry of Works, Departments of Sewerage, Sanitation and Drainage of the Ministry of Water, Dar es Salaam City Council and the Urban Planning Division of the Ministry of Lands and Human Settlements Development.

Never before had the utility agencies been so extensively involved in the planning and management of the growth and development of the city. These were brought together, to form a ‘utility agencies working group’ that became a forum for coordinating their sectoral plans and agreeing on common strategies and priority investment areas. This initiative of bringing the utility agencies together began to cultivate the spirit of institutional collaboration and coordination for joint action. Each agency presented its present and future programmes and projects and how they related to the 1979 Master plan. In the end, the utility working group mapped out areas of agreements and areas of conflicts, which were then deliberated upon with a view of reaching agreement collectively. .

In the course of preparing the SUDP, the private sector through the Tanzania Chamber of Commerce, Industries and Agriculture (TCCIA) presented its plans to the City Council, which were then discussed in various working groups for the purposes of making them the same with other sectoral plans. The role of the NGOs, CBOs and other civil society groups was also recognized and brought in the development of the SUDP.

In cases where there were competing issues that had a bearing on urban development and city expansion, these were resolved through a system of mini-consultations of 2 or 3 days duration. In such consultations stakeholders from the concerned issue/sectors met and deliberated on the issues until a consensus was reached.

Although many government officials were already aware and involved in the EPM process, it was still very useful to brief them on the preparation of the SUDP so as to ensure their support and full endorsement. UNDP being the major financier of the EPM process in Dar es Salaam and UN –HABITAT being the provider of technical assistance since the introduction of the process in Dar es Salaam, were fully consulted in the course of the preparation of the SUDP.

3.2 Environmental Management Information System (EMIS) for SUDP

The Environmental Information Management System (EMIS) was instrumental in the collection, storage and retrieval of information that was subsequently used in the preparation of the SUDP. EMIS was widely applied in the preparation of thematic maps; overlaying of different layers of strategic maps and transforming manually prepared maps into electronic ones through digitization.

Major land uses, which were considered competing for land were classified. These included urban agriculture, building materials, transportation network, built up areas and hazard lands. Also considered were basic utility services (water, sanitation and



electricity) and (high) ground water table that are necessary for or limit city expansion. These were further classified and ranked according to various factors/characteristics as summarized in Table 3 below.

Table 3: Characteristics and Ranking of Land Uses

	Environmental issue	Characteristic		Classification and ranking
1.	Hazard Lands	Erosion prone	3- 2- 1-	High erosion prone Moderate erosion prone Slightly erosion prone
		Flood prone	3- 2- 1-	High food prone Moderate erosion prone Slightly erosion prone
		Beach erosion	3- 2- 1-	Highly beach erosion Moderate beach erosion Slight beach erosion
2.	Urban Agriculture	Availability	4- 3- 2- 1-	Highly available Moderately available Less available Not available
3.	Building Materials (Mining)	Potentiality	5 5- 4- 3- 2-	Highly potential sand & limestone (quality) Highly potential sand & limestone (quantity) Potential mining (under exploitation) Potential mining (future) Potential mining (built-up)
4.	Water Supply	Adequacy	2- 1- 2- 0-	Areas with adequate supply under phase I rehabilitation and upgrading Areas with inadequate supply & under phase Service expansion Areas without formal supply system and no immediate plans
5.	Accessibility	Condition	2- 1- 0-	Good road condition Fair road condition Poor or no roads
6.	Electricity	Adequacy	2- 1- 0-	Areas with adequate supply Areas with inadequate supply with proposed coverage to year 2000 Areas with no power and no immediate plans
7.	Ground Water Table	Level of ground water	6- 0-	Area with high water table Area with low water table

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3.2.1 The process of overlaying land use maps

The overlaying process involved maps on urban agriculture, hazard lands, building materials, sanitation, transportation (accessibility), ground water table and utility services (like water and electricity). During overlaying, the different land uses/issues were ranked on the basis of their degree of competition or conflict. The higher the competition/conflicts in the area(s), the higher the rank/score, and the lower the competition/conflicts in the area(s) the less the score. The overlays facilitated identification of levels of conflict/competition. Areas with least competing/conflicting uses were identified as areas with potential for or available for city expansion.

Maps resulting from the above-process were overlaid two at a time. The resulting overlapping land uses and level of conflict were ranked. The ranking criterion depended on the level of conflicting or competing uses for each layer. This first round of overlaying produced six different types of maps:

- Map No. 1: Agriculture with building materials (mining)
- Map No. 2: Mining with hazard lands
- Map No. 3: Agriculture with built up areas
- Map No. 4: Built up with hazard lands
- Map No. 5: Built up with mining
- Map No. 6: Agriculture with hazard lands

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The six (6) maps produced in the above process were again all overlaid, one on each other (one at a time i.e. map 2 on map 1 and so on) but this time taking into account the corresponding rankings of each issue (shown in Table 3.1) to produce one integrated map with a number of polygons. These polygons, together with the corresponding aggregated weighted points/scores (e.g. 5BM, 4AH, 2AB, etc, where B = Built up area, M = Mining, A = Agriculture, H = Hazard land), resulting from the overlaying of initially two different land uses were again overlaid together, one after the other, to produce the integrated map. The values or weights of all the overlapping small polygons of similar combinations or characteristics were added together to get a single polygon comprising of the different land uses. For example: 5BM + 4AH + 2AB resulted into a polygon with identification 11BM/AH/AB. The highest weighted polygon had a value of 21 points. This procedure was repeated for all combination of various polygons from the different pairs of land uses. This resulted in the production of a polygon map. But at this stage, only those polygons with total weighted points ranging between 1 to 5 were considered as less conflicting or competing and were thus identified as being suitable or potential for city expansion.

3.2.2 Taking account of high ground water table and areas committed for development

In order to qualify further the suitability of the potential areas identified for city expansion, the land potentiality map was further overlaid with the map showing high ground water table in order to identify limitations for urban development due to high ground water table. Areas with low ground water table were then identified as highly suitable or potential for city expansion. Information about ground water table would also facilitate determination of type of sanitation system to be used in areas with high ground water table. The earlier produced land potentiality map was refined as a result of this exercise.



Thereafter the refined map was overlaid with the existing land use map of the city so as to eliminate the already committed areas (land) such as major public institutions e.g. hospital sites, army barracks, schools and colleges, etc. The land uses were categorized into: built up area as by 1997 – formal and informal, and areas committed for development. This overlay produced a zoning map showing all the land available for city expansion with minimum conflict or competition. The map had suitability levels ranking between 1-5 points.

3.2.3 Taking account of availability of utility services and roads

City expansion cannot take place in a coordinated manner in the absence of utility services. Therefore the extent, quality and quantity of supply of the main utility services were analyzed to further support the potentiality of the areas identified for future city expansion in the zoning map. The main utilities considered were water and electricity. A status map for each of these services was prepared, showing area with adequate and inadequate supplies or those without the services. In the case of roads, the map showed areas of the city with good, fair and poor road conditions and those with no roads at all. The different utility services maps and roads map were all overlaid together to produce one map -‘integrated’ utility map. This was overlaid with the zoning map in order to determine the suitability of the potential land for city expansion in terms of availability of services. The result of this overlay produced a map showing the potential areas for future development with less conflicts, utility services and roads. The potential areas for future city expansion and development were then classified into 21 different zones, which were obtained by taking different combinations of various potentiality and service (utility) levels.

3.3 Performing Environmental Sensitivity Analysis

The objective of this step was to determine the various zones with different potentialities for city expansion. Using the weighted scores/points up to 21 obtained in the polygon map, a number of zones were created based on the agreed weighted points intervals as shown below.

Zone A	=	0 -5
Zone B	=	6 -11
Zone C	=	12 - 17
Zone D	=	18 - 23

Each zone represents the level or degree of availability of land for city expansion as described below.

Zone A: 0-5	This zone is the one with the least land use competition and/or conflicts and is thus highly available for city expansion
Zone B: 6-11	This is the zone with land that has already been developed but not intensively and is moderately available for city expansion
Zone C: 12-17	Land under this zone is the less available for city expansion due to high degree of natural constraints like flooding, erosion and serious land use conflicts



Zone D: 18-23	This category comprises of presently committed land for building mineral extraction hence least (very difficult to acquire) available for city expansion. It could be used for city expansion after the exhaustion of the minerals but only if horizontal mining method was applied.
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3.3.1 Numbering polygons within each zone

The land use combination polygons obtained in the zone categories map were simplified to indicate the competing or conflicting land uses or prevailing hazards by removing any repetitions of naming the land uses. For instance, a polygon identified by 7AB/BM/AM was simply written as 7A/B/M, meaning that the land use in question was urban agriculture (A), built up area (B) and mining (M). Such resulting different polygons that fell into each of the zones A – D were serially renumbered/regrouped in an ascending order according to the number/intensity of use or conflict or prevailing hazardous levels.

For each of the above identified and serially numbered zones, an environmental analysis process was carried out which considered in detail the following issues:


- Existing and competing land uses
- Potentiality of the areas in terms of building minerals (sand, mural, limestone, etc), urban agriculture and urban development.
- Levels of constraints to development in terms of its hazards i.e. flood and erosion prone
- Levels of available services (i.e. accessibility, water supply, power supply and sanitation)

Polygons with similar land use competition or conflicts and/or hazards with each serial number were identified. The environmental issue strategic or suitability maps for urban agriculture, building minerals, level of utility services and hazard lands that fell or were identified within each of the serial zones were over-laid to ascertain their characteristics or classifications/rankings. During the overlapping exercise, the following factors, together with their classifications were considered:

- Level of utility (by overlaying the polygons the map showing the levels of utility services).
- Type of mining found with the polygons
- Levels of constrains or Hazardous (flood prone, erosion prone, and beach erosion).
- Level of Services: Very good - A1; Good - A2; Fair - A3; Poor/none - A4
- Type of minerals: Limestone - A1; Murram - A2; Sand - A3
- Hazard constraint: Flood prone - A1; Erosion prone - A2; Beach erosion - A3

This gave rise to the different sub-zones within each major serial zone (A-D). For example, when a map showing the levels of services was overlaid into the serial zone 1A, those areas in this zone with very good services were all termed as 1A1, those with good service levels 1A2, fair services 1A3 and those with poor or without services were labeled as 1A4. If the same zone 1A also had building mineral deposits, the map showing the different types of building minerals was also superimposed on the zone 1A.





The sub-zones changes from, say 1A1 to some other label if the mineral falling within was limestone, murrum or sand. Similarly the labels of the sub-zones changed when the different types of hazardous levels like flooding, soil or beach erosion were considered.

The output of this environmental analysis process was the SUDP framework, a map that shows the different sub-zones with their corresponding characteristics and development conditions. The framework serves as a tool for detailed urban planning, location of project and investments. All the information contained therein is summarized in a table showing:

1. Zone and sub-zone naming of the polygons name (land use)
2. Area of the zone or sub-zone in Sq. Km
3. Spatial locations (current local names) of areas covered by the zone or sub-zones
4. Existing land use(s) within the zone or sub-zone
5. Existing environmental constraints arising from hazards
6. Level of utility services available
7. Development potential of the zone for future development
8. Priority of the zone or sub-zone for future development
9. Remarks [giving any special or important (existing) information]
10. Conditions for developing the zone or sub-zone.

3.4 Priority Land Uses

For each zone or sub-zone, three possible land uses were prioritized and ranked for its future development and assigned to it. The ranking was based on the gathered data/information from the different environmental issues or on the existing known information for the particular zone or sub-zone (area). The major land uses considered were city expansion, urban agriculture, mining and institutional uses. Proposed priority land use map for each priority ranking (e.g. first or second or third priority layer) can be produced by simply bringing up the designated possible land use for each zone or sub-zone according to the desired level of priority. This exercise can be done manually or by the use of a computer.

3.4.1 Elimination of river valleys

All the river valleys were excluded from the above zone analysis and were separately treated and analyzed as zone E. All the major rivers together with their tributaries and the streams in the city were identified. Description of the characteristics of the entire river profile and analysis of all activities carried out along it was done. The river profile was divided into three segments: upper, middle and lower segments. Important information and observations on what is happening for each river segment were given under remarks. After the description and analysis, conditions for developing each river segment were given/set.

In order to protect the rivers and streams from further detrimental or degrading activities, a 10 metre “green” buffer zone was proposed on either side where appropriate tree species are to be planted.

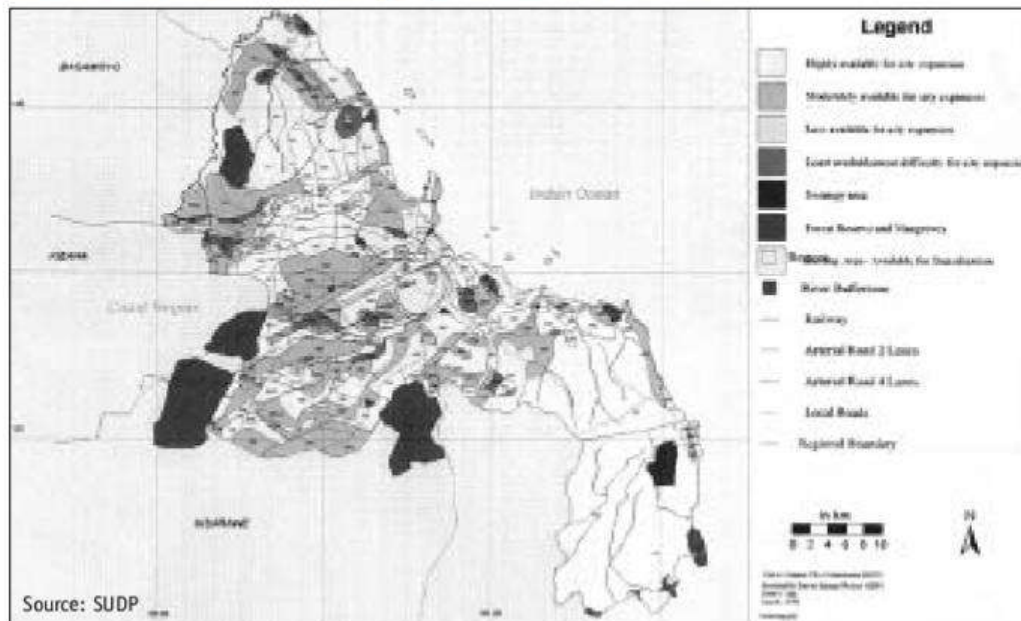
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3.4.2 Elimination of forest reserves and intensively built-up areas

Forest reserves were excluded from the above four zones and were separately treated as Zone F. The intensively built up central area and areas ripe for redevelopment were also excluded and analyzed separately as Zone G. These were considered suitable for densification and, or redevelopment or renewal as explained below.

Illustration 14: Areas Available for City Expansion and their Potentials



3.5 Urban Renewal

In preparing a proposal for urban renewal, it was necessary to analyze the existing situation with respect to land availability; ownership and tenure; housing stock and condition; availability of infrastructure and social services; responsible institutions and partners and their respective activities; plans and strategies for the areas. During the exercise, the following aspects were considered:

- location and size of the area,
- land/property ownership, tenure and (land) activities
- building types, stock and condition
- provision of infrastructure and social services
- institutional plans or efforts to improve the quality in the area
- economic activities around the areas, and
- constraints e.g. development funds;

The analysis of the existing situation in different developed areas in the city was carried out to determine the potentiality of each in terms of redevelopment opportunities and hence identification of area requiring immediate intervention as priority areas for densification and/or redevelopment and investment. Through the exercise, a total of 62 “old” areas were identified and studied in collaboration with different stakeholders including utility agencies, private sector and property owners. The areas, which were identified and studied in order to prioritize their potentiality for redevelopment and investment, were mapped to produce potential areas for redevelopment/renewal. The subsequent steps included:



- Preparation of an integrated map (produced by overlaying of strategic maps from environmental issues and utility agencies related to the provision of services?)
- Overlaying and ranking of existing utility supply and sanitation services through a weighted value system. This step produced the existing utility and sanitation situation map.

Determination of levels of service based on the aggregation of the weighted values – the more the points, the well were the services provided. The ranking used was:

Points/weights	Level of service
7-10	well serviced
4-6	moderately serviced
1-3	least services

Based on these three categories of levels of services, a map indicating levels of services was produced. Prioritization of the identified areas was done considering the following criteria, each with different weighted values/ points:

- Availability of utility services: (water, electricity) and sanitation conditions – this aspect was used to ascertain levels of availability of utility services.
- Accessibility: in order to identify how easily the areas are accessible/reachable.
- Location: this aspect was adapted for assessing the area as it encourages or discourages investment ventures (e.g. areas located at good strategic points are more attractive than those situated in peripheral locations).
- Land/property ownership: The question of land and/property ownership was used to determine how readily and easily the identified areas can become available for redevelopment and/or investment programmes.
- Condition of the buildings: This was used to determine the status of the structures regarding stages of dilapidation and /or age to justify immediate replacement or redevelopment.

Each of the identified areas was ranked in accordance with these criteria and scored points. The scored points were then categorized into three classes as follows:

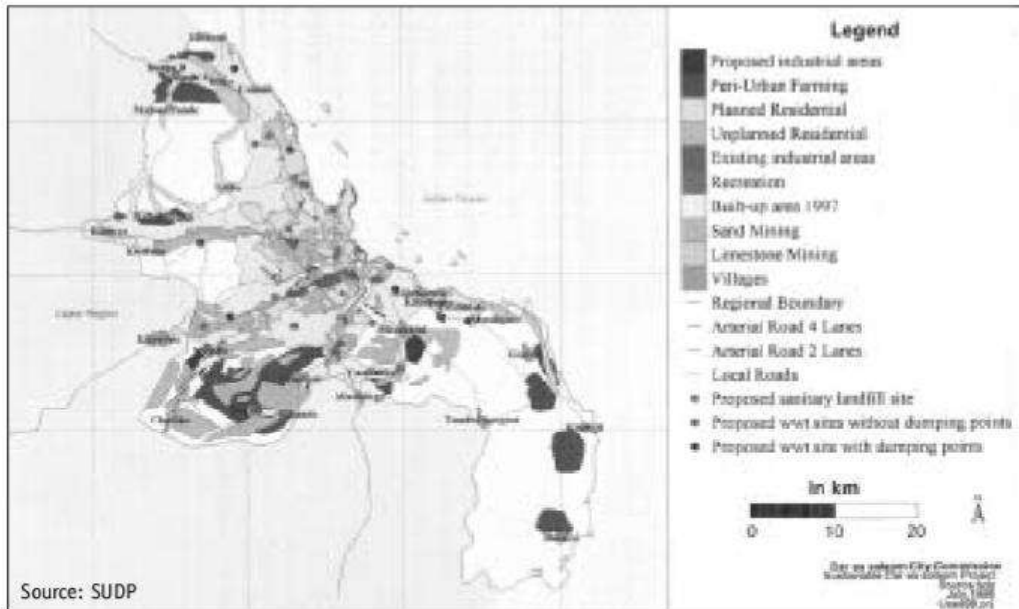
Zone classification	Points	Potential for redevelopment
Zone I	20+	Highly attractive areas
Zone II	15 – 19	Moderately attractive areas
Zone III	11 - 14	Least attractive areas

These zones were then mapped to produce the final prioritized potential areas for redevelopment and investment map.

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Illustration 15: Dar es Salaam City Land Use Potentials



3.6 Issues Around the SUDP

As seen earlier, it was the specific need to review the 1979 Dar es Salaam Master plan that gave way for the SCP in Tanzania. It can thus be argued that the inclusive EPM process approach was right from the beginning intended to provide an alternative approach to city planning and management to replace the master planning approach whose main tool is a comprehensive zoning plan, a framework within which urban growth and development was guided. In practice, the Master plan was equated to a General planning scheme whose process of preparation and approval is provided for in the Town and Country Planning Ordinance (1956). Interpreting this principal planning legislation, the Ministry of Lands and Human Settlements Development, which is responsible for urban and regional planning, provided guidelines for the preparation and what should be the contents and form of the plan.


Given the above facts and experience of putting the EPM approach to work, the following concerns have emerged with regard to SUDP as one of its outputs:

- The legal basis of the SUDP
- Its contents, form and strategic nature
- Whether it is a stand alone plan that replaces the Master plan

In the course of preparing the SUDP for Dar es Salaam, those concerns were translated into the following questions:

- What is strategic about SUDP and what implications does this have on its focus, thematic scope, geographical coverage, time horizon and detail?
- Does SUDP need legal approval?
- Is SUDP a stand alone plan, supposed to replace other plans?
- How does it relate to other urban management instruments?
- How detailed should the SUDP address land use planning and development control issues, and is a land use plan mandatory?





Before finalization of the SUDP, a one-day workshop was held, bringing experts from various agencies/institutions to address the above questions. The outcome of the workshop was as follows: SUDP is in principle strategic with respect to its coverage, contents, preparation processes and resources. That it qualifies to be a strategic development-planning framework because it focuses on critical issues as defined by the stakeholders to require immediate attention. Thus, availability of resources is a key criterion in assessing strategic options.

SUDP fairly fits the purposes of a General planning scheme provided for in the Town and Country Planning Ordinance (1956). However, the provision of the Town and Country Planning Ordinance (1956), needed to be synchronized with the Urban Authorities Act No. 8 of 1982 to remove the conflicting mandates. Since the SUDP is a product of stakeholders' consensus, through a consultative process, the requirement for deposition for public examination may not be necessary. After its preparation following the consultative process, a local authority, through its established machinery, should ratify it and submit it for approval by the minister responsible for planning.

The SUDP is neither a stand-alone plan nor a plan that replaces other plans or urban management instruments. It is a **framework for coordinating stakeholders' initiatives** and decisions as they jointly address pertinent urban development problems/issues. Land uses coverage or contents of the SUDP ought to be limited to the land use priority rating as provided for in the presented plan. However prime land required for certain land uses such as way-leaves for major infrastructure lines (railways and roads), airports, port facilities, oxidation ponds, waste landfill sites, major academic institutions, etc. should be designated and protected under the SUDP. On the other hand, SDP's work on preparation of Strategic Urban Development Plan (SUDP) framework for Dar es Salaam represents a significant step forward in terms of urban development planning and urban management in Dar es Salaam. The fact that it was **prepared by local experts with minimum external technical assistance** is an evidence of capacity built in strategic environmental planning. It is this experience that the national replication of the EPM process is drawing upon.



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CHAPTER 4: REPLICATING EPM PROCESS APPROACH

4.0 Lining Up for Replication of the EPM Process

Five years after the EPM process had been introduced in Dar es Salaam, several municipalities were lining up for support to replicate this form of urban planning and management process in their municipalities. This was motivated by the SDP's early achievements which were being widely publicized through radio and TV programmes, newspapers, workshops and seminars. In general, the message was: **improved environmental situation in Dar es Salaam City as a result of involving stakeholders in the planning and management of the city.** This began to suggest the efficacy of the EPM approach. Moreover, this professional propaganda was disseminated by a team of SDP Working Group Coordinators who in 1995 visited municipalities of Tanga, Moshi and Arusha to sensitize the planning authorities about the principles and processes involved in the EPM approach. They explained how, through this approach, Dar es Salaam City Council was managing the problem of solid waste, servicing informal settlements and open spaces. As seen earlier, already by that time the SDP had successfully negotiated strategies, formulated action plans for most of the issues identified in the city consultation in 1992 and several demonstration projects were being implemented.

The key actors in the replication process have been: UNDP, UN-HABITAT; DANIDA; PO-RALG through UASU; Ministry of Lands and Human Settlements Development; and University College of Lands and Architectural Studies (UCLAS). UNDP funded the project from 1992 to December 2001. From 1997-2001 the funding was intended to consolidate the SDP and replicate the EPM process in the municipalities. UN-HABITAT provided technical support, source books and training manuals and facilitated staff from the participating cities/municipalities and other strategic institutions to participate in international meetings, workshops and seminars related to the EPM. UN-HABITAT also offered "hands on" training to the Urban Authorities Support Unit (UASU) staff and facilitated training to the Municipal Programme Coordinators, and other resource persons. It also directly funded Sustainable Moshi Programme (SMP) during the preparatory and start-up phase and acted as executing agency for the SMP and Sustainable Zanzibar Programme (ZSP).

All the initiatives from the municipalities or elsewhere suggested existence of demand for a changed form of planning and management. This demand eventually culminated into a joint action by Mayors of all the municipalities, who having been brought together by a workshop for launching preparation of strategic urban development plan for Dar es Salaam in October 1996, resolved to form "Mayors Committee". The committee's purpose was to lobby the government, through the Prime Minister's office, by then responsible for regional administration and local government, to provide them support to introduce the EPM process in their respective municipalities.

4.1 Institutional Arrangements for Replication

By the time of launching the replication of the EPM process nationally, some lessons had been learnt from the experience of Sustainable Dar es Salaam Project (SDP). Such lessons included the following:



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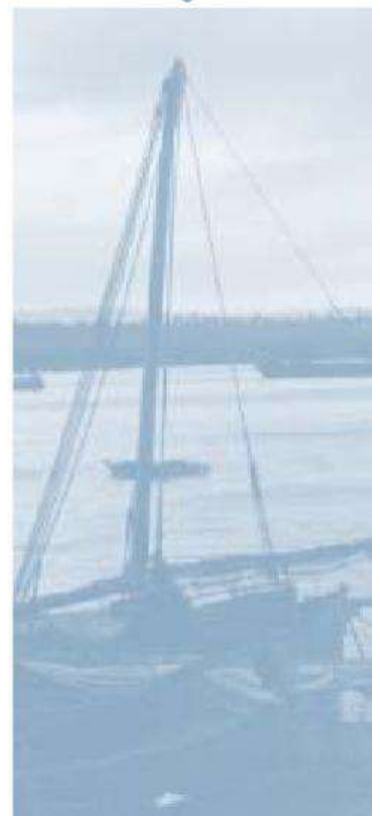


- **Anchoring of the programme in the existing organizational structure** was critical for the success and institutionalization of the EPM process. In this respect, given that environmental issues being addressed cut across the traditional sectoral divides and institutional levels, EPM activities ought to be seen as the concern of everyone and that no one alone was in-charge, hence requiring collaboration and coordination of all actors. Local authority being the statutory body responsible for coordinating actions of other stakeholders should be the lead institution in the environmental planning and management. Programme activities would thus be best coordinated from the office of the City/Municipal director, so as to ensure sufficient authority to the Programme Coordinator over all sectoral departments and mandate to bring other stakeholders together for collective decision and action.
- **Senior staff** would be required to coordinate the EPM process activities on behalf of the municipal chief executives
- Councils needed to **allocate financial resources**, provide supporting staff and facilities such as adequate office space to facilitate the process.
- There was need for putting in place a **visionary central coordinating unit** at the national level, manned by technical staff competent in the EPM process, whose strategic roles should include, but not necessarily limited to; coordinating technical support to the municipalities, assessment of training and capacity building needs to facilitate informed response to this critical requirement, develop and customize different EPM tools, mobilize resources for their application, monitor and document the process for purposes of feeding back into the process to among other things avoiding to repeat past mistakes, inform policy reviews, adapt the process to a particular socio-cultural, economic and political context, and disseminate the experiences.

Given the above experiences, the EPM process has been replicated in all the municipalities coordinated from the office of the city/municipal director who serves also as the programme director. However, the day-to-day management of the programme is by a programme coordinator appointed by a particular local authority and entrusted with this responsibility on behalf of the director. With the exception of Mwanza City Council where a new junior economist was appointed to replace the former coordinator who was a head of department, programme coordinators in the rest of the municipalities were heads of department, hence adequately senior to represent the programme director and appropriately qualified to interact confidently with other stakeholders in the public, private and popular sectors.

Policy guidance and approval of various action plans, projects and budgets of the programme in each local authority to ensure achievement of set objectives has been provided through a **Programme Steering Committee (PSC)** whose membership comprises the mayor of a particular council who, in all municipalities, except Iringa where chairmanship is rotational among the PSC members, serves also as chairman of the PSC; City/Municipal director who serves also as secretary; two councillors; Programme Coordinator (ex-official); Technical Advisor (ex-official); PORALG, representing the central government, private sector, civil societies, and special groups such as women, youth, etc. In the DANIDA supported programmes, the Royal Danish Embassy (RDE) is also a member of the PSC. PSCs are also responsible for approving applications for Environmental Development Fund, a financial facility available for the implementation of action plans and demonstration projects in all the DANIDA funded

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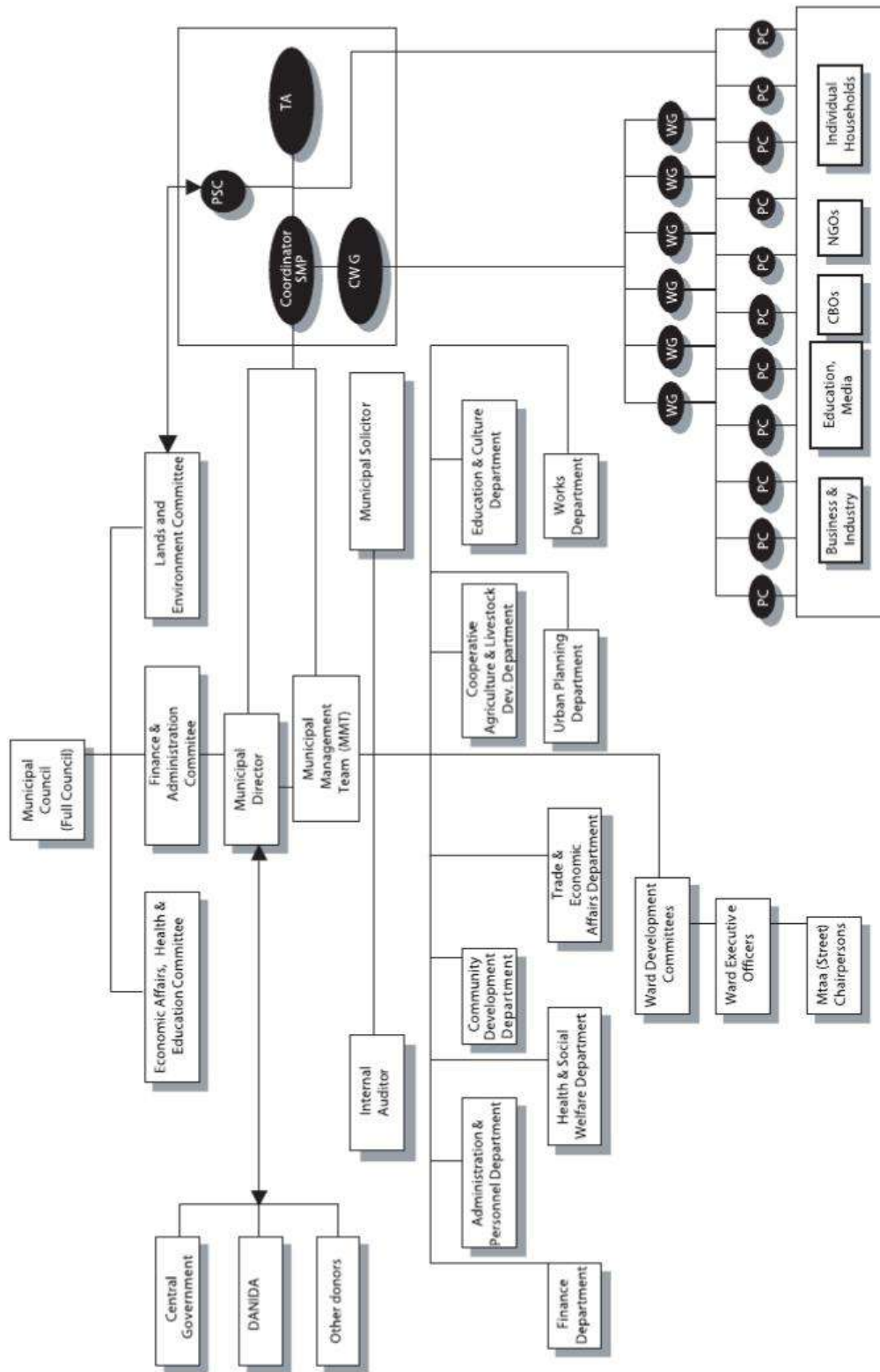







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Illustration 16: Municipal Council Organisational Structure in a Typical Municipality Replicating the EPM Process







programmes. PSC meets quarterly to transact its business. However, its functioning in the DANIDA supported projects has been unsatisfactory due to frequent unavailability of the Royal Danish Embassy representative whose approval of proposals submitted for funding under the EDF is final. PSC's have also not been effective in exercising their mandate as most of their decisions have to be sent to the RDE for ratification. On the contrary most of the decisions are not honoured by the RDE leading to the question; why should there be PSC's in the first place.

At the national level, a National Programme Advisory Committee (NPAC) has been the body responsible for steering and ensuring effective coordination by the Urban Authorities Support Unit (UASU) of inputs from key institutions with stake in the replication of the EPM process. Institutions which are represented in the committee are: Ministry of Lands and Human Settlements Development (MLHSD), Tanzania Chambers of Commerce, Industries and Agriculture (TCCIA), National Environmental management Council (NEMC), Association of Local Authorities of Tanzania (ALAT), United Nations Development Programme (UNDP), UN-HABITAT, International Labour Organization (ILO), Danish International Development Agency (DANIDA), University of Dar es Salaam, and University college of lands and Architectural Studies (UCLAS). The Permanent Secretary in the Presidents Office, Regional Administration and Local Government (PORALG) chairs the committee while UASU serves as the secretariat.

4.2 Financial Inputs for the Replication

In response to the growing demand to adopt the EPM approach, the Tanzanian Government sought additional financial support from UNDP for two main purposes; to consolidate achievements of the SDP and replicate the experiences of the EPM process in all the nine municipalities in mainland Tanzania. By a Project Document signed in the second half of 1997, the Government got the support to launch and implement a project known as "Promoting Environmentally Sustainable Urban Development in Tanzania" effective January 1998. Under this project the EPM process was to be initiated in all the nine municipalities concurrently

4.2.1 UNDP inputs

The SCP sub programme "Promoting Environmentally Sustainable Urban Development in Tanzania" had a United Nations Development Programme UNDP budget of US \$ 4,79 million, which included cost sharing component of US\$ 103,000 from UN-HABITAT and US \$ 22,100 from the ILO. The primary use of the funds was to build the capacity of the municipal local authorities to plan, coordinate and manage urban development. This included support to training to enable local authorities to establish and operate an environmental management information system, and to provide communication and publicity of the EPM activities.


UNDP support for the replication of the EPM process included provision of a vehicle, photocopier machine, a set of computer and printer, funds for training/capacity building, implementation of action plans and demonstration projects and technical backstopping from UASU. This support was meant to enable municipalities to mobilize and sensitize stakeholders, prepare Environmental Profiles, organize municipal stakeholders' consultations and establish working groups. The financial support from UNDP was meant to complement and not replace inputs and initiatives on EPM from



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the respective municipalities. In this regard councils were expected to finance all the activities including remuneration of staff, meet costs of working groups' activities and running costs of the project vehicles.

4.2.2 UN-HABITAT inputs

Given the challenges that Moshi Municipal Council was grappling with in guiding town growth and development, particularly town expansion and land use in the urban fringe, where residents had successfully restrained Council's planning interventions primarily because they were excluded in the planning process and their legitimate interests in land disregarded¹, the municipality quickly saw a hope in the new approach. Subsequently, on March 28, 1996, Moshi Municipal Council, using own resources and technically assisted by the then Ardhi Institute, organized a one-day stakeholders' workshop that drew 72 participants from the public, private and popular sectors to identify issues of concern in the municipality and reflect on the experience of applying the SCP approach in EPM process in Dar es Salaam.

Based on the early successes of the Sustainable Dar es Salaam Project (SDP) on waste management, the participants at the workshop resolved to introduce the inclusive EPM process approach to replace the entrenched prescriptive and techno-bureaucratic planning model which the council's chief planner confessed had proved ineffective as a tool for planning and managing urban growth and development in the municipality². The participants also advised the council to contact potential partners and donors for necessary support to introduce the process.

Immediately after the workshop, the council wrote to different potential external donors including United Nations Human Settlements Programme (UN-HABITAT), Canadian International Development Agency (CIDA), Danish International Development Agency (DANIDA), Swedish International Development Agency (SIDA), German Development Agency (GTZ) and the British Development Fund for International Development (DFID).


Responding to the request, UN-HABITAT fielded a two-man mission (one from UN-HABITAT and another from UCLAS) between September 14-19, 1997 to discuss details of the support sought by the Council as the basis for a project proposal for technical assistance in the SMP preparatory and start-up phase for introducing the EPM process approach in the municipality. Resulting from this mission, in November 1997, a Letter of Agreement was signed between UN-HABITAT and the Council under which the former would provide the latter with technical assistance for the preparatory and start-up phase to introduce the EPM process approach under the Sustainable Moshi Programme (SMP).

¹ The protests against the techno-bureaucratic and prescriptive form of planning practice is documented in the case of how the Tanzanian planning system was put to work in the management of land use change in Moshi Municipality between 1973 and 1996. See Nnkya, T. (1996); *Planning in Practice and Democracy in Tanzania*.

² In a paper titled "Problems of Moshi Municipality and the Master plan's failure to address them" presented to the workshop by the Municipal planner, it is acknowledged that the exclusion of stakeholders in the planning process had contributed to the failure to guide and manage development in the urban fringe where land is occupied under the customary land tenure.







An outline Project Document in respect of the same was signed by both parties, under which UN-HABITAT would support Moshi Municipality for a period of twenty months effective December 15, 1997 by providing funding for several activities in the tune of US\$ 160,000. This amount was in addition to US\$ 21,000 initially committed for technical support to prepare the Project Document and technical support during the preparatory and start-up phase. Part of the grant was used for procurement of building materials for the needed office space to accommodate programme activities. The grant was also used for procurement of office equipment and pay for some initial running costs.

While Moshi was struggling for support, Zanzibar Municipality had taken similar initiative and applied for technical assistance from the United Nations Development Programme (UNDP) to introduce the EPM process approach in Zanzibar. UNDP responded positively and through a Project Document signed between it and the government, Zanzibar Revolutionary Government was granted US\$ 350,000 for the intended purpose under what came to be known as Zanzibar Sustainable Programme (ZSP). The programme commenced almost a year later, in March 1998, following appointment of a National Programme Coordinator and Urban Management Advisor by UNCHS, now UN-HABITAT.

All these initiatives, whether from the municipalities or elsewhere, suggested existence of demand for a changed form of planning and management. This demand eventually culminated into a joint action by mayors of all the municipalities, who having being brought together by a workshop for launching preparation of strategic urban development plan for Dar es Salaam in October 1996, resolved to form "Mayors Committee". The purpose of the committee was to lobby the government, through the Prime Minister's office, then responsible for regional administration and local government, to provide them support to introduce the EPM process in their respective municipalities.

4.2.3 Inputs by the Danish Government through DANIDA

Parallel to the support by the above organizations, the Danish Government through its International Development Agency (DANIDA) had shown interest in supporting Mwanza Municipal Council to build its capacity for environmental management, the interest that materialized into a project that came to be known as "Capacity Building for Environmental Management (CBEM).

At the same time the Danish International Development Agency (DANIDA), through a special facility aimed at supporting efforts to reduce global environmental problems "Environment, Peace and Stability Facility (EPSF)"³, had decided to support the Sustainable Mwanza Programme, under a project initially known as "Capacity Building for Environmental Management (CBEM)" and later renamed Sustainable Mwanza Programme (SMWP). DANIDA's support to Mwanza City commenced in March 1998 when DANIDA granted the then Mwanza Municipal Council funds equivalent to US\$ 1.9 million, covering all programme activities for all stages of the EPM process, i.e.


³ EPSF was established by the Danish Government in 1993 as a follow-up to the Rio Conference on environment. The Danish Parliament had confirmed its intention to let allocation of funds to this facility grow to 0.5% of GNP by 2005. The specific focus of the environmental support programme to Tanzania has recently been redefined to comprise two main components: collaborative natural resources management and biodiversity conservation; urban environmental management, including support to the development of EPM process in selected municipalities. It is the second component that relates directly to and support implementation of the national Sustainable Cities Programme.



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preparation of Environmental Profile, holding city consultation, negotiating strategies, action planning and implementation of action plans and demonstration projects. DANIDA's support to SMWP lasted until August 2003.

Availability of financial resources for implementation of action plans in the municipalities was expected to make a difference and improve implementation of action plans, an opportunity that was hard to come by in Dar es Salaam. Over the last five years DANIDA has extended similar support to five additional municipalities namely: Iringa (from September 1999 to-date); Arusha (from May 2000 to December 2003); Tanga (from October 2001 to-date); Moshi (from December 2001 to-date) and Morogoro (from January 2002 to-date). The magnitude of support to each municipality is Danish Kroner 19.2 million equivalent to US\$ 1.92 million for five years.


Prior to the decision to support Moshi and Morogoro Municipalities, DANIDA had offered support to UASU in the fulfillment of its mandate, given that UNDP funding of the unit was ending in December 2000. A condition accompanying this offer was to integrate UASU in the Ministry of Regional Administration and Local Government, to ensure its services to the municipality beyond the period of Donor support. Accompanying that offer is another financial package of a central funding facility to be managed by UASU from which all municipalities under the National Sustainable Cities Programme could draw funds to facilitate the EPM process and implementation of action plans and demonstration projects in their respective areas. The central funding facility was meant to replace the individual municipality support programmes by DANIDA, which were unnecessarily costly to the recipient municipality and were unlikely to be sustainable. One particular issue of concern to the Government and DANIDA was the existence of a full time DANIDA funded Technical Advisor in each municipality, though the needed technical advise could be more cost effectively outsourced, directly or coordinated by UASU, from local institutions and consultancy firms. DANIDA's proposal was thus to eventually replace the Technical Advisors in the municipalities with only one Technical Advisor stationed in the Ministry of Regional Administration and Local Government, where UASU and the central funding facility would also be placed.

UASU rejected the offer because it felt that the undertaking would overstretch its limited capacity, taking up most of the time of its already few staff members. Instead, UASU recommended; "take the funds directly to the municipalities" Alternatively, UASU recommended that the facility be located in the Royal Danish Embassy in Dar es Salaam, from where the municipalities could apply for funding. The two options were not acceptable to DANIDA for lack of in-house administrative capacity to manage the funding facility, while the recommendation to take the funds directly to the municipalities would not make a difference to the present arrangement.

Almost five years later, DANIDA is in the process of recruiting a Technical Advisor who will sit in PO-RALG to advice on matters of environment, to include the Sustainable Cities Programme. Most likely this is the beginning of putting in place what was being negotiated with UASU in 2000, when UNDP support to UASU was ending.

The financial support being provided by DANIDA is meant to complement and not replace inputs from the respective municipalities. Therefore, councils benefiting from this support have been contributing cash amounting to US \$ 30,000 – 50,000 annually, provide staff required to manage the programme, to include Programme Coordinator, and





pay their salaries. Moreover, councils have been required to provide office space and meet running costs of the office, project vehicles, and financially facilitate working groups, etc. Specifically, cash contribution for Tanga and Morogoro municipalities is US\$ 30,000 per annum or US\$ 150,000 for a period of five years, while that of Arusha and Moshi Municipalities is US\$ 50,000 per annum or US\$ 250,000.

4.2.4 Inputs by the local authorities

All local authorities have been annually budgeting and allocating financial resources to support the EPM activities as required. However, due to budgetary constraints only a proportion of the budgeted funds are actually made available. Where the programme depends entirely on locally generated funds, operations of working groups have been negatively affected so that very little (if any) activities are taking place. In some of the DANIDA supported programmes such as Moshi, actual availability of environmental development funds (EDF) for implementation of action plans and projects has been very difficult due to what appears to be rigid and bureaucratic procedure that centralizes final authority of funds allocation to the Royal Danish Embassy although according to the Project Document, such an authority is vested in the Project Steering Committee. As documented by a review mission for the Sustainable Moshi Programme in April 2003, though not expressed openly, this procedure is increasingly being interpreted as lack of trust in the local authorities, something that defeats the capacity building and ownership objective of the programme. In line with this objective, the operation of the EDF should best be entrusted to the local authority under a separate bank account.

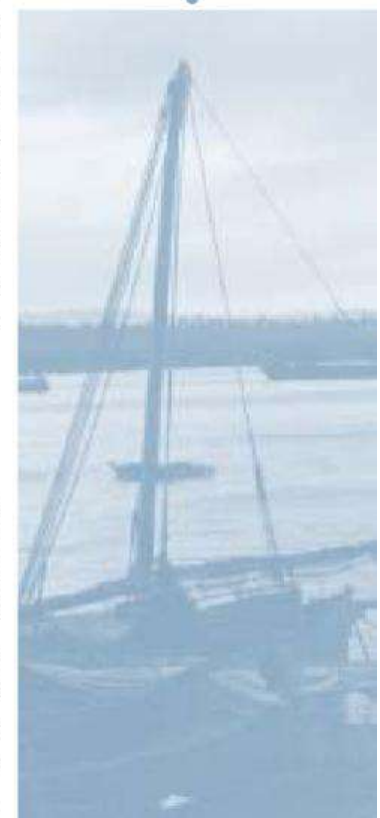
In addition to financial contribution, all local authorities provide physical space to facilitate the EPM activities and in some municipalities like Iringa, Moshi and Morogoro where available office space within the council buildings was inadequate, some of the funds available to the programme have been utilized to facilitate physical extension of council buildings to conveniently accommodate programme activities. In Mwanza and Zanzibar, programme activities are accommodated in offices away from the council buildings, leading to the programme activities to be seen by some stakeholders as unrelated to council activities. For instance, in Mwanza where the programme office is accommodated in the District Commissioner's building, some stakeholders thought that the DANIDA supported Capacity Building for Environmental Management (CBEM), as it was initially known, and later Sustainable Mwanza Programme (SMWP) was a Non Governmental Organization. In Zanzibar, the programme office was temporarily accommodated in the council building, but later moved to Victoria Garden where more space was available.

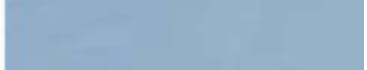
4.3 Technical Inputs


Given the lack of technical capacity in the Prime Minister's Office (PMO) to support the replication, need to establish a unit to coordinate technical assistance for EPM was identified. This need had already been identified in 1995 and budgetary provision for its establishment was made in the Project Document for the second phase of the SDP (URT/95/005 Managing the Sustainable Growth and Development of Urban Centres –Dar es Salaam Phase 2). Under this Project Document, it was proposed to name the unit Municipal Support Unit (MSU). However, the unit was not established until July 1998 under the name Urban Authorities Support Unit (UASU), considering that the unit would



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serve all urban authorities and not only the municipalities. The key staff of the unit included a National Programme Coordinator, supported by technical experts on Environmental Planning and Management (EPM), Environmental Management Information System (EMIS) and a Monitoring and Documentation officer. In the intervening period, coordination of technical support and other logistics of replication were entrusted to the Dar es Salaam City Commission, which had replaced the Dar es Salaam City Council in June 1996.

The **Urban Authorities Support Unit (UASU)**, though essentially established to coordinate technical backstopping to the municipalities, also assumed the responsibility of offering backstopping services. This made the unit to overstretch its limited capacity comprised of one EPM advisor and EMIS advisor, very thinly in assisting all the municipalities in the different stages of the EPM. This left some municipalities superficially served, and hence to muddle through the EPM process without adequate technical guidance. However, compelled by the high demand for technical backstopping, the unit identified potential resource persons from private and public sectors, to include staff from the Strategic Urban Development Planning section of the Ministry of Lands and Human Settlements Development, and trained them on the EPM process. This was done in collaboration with the UN-HABITAT and UCLAS whose staff had participated in the EPM process since 1992.


Activities performed by UASU directly or by using the trained resource persons included technical support in the preparation of Environmental Profiles and proposition papers, organizing and reporting city/municipal consultation, training on negotiating strategies and formulating action plans, conducting induction training for Working Groups and establishing Environmental Management Information Systems (EMIS) units. For instance, in the municipalities, UASU conducted sensitization meetings for stakeholders in all the municipalities where councillors, municipal staff, representatives of utility agencies, private and popular sectors were briefed on the EPM principles, approach, and lessons learnt from the SDP.

To complement its limited technical capacity and make use of the capacity existing at the University College of Lands and Architectural Studies (UCLAS), UASU occasionally collaborated with the college in capacity building and backstopping the various municipalities in the EPM process. In this regard, UCLAS organized various tailor made courses to enable various municipalities handle various stages of the EPM process. Such courses include basic and applied Geographical Information Systems (GIS), Environmental Management Information System (EMIS) and the establishment and manning of EMIS units in the municipalities. Moreover, the college has been very active in assisting municipalities in preparing Environmental Profiles at municipal and ward levels in Moshi, Tanga and Iringa, organizing municipal consultations in Moshi municipality, and implementation of action plans on informal settlement upgrading in Dar es Salaam City and regularization of land tenure rights in Mwanza City.

UN-HABITAT also provided professional technical support to the Sustainable Moshi Programme between 1998-2000. In doing this UN-HABITAT had a formal agreement of collaboration with the University College of Lands and Architectural Studies (UCLAS), which had also been involved in various activities, including training of working groups in the Sustainable Dar es Salaam Project. The involvement of UCLAS right from 1992 was deliberately done to build its capacity to serve as a national and possibly regional







anchoring institution for the EPM approach. As it was expected UCLAS effectively provided professional technical support to various municipalities under the replication programme to include: Moshi, Iringa, Tanga and Mwanza. Technical support to the municipalities included assisting in sensitization and mobilization of stakeholders, preparation of environmental profile at municipal and ward levels, preparation and holding of municipal consultation, training of working groups, and preparation of action plans/demonstration projects. Other relevant undertakings include participation in project preparation and appraisal/ evaluation missions for Sustainable Cities Programmes.

Recognizing the need to build capacity on the EPM among stakeholders in all the replication municipalities right from the start, deliberate efforts were directed to training and awareness rising. Creation of awareness was organized in various ways in the different municipalities. However, the standard way was using the technical experts to brief different groups of stakeholders: councillors, council officials, representatives of public and private organizations as well as civil society groups – NGO's and CBO's. Sustainable Iringa Programme additionally used public meetings in the sub-wards, theatre groups, and influential people to include religious leaders as it appears in Box 4.

Box 4: Sensitization of Stakeholders in Iringa Municipality

The Iringa Municipal Council in its meeting of October 1997 resolved to adopt the EPM process and form a Task Force comprised of the municipal engineer, health officer, valuer and land officer, headed by the head of urban planning department. The Task Force was charged with the responsibility of informing stakeholders the Council's resolve to engage in the inclusive planning and management approach, that the Sustainable Iringa Programme aimed to complement and improve what the Council and other stakeholders were already doing. The Council resolution to engage in the EPM process followed a meeting of the Municipal Management Committee in which the municipal director briefed them about a workshop held in Dar es Salaam to discuss modalities of replicating the EPM process in the municipalities.

Based on the experience of the Sustainable Dar es Salaam Project, Iringa had learnt that for the EPM process approach to succeed there was need for councillors' support and commitment. That, there was need to mobilize resources from within and outside for implementation of action plans.

4.4 Improving Information and Expertise in the Replication Programmes


Information and the use of expertise is the basis for informed policies, while engagement of stakeholders in the process of policy making leads to realistic and ownership of those policies by stakeholders. This is one of the cornerstones of effective policy implementation. Recognizing this fact, the first phase of the SCP is devoted to sensitizing and mobilizing stakeholders, to include stakeholders with relevant expertise to participate in the production of information that facilitates identification and prioritization of issues of concern in a city/municipal consultation which marks the end of phase one - programme start up phase. The outputs of this phase are: sensitized stakeholders, awareness of the EPM principles and approach; an Environmental Profile (EP), normally not written as a technical or scientific document and data-base that shows the relationship between development activities and environmental resources depended upon by the very activities. Also included are environmental hazards that limit development, institutional arrangements for implementation of the policies; prioritized issues of concern that affects sustainable growth and development of a particular urban



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city/municipality; agreed cross-sectoral mechanism for tackling the issues; institutional arrangement for a sustainable programme; social and political commitment and mandate for tackling the prioritized issues through the agreed mechanism.

The EP provides stakeholders with common understanding of various types of information in a municipality, while their involvement in its preparation provides them with an opportunity to be informed about the programme. Moreover, the EP constitutes a data-base for all stakeholders, in the public, private and popular sectors. For this reason, information should be readily and easily available, and made live through regular updating.

The current process is that the **prepared draft EP is first presented in a municipal mini consultation**, providing opportunity to further sensitize stakeholders and contribute to the improvement of the draft environmental profile, identification of issues on which proposition papers could be written and presented to the municipal consultation. This is an improvement on what happened in the cities of Dar es Salaam and Mwanza where stakeholders did not have such an opportunity. Unlike in Dar es salaam and Mwanza where city consultations have remained a once and for all event, since they were held in 1992 and 1998 respectively in the municipalities supported by DANIDA, municipal consultations have been annual events. These have accorded stakeholders have the opportunity to formally get briefing from the programme management teams on the progress made in addressing priority environmental issues, on the basis of which re-prioritization of environmental issues has taken place as deemed necessary (See Appendix II for Sustainable Moshi Programme).

The project management teams and stakeholders have used the opportunity to discuss constraints and challenges encountered, agree on how to tackle them or at least made aware of what is being done to address them. As shall be seen later, in certain municipalities, it has been necessary to reorganize and/or reconstitute the composition of working groups commensurate with the prevailing circumstances. In this regard annual consultations have served as a mechanism for auditing progress made in the EPM and readjustment made when necessary, ensuring continuous sensitization and sharing of information, as well as a systematic way of demanding accountability from the programme management teams to stakeholders. For this reason, some Review Missions for the DANIDA supported municipal programmes have correctly identified and recommended annual consultations as a good practice that should be adopted in all municipalities participating in the SCP in Tanzania.

Each urban council pursuing the EPM process has gone through the different stages of the EPM with differing experience. However, for the purposes of this documentation, the interest is in the lessons that can be drawn on the available experience and initiatives to improve information and expertise.

To ensure better organization, storage and retrieval of information, an Environmental Management Information System (EMIS) unit has been established in each replicating city/municipality. Some of the units are relatively well equipped and functional. Relevant training has been availed to staff manning such units in each municipality. Given that the objective of this initiative is to build capacity of the city/municipal councils to collect, analyze, store, retrieve and disseminate information on urban environmental conditions and trends, the obvious expectation would be an up-to-date environmental data-base to include basic and thematic maps. The EMIS has now been expanded to

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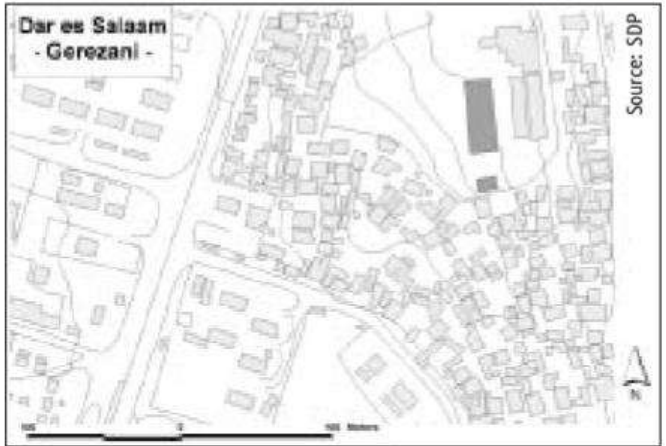






Urban Management Information System (UMIS) in order to facilitate collection of all types of data which are required by various stakeholders and necessary for the preparation of the SUDPs.

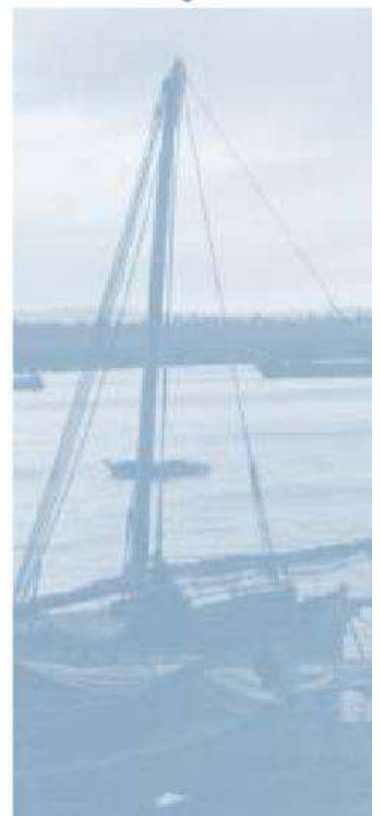
Illustration 17: Using EMIS for Action Planning in Gerezani Dar es Salaam



Whereas in Dar es Salaam and Mwanza where only environmental profiles were prepared at city level in 1992 and 1998 respectively, in the DANIDA supported municipal programmes, gender profiles have also been prepared. Moreover, Iringa, Arusha, Tanga, Moshi and Morogoro municipalities have prepared basic (not detailed) **ward-level Environmental Profiles** so as to improve data-base at ward level by better defining the exact problems experienced at that level. In Iringa, environmental information at ward level has been used to update municipal environmental profile.

As a way of building local capacity and improving expertise, preparation of the ward profiles was done by local consultants in collaboration with council experts and local leaders. Participatory methods were applied so as to ensure full participation of communities and other stakeholders. The Gender profiles for the city of Mwanza, and municipalities of Tanga, Arusha and Moshi were also prepared by local consultants in collaboration with the respective councils. In Iringa, the Gender profile was prepared by the department of community development, backstopped by a consultant hired by the programme. A summary of the **Gender Profile for Moshi** municipality is shown as a sample of all other gender profiles.

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Box 5: Gender Profile Preparation in Moshi Municipality

The Gender Profile of Moshi Municipality was prepared on the premise that development can only be effective and sustainable if there is a guaranteed equal participation of both men and women in planning, coordinating and management of the Municipality and its resources. It was thought that Moshi was a highly gender differentiated society where men and women have different responsibilities and unequal opportunities. According to the 1988 National Population Census, the Municipality had 44,725 women and 52,113 men. Incidentally women were not proportionally represented in decision-making organs; therefore, their interests were accorded low priority. It was thus thought reasonable to conduct the study as an attempt to bring the institutional aspects of gender equality to the fore at target group, organizational and project implementation levels. The study was intended to explore scientifically where the power lied, control of and access to resources as well as decision-making at household level.

Objectives

The objectives of the study were as follows:

- (i) To prepare a gender profile for the Municipality as a reliable basis for gender disaggregated data in order to bring gender equality in various activities and projects undertaken by SMP.
- (ii) To identify practical gender specific needs regarding capacity building for effective involvement of men and women in addressing environmental problems and poverty alleviation measures.

Methodology

A household survey using semi structured interviews was administered to a sample of 20 households per ward. A questionnaire was prepared to conduct the survey. In order to use the study for capacity building, three ward Executive Officers (WEOs), 11 Community Development Officers and the SMP Coordinator were involved in a one-day workshop on data collection techniques. Later on each officer, except the Coordinator, was assigned to administer 20 questionnaires in a specific ward.

Data collection was done as follows:

- (i) Samples were designed to involve randomly selected respondents of either sex.
- (ii) At least five respondents were interviewed from each of the 61 "Mitaa" of the Municipality.
- (iii) Political party institutions and local administration were surveyed using Rapid Appraisal Technique.
- (iv) Secondary information was availed from the Council.
- (v) The Statistical Package for Social Scientists (SPSS) Programme was used for data analysis. The analysis was, however, limited to calculation of percentages for the advantage of most stakeholders.

Main findings

The following are some of the main findings:

- (i) Males headed 71% of the households and the few female headed households were due to deliberate decision or social exclusion.
- (ii) Overall ownership of the 36 researched resources and facilities was 39% for men, 33% for women and 27% for both.
- (iii) 66% of casual labour was accessed by both while females accessed 26% and men only 8%. Most of the permanently employed women worked as bank clerks, nurses, hotel staff, secretaries and primary school teachers.
- (iv) Out of the 20 variables, it was observed that women made 35% of the decision at household as compared to 46% joint decisions.
- (v) Participation of women in politics was less than 20% at ward level. They were also more involved in productive and reproductive household-based activities while men dominated in productive activities with high investments.
- (vi) As at July 31, 2000 there were 10,145 boys and 10,102 girls in the 24 primary schools within the municipality.



Besides improving information and expertise, the participatory process engaged in the preparation of the gender profile and ward level data-base has provided opportunity to better identify key stakeholders, make them aware of the objectives and contents of the respective programmes and what the EPM process entails. The ward profile has created awareness on environmental issues at ward level and facilitated assessment of stakeholders' capacity to support EPM, while a gender profile has facilitated gender responsiveness in environmental planning and management. The Environmental and Gender profiles represented useful database and provide clearer knowledge of environmental issues and initiatives by stakeholders to address them.

In order to further improve its information base on environmental improvement and poverty alleviation initiatives by stakeholders, Moshi municipality prepared an inventory of such initiatives in the municipality. A total of 47 initiatives were recorded in 1999. These were dealing with environmental improvement and poverty alleviation. According to the SMP report, most of the groups had been formed before the initiation of the SMP because of what was seen as "civic characteristics and development-motivated nature of the Moshi community". The inventory of the environmental initiatives was updated in November 2002 following a study conducted by a local consultant to establish the existing initiatives that are directed at the improvement of environment and living conditions at ward level. The initiatives were aimed at enabling the SMP to determine 'early wins' demonstration projects. The specific objectives of the study and methodology are summarized in the Box below.

⁴ Masebejo, L (2003): Environmental Planning and Management in Moshi Municipality 1996-1993.

Box 6: Preparation of an Inventory of Environmental Improvement Initiatives by Stakeholders

Objectives

- (i) To make a rational assessment of who is actually doing something to improve the environment and living conditions of the people with the aim of orienting the SMP towards building their capacities to do so in a format suitable for incorporation into the expected EMIS system.
- (ii) To assess the track record of such stakeholders to organize, support, participate in and manage "early wins" demonstration project including the strengths, weaknesses, opportunities, and threats.
- (iii) To foster awareness among the existing active and potential stakeholders with regard to implementing SMP (DSP) in general and EDF projects in particular.

At the end of the study the expected results were:

- (i) A detailed description of the existing initiatives in each "Mtaa" and Ward, and on this basis for the Municipality as a whole. The description includes basic data such as names of banker, financial position by March 2002 and strategies in the offing between 1 April 2002 and 31 December 2003.
- (ii) A computerized database containing the qualitative and quantitative information contained in (i) above for ease of comparison and updating.

Methodology

The study of the existing initiatives directed at improving the environment and living conditions at the Ward level in Moshi Municipality was conducted by using the following methods:

- (i) Questionnaires to collect information from Ward Executive Officers (WEO), Mtaa chairpersons, NGOs, CBOs, Public organisations, private organisations and individuals.
- (ii) Focus group workshops at ward level involving councillors, WEOs, "Mtaa" Chairperson, representatives from CBOs and NGOs and residents.
- (iii) Visits to intervention areas and projects.

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Box 6: Continued

Twenty questionnaires or more were distributed to each ward for community-based organizations, NGOs, private and public organizations. WEOs and "Mtaa" Chairman were required to fill in the questionnaires specifically designed for them. 15 participants were invited for Ward focus group workshops. Of these, "Mtaa" Chairman, WEO, a selected extension officers and a minimum of 5 ordinary members of the ward were invited. With instructions, they were required to balance gender.

The aims of the workshops were:

- (i) To introduce to the stakeholders the DANIDA support and the criteria for accessing the support.
- (ii) To solicit ideas about the priority environmental issues in the wards as well as the impacts of initiatives by the community.
- (iii) To provide a list of community based organizations, NGOs, public and private organizations with initiatives for improving the environment and living conditions.

Main findings

- (i) A total of 142 initiatives responded but some of the known large NGOs did not return the questionnaires.
- (ii) Community Based Organizations (CBOs) were the dominant form of initiatives and over 50% of them are located in periphery wards inhabited by low income people.
- (iii) Most of the CBOs were not registered and implement projects with minimal capital outlay.
- (iv) Initiatives did not address all the priority environmental issues at ward level and preference was on employment creation (26%) and tree planting (24%).

Box 7: Compiling a Ward Level Environmental Profile in Moshi Municipality

The municipal level Environmental Profile was found to be quite general with little information available on the environmental situation at each Ward and "Mtaa". Realising that it was difficult to address the specific environmental needs and problems of each ward in particular, the DANIDA Appraisal Mission in November 2000 recommended that ward level profiles be prepared using the EMIS system.

Objectives

The need to establish a baseline of qualitative and quantitative indicators of environmental conditions for the Municipality was deemed necessary in order to encourage decentralization of environmental management at the ward level and build awareness among residents at that level. It was also found beneficial to introduce participatory approaches to ward level stakeholders in addressing environmental issues in their communities. Therefore the objectives were as follows:

- (i) To establish a baseline of qualitative and quantitative information on environment/development interactions and socio-economic conditions at the "Mtaa" and ward levels and present factors behind such conditions in a format suitable for incorporation into the expected EMIS against which to measure the impact of SMP (DSP) on environmental conditions in Moshi Municipality.
- (ii) To foster awareness among the stakeholders of the environmental conditions in the areas where they live and work.

Methodology

The participatory approach used included focus groups that were formed by ward level representatives. A guided structured sample was prepared and used to select interviewees and focus group members. Questionnaires and discussions, checklist and guided questions were used for data collection from institutions, industries and relevant institutions from the Municipality. On spot observations, site visits and interviews were also used in data collection. Relevant secondary data and Sustainable Moshi Programme reports were consulted from the Moshi Municipal Council. The consultant revised relevant documents from responsible staff in Moshi Municipality. A framework of the main







Box 7: Continued

indicators was worked out. On the basis of the framework of the main indicators, an outline and content of baseline report at the ward level and later subsequent reports on the two divisions was agreed upon. The indicators and variables helped to formulate environmental instruments. Spatial data for Moshi was available in digital form as processed from the 1992 aerial photographs covering most of the built up areas of the Municipality.

The consulting team discussed with the Sustainable Moshi Programme Coordinator and agreed to constitute 15 focus groups from each Ward composed of 20 members. Of these members it was also proposed to call a minimum of 3 people from each "Mtaa" with a composition of Ward Executive Officer, Community Development Officers, Mtaa Chairperson and Councillors and other members. The focus group was proposed to constitute one third female participants.

The consulting team planned with the SMP Coordinator on how to improve the itinerary, which also included administration of a checklist in Kiswahili and English, methodology, development of the Mock description, and ward environmental profile table contents. The first issue was the distribution of the ward environmental profile contents, methodology, checklist of the questionnaire and the mock description to the Mayor, Municipal Director, Heads of Department, Working Group Coordinators and Ward Executive Officers before meeting them.

Secondly, a timetable was arranged on how and when to carry out pilot ward consultations with the Mayor, Municipal Director, Working Group Coordinators and key stakeholders. Since the wards have different characteristics it was agreed to conduct a meeting of each ward separately for good participation and output. Due to the limitation of time, morning and afternoon sessions were used with one facilitator per ward. At the ward the facilitator was to be assisted by the Ward Executive Officer.

Recognizing the role of information in urban management, **Environmental Management Information System (EMIS)** unit had been established in each city/municipality. Some of the units were relatively well equipped and relevant training had been availed to staff manning the units in each municipality. Given that the objective of this initiative is to build capacity of the city/municipal councils to collect, analyze, store, retrieve and disseminate information on urban environmental conditions and trends, the obvious expectation was an up-to-date environmental data-base to include basic and thematic maps. However, no evidence exists of a systematic attempt to do so, the existing capacity and EMIS units notwithstanding. Appraisal of various programmes indicates that, although sufficient resources had already been devoted to EMIS-GIS, the existing capacity was not effectively used. For instance, the Pre Appraisal Team (PAT) that appraised the Sustainable Moshi Programme Project Document in November 2001 noted that "although the EMIS-GIS unit had been operational for nearly one year, maps were notably absent from the SMP offices... and a simple base map could not be provided to PAT ". For this reason the PAT recommended prioritization of building up of a reliable basic data management system for the MMC.


Moreover, unlike the experience of Dar es Salaam and Mwanza where city consultation had remained a once and for all event since it was held in 1992 and 1998 respectively, in the municipalities supported by DANIDA, municipal consultation has been an annual event, through which stakeholders have had opportunity to formally get briefing from the programme management team on the progress made in addressing



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priority issues. On the basis of which re-prioritization of environmental issues has taken place as deemed necessary. Moreover, the project management team and stakeholders have used the opportunity to discuss constraints and challenges encountered, agreed on how to tackle them or at least made aware of what is being done to address them. As shall be seen shortly later, in certain municipalities, the review of issues has been followed by restructuring of working groups as it was necessary. In this regard **annual consultation** has served as a mechanism for auditing progress made in EPM, ensuring continuous sensitization and sharing of information, as well as a systematic way of stakeholders demanding accountability from the programme management team. For these reasons, some Review missions for the DANIDA supported programmes have correctly identified and recommended annual consultation as a good practice that should be adopted.

Box 8: Municipal Consultation on Environmental Issues in Moshi Municipality

The programme organized Municipal Consultation on environmental issues on January 21 - 26, 1999. Preparation of the consultation, identification of participants and reporting of the consultation were done in accordance with the SCP Consultation Shell.

The four-day consultation was a success since most participants expressed the zeal to mark the beginning of a new era of planning, coordinating and managing the growth and development of the municipality and adjoining districts. It was officially opened by the Minister for Regional Administration and Local Government, Hon. Kingunge Ngombale-Mwiru (MP), and closed by the Kilimanjaro Regional Commissioner, Hon. Prof. Philemon M. Sarungi.

Attendance at each of the sessions averaged 130 including 41 females. The consultation was attended by a cross section of members of the public, popular and private sectors including local business community, journalists, local experts and community activists. These committed representatives contributed actively during group discussions and plenary sessions.

Some of the distinguished participants included the former Paramount Chief of Wachagga, Mangi Mkuu Thomas M. Marealle II OBE. Other delegates included the Chairman of the National Environmental Management Council (NEMC), Mr. Reginald Mengi; Sara Wakeham and Ole Lyse of UN-HABITAT; Others included Urban Authority Support Unit (UASU); representatives of Sustainable Cities Programme from Arusha, Morogoro, Mwanza, Tabora, Tanga and Zanzibar.

The meeting had a very high degree of local involvement at every stage since preparation. The entire consultation was conducted in Kiswahili and Participant Manual was prepared in both Kiswahili and English. It received over a weeklong coverage in the local mass media. At the end of the consultation, the participants adopted the Moshi Declaration, which highlighted nine environmental issues of concern that called for immediate action (see also Annex 2):

- (i) Improving planning and guidance of the urban growth and development.
- (ii) Better protection of the water sources.
- (iii) Improvement of public health and environmental sanitation.
- (iv) Improvement of urban management.
- (v) Comprehensive redevelopment of the Central Business District.
- (vi) Regenerating the urban economy.
- (vii) Protection of forests.
- (viii) Environmental awareness raising.
- (ix) Tourism promotion.





Box 8: Continued

The participants unanimously agreed that initially only three issue specific Working Groups would be established to deal with:

- (i) Improving planning and guidance of the urban growth and development.
- (ii) Better protection of water sources.
- (iii) Improvement of public health and environmental sanitation.

According to the SMP (DANIDA supported project - DSP) Project Document, the programme is supposed to organize annual consultations with the following objectives:

- (i) To refresh and review the participatory Environmental Planning and Management approach adopted for implementation of the programme.
- (ii) To review and reprioritise environmental issues.
- (iii) To review membership of the Working Groups, if deemed necessary.
- (iv) To discuss the forthcoming Annual Work Plan and give general guidelines.

The expected outputs of the consultation are:

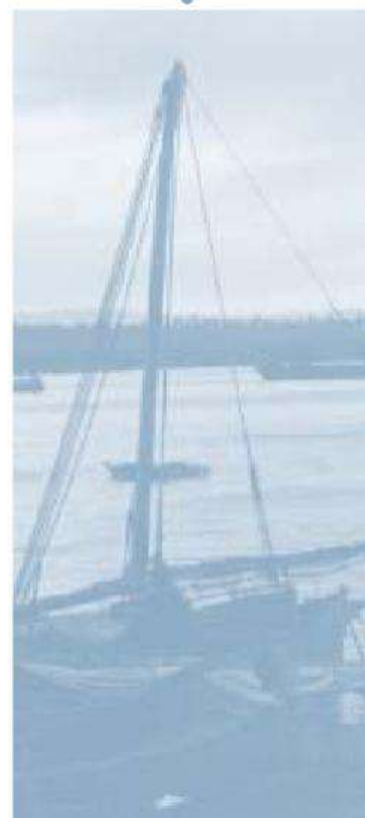
- (i) Increased awareness about the Environmental Planning and Management approach.
- (ii) A list of priority environmental issues for the coming year.
- (iii) A reviewed list of membership of Working Groups, if deemed necessary.
- (iv) A Work Plan for the forthcoming year and general guidelines.

Similar opportunity has occurred in connection to the Review/Appraisal Missions for the DANIDA supported projects, during which workshops are held to present and discuss preliminary results of the review or appraisal with stakeholders. During such occasions problems experienced in implementing the programmes have been identified and discussed openly with stakeholders, leading to some adjustments in the programmes. One such problem has been the lacking relevant technical advice to the replication programmes, particularly after the UNDP financial support to SCP ceased in December 2001. Since then all the non-DANIDA supported programmes have proceeded without organized technical advice. However, it is more discouraging that even the DANIDA supported programmes where resident Technical Advisors are in place, claiming a substantial proportion of the project budget, programmes have proceeded without the necessary technical advise on EPM. Evidence on this is contained in a recent Joint Review Team report for the Sustainable Citiie Programmes in Iringa, Tanga, Moshi, and Arusha which found that the Technical Advisors in Arusha, Moshi and Tanga were "inappropriately experienced" in EPM process so that there had been no skills and knowledge transfer to the programmes as anticipated. Similar observation is alluded to by the review report for the Sustainable Arusha Programme (SAP) in September 2002, which observes that:


The TA (Technical Advisor) has no experience of SCP projects and was not provided with an introduction and familiarization to the process on taking up the position, this will have limited her vision and understanding of the EPM/SCP concept and the overall planning process... It should be noted that this is true of TAs on all DANIDA supported SCP projects who come from varied background, and this includes the counselor responsible for the overall SCP programme at the RDE (Royal Danish Embassy)⁵.

⁵ Danish Ministry of Foreign Affairs: Review Report for the Sustainable Arusha Programme, September 2002 (p.4).

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This rather serious technical deficiency has persisted without raising eyebrows, most likely because the availability of the environmental development fund (EDF) has somehow diverted the attention of the programme management team and some stakeholders to projects, sometimes regardless of the EPM process. Given the strict requirement to spend funds according to activities and within rather short time frame for a participatory process provided for in the project document, the “inappropriately experienced” Technical Advisors, to use the words of the Review Team 2003, have had no more convenient option than to throw their full weight in pushing for projects and not so much in advising on capacity building for collaborative and participatory environmental planning and management. Their technical role has diminished and amounted to gate-keeping for the donor funds and liaising with the Royal Danish Embassy.

The said deficiency could be addressed had part of the international consultancy services budgeted for in the project documents been sought from UN-HABITAT, the architect and promoter of the SCP. Links with UN- HABITAT could have been facilitated and coordinated by UASU had it made proper and full use of the UN-HABITAT’s technical assistance provided for under the second phase of the SCP in Tanzania⁶. Recognizing that EPM process under the SCP approach is new to most practitioners in the urban places under the SCP, there is no doubt that UN-HABITAT involvement would have made a difference as it did during the first phase of the Sustainable Dar es Salaam Project and the start-up and preparatory phase of the Sustainable Moshi Programme.

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4.5 Improving Strategies and Action Planning

The process of clarifying issues, negotiating issue specific strategies and formulating action plans and projects has been challenging, surrounded by numerous context specific logistical problems. Despite the problems, all the replication cities/municipalities are at different stages of the EPM process including negotiating issue specific strategies, formulating action plans, projects and implementation of the same. The availability of the Environmental Development Fund (EDF), has on the one hand catalyzed the EPM process, but on the other it appears to have contributed to undermining the SCP’s objective of capacity building where the EPM process is sidelined, making projects the end rather than the means to capacity building in EPM. Moreover, if projects are not well tailored to on-going community initiatives, there is a danger of the EDF replacing such initiatives, thus undermining the self-reliance spirit existing in many communities.

The process of **establishing and making working groups operational** has proceeded at a different pace in different municipalities. Generally, in most municipalities it took long to establish and operationalize the working groups, the main excuse being the lack of know-how to proceed and funds to support them. This is partly true, but it is also rooted in the notion that existed in the minds of the programme management team that working groups were new institutions, while in fact they are not, having been using the working group or task force approach before in addressing and resolving various issues. As a consequence, they all kept on waiting for guidance to establish them, as well as knowledge and skills to operate the working groups.

⁶ See UNDP/UNCHS (Habitat) 2001: Final Report on Final Evaluation of Promoting Environmentally Sustainable Urban Development in Tanzania – URT/97/022.





In the mean time, patience was getting lost among the stakeholders whose interest and commitment to participate in the process had been aroused by the successful city/municipal consultations. In Zanzibar, for instance, whereas the municipal consultation was held in December 1998, the working groups were not established until March 1999, and held the first meeting three months later in June 1999. In Moshi, having held the municipal consultation in January 1999, working groups were not put in place until August 1999.

The only exceptions to this delayed establishment and making working groups operational are the (DANIDA supported) Sustainable Mwanza Programme and Sustainable Iringa Programme where working groups were put to work as soon as they were established immediately after the municipal consultations. Whereas by 2000 the EPM process had almost stalled in the municipalities without DANIDA support, the process proceeded relatively swiftly to negotiating strategies and formulating action plans in the DANIDA supported programmes.

With the financial support from the Danish Government through DANIDA, the EPM process was reactivated in the municipalities of Arusha (in 2000); Tanga (2001); Moshi (2002) and Morogoro (2003). However, the process under the Sustainable Tabora Programme is still where it stopped after the municipal consultation and establishment of the working groups, while the Sustainable Mbeya and Dodoma Programmes, which have no external support, have not registered much progress for lack of adequate financial and technical support to sustain the programme activities.

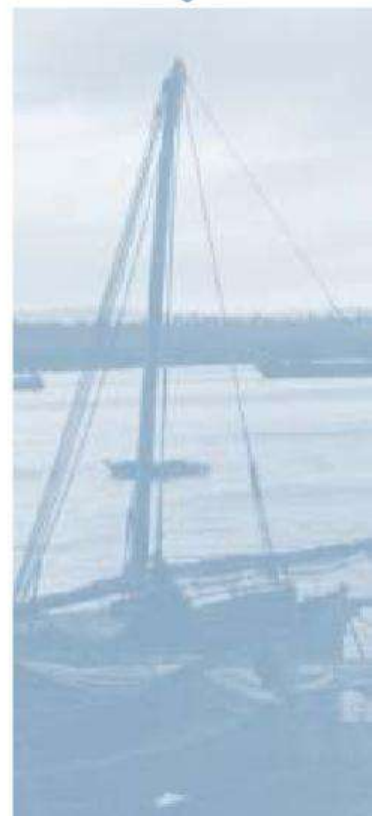
Box 9: Action Planning under the Sustainable Moshi Programme

Under SMP, Working Groups at municipal level are complemented by Project Committees, which are formed in areas where different projects are proposed and supposed to be implemented. The Committees are comprised of immediate stakeholders whose responsibility is to prepare action plans and support formulation of project proposals and implementation of specific projects.


However, individual CBO and NGO dealing with environmental improvement and poverty alleviation can as well develop action plans for “early wins” demonstration projects. The developed action plans are later submitted to the programme for further action, to include registering them in the EDF projects database. The individual Action plans are then sent to the appropriate Working Group, Council Department and Council Standing Committee for consideration and recommendations. The projects are ultimately submitted to the PMT and PSC for approval.

In the DANIDA supported programmes, much efforts appear to have been directed to developing projects and guidelines for approving them, rather than on the EPM process. This was the case in Mwanza at the beginning, where the EDF became a major attraction for those in need of funds, to include NGOs and CBOs, so that during the first phase of the project 1998-2000, several projects formulated by CBOs and NGOs without going through the working groups, were approved by the SMWP and implemented by the same organizations. Some of those projects, such as the construction of solid waste transfer bays in Igogo ward, have remained incomplete and those completed were not used for the intended purposes, thus remaining ‘white elephants’ in the neighbourhood. The earlier cited Review Report for the Sustainable Arusha Programme, observes that ‘early win’ projects had taken most efforts of the

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programme management teams and to a great extent the EPM process had been sidelined⁷.

Sustainable Iringa Programme, which according to the latest Review Team Report (April 2003), appears to have done better than the rest of the replication programmes, has had relatively different experience with respect to access to technical expertise. Its Technical Advisor, though lacking prior experience in EPM process, demonstrated relatively higher competence in providing technical advice in advancing the course of environmental management in the municipality. The Sustainable Iringa Programme (SIP) has performed exceptionally better in utilizing local consultants. This is in line with the capacity building objective of the programme.


Working groups in most municipalities normally meet twice a month to transact business. However, the going has not been all that smooth. The most challenging problem has been remuneration of working group members, to enabling them to effectively and efficiently discharge their responsibility as mandated by the stakeholders. Right from the beginning and across cities and municipalities, one appraisal/evaluation report after another has identified this as a thorny issue, but all have fallen short of a workable solution to the problem. Those (donors) supporting the programmes have conveniently avoided this problem on the excuse that it should be the responsibility of the local government for should they get involved in facilitating working groups such support may not be sustained by the local authorities when their support ceases. Local authorities have strived to address this challenge, a common solution being to pay transport and lunch allowance of approximately US \$ 2 -3 per member every time a group meets. However, considering financial constraints of most municipalities this has not been an easy undertaking. In certain municipalities, especially those without donor support, working groups have not met because of unavailability of funds to pay for their meetings. So far there is no example of a stakeholder who has offered to share this responsibility with the municipal authorities, though all stakeholders are bound to benefit from the solutions arrived at by the working groups.

The question here is why these other stakeholders are not willing to contribute to shouldering the working groups facilitation responsibility? One possible answer could be, by participating in the working groups they are helping the municipal authority to discharge its responsibility. However, facilitation of working groups and the need for sharing this responsibility among all stakeholders remain a thorny issue in all municipalities as it was in Dar es Salaam later when such support was no longer entertained by the UNDP. A solution to this issue needs collaboration of all stakeholders, whose commitment and ownership of the EPM process need to be demonstrated by their willingness to share the costs involved in the pursue of the process.

Inadequate financial support to working groups has contributed to their low productivity. Longer time than expected has been used, to negotiate strategies and formulate action plans. With the exception of Iringa, which had until December 2003, implemented 56 environmental development projects, six years after commencement of the replication, most programmes are still in the process of formulating action

⁷ Danish Ministry of Foreign Affairs: Review Report for the Sustainable Arusha Programme, September 2002 (p.4).





plans or projects and implementation of the “early wins” demonstration projects. Mwanza City, which should have been ahead of Iringa municipality, having benefited from a handsome financial support from DANIDA for five years, implemented only a few projects in the early years of the Capacity Building for Environmental Management (CBEM) programme. Following the withdrawal of DANIDA’s support to the programme in August 2002, SMWP is left stuck with several action plans, one of which had been developed into a demonstration project for upgrading Isamilo and Ibungilo informal settlements which included regularization of land rights. Upgrading plans had been finalized and approved by the government in August 2002, but detailed engineering designs for roads and drainage, water supply and solid waste collection had not commenced.

All the municipalities, in their consultations, identified and prioritized at least nine environmental issues around which working groups were established and operationalized to address them. However, one lesson from the Sustainable Dar es Salaam that informed the EPM process replication programmes was with respect to reducing the number of issues to be addressed concurrently. In this regard, issues to be addressed at a time should consider the available capacities (financial, administrative and technical) of the replicating municipality, so as to prevent overstretching the available capacities. On the basis of this lesson of experience, municipalities have been handling only a few issues at a time and gradually add more when capacities had increased.

Five years after commencement of the replication programme, the **trend is to concentrate environmental improvement interventions** in one geographical area. Sustainable Arusha Programme had directed most of its efforts in upgrading of infrastructure and services in two settlements, a move that seems to have inspired the ‘geographical focus option’ currently favoured by DANIDA, instead of the several unmanaged small projects as it happened in Mwanza. This seemingly ‘integrated project’ approach, is thought to be more realistic in terms of available capacities of the programmes to coordinate and manage the process. It provides opportunity to learn from and build capacity before scaling-up at municipal/city level; and might circumvent the problem of remuneration to the members of working groups, who in this case are likely to be genuine stakeholders, hence likely to be motivated and driven by their stake to participate in a working group.


That approach had been adopted by the Sustainable Morogoro Programme (SUMO), whose efforts had been directed in environmental improvements in Mwembesongo informal settlement, where the three key issues to be addressed included: drainage, liquid waste, and solid waste. The programme was preparing proposition papers on the three environmental issues, to be presented to stakeholders’ consultation in the settlement. After the consultation, stakeholders will be facilitated to form working groups around the three issues, drawing members from the residents. To be included are technical expertise from the relevant departments in the municipality or/and elsewhere, depending on what type of expertise is needed. Hand in hand with this, the programme expects to address the issue of hazardous quarrying at the municipal level. The experience to be gained would then be used to replicate the process in similar areas in the municipality. The Sustainable Moshi Programme is moving in the same direction, whereby Mji Mpya and Njoro informal settlements are earmarked for upgrading, focusing on improvement of roads and drainage, solid waste collection, and regularization of property rights.



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However, there is a difference between the process of strategies negotiation and action planning as it was done in Dar es Salaam and in the way it is being done in the replication programmes. As seen earlier, in order to directly let stakeholders participate in the negotiation of strategies in Dar es Salaam, a mini-consultation was held around each environmental issue as soon as the working group had clarified the issue and negotiated draft strategies and action plans. This has not been the process in any of the replication programmes. This has been mainly due to lack of adequate funds to hold mini-consultations for all the prioritized issues. Instead, working groups have clarified issues, negotiated strategies and formulated action plans, some of which have been formulated into projects and implemented without direct consultation with stakeholders. Zanzibar Sustainable Programme availed stakeholders an opportunity to directly participate in the strategies negotiation and action plans formulation by holding a mini-consultation.

Composition of the working groups in some of the replicating city/municipalities were initially gender unbalanced and dominated by male representatives from the public sector, in particular council officials. Gradually, these deficiencies have been rectified in the DANIDA supported programmes, by incorporating more women and representatives of the private and popular sectors, though representation of the private sector remains inadequate (See Tables 4 and 5).

Box 10: Reconstitution of Working Groups in 2000, 2001 and 2002 in Moshi Municipality

During the 2000 Stakeholder Workshop, the participants critically revisited the Moshi Declaration. They observed that issues like improvement of urban management, regenerating the urban economy and promotion of tourism did not feature as typical environmental issues. It was also agreed that environmental awareness raising was cutting across all issues and that improvement of public health and environmental sanitation was too complex to be dealt with by one Working Group. Therefore, the Working Groups were reconstituted to deal with the following issues:

- (i) Controlling AIDS and HIV Infection
- (ii) Environmental Management of the Informal Sector
- (iii) Improving Liquid Waste Management
- (iv) Improving Solid Waste Management
- (v) Managing Un-serviced Settlements and Urban Expansion
- (vi) Protection and Management of Water Sources and Forests.

During the 2001 SMP Stakeholders Annual Consultation, the participants resolved that more emphasis should be put on improvement of public open spaces than protection of forests. Also it was resolved to address the problem of accessibility in the peripheral wards. The working group on 'Protection and Management of Water Sources and Forests' was thus reconstituted to deal with public open spaces and beautification, while a new working group was established to address the issue of accessibility in the peripheral wards. The Working Groups were thus as follows:

- (i) Controlling AIDS and HIV Infection
- (ii) Environmental Management of the Informal Sector
- (iii) Improvement of Public Open Spaces and Beautification
- (iv) Improving Liquid Waste Management
- (v) Improving Solid Waste Management
- (vi) Improving Urban Transportation and Storm Water Drainage
- (vii) Management of Unplanned Settlements
- (viii) Protection and Management of Water Sources.





Box 10: Continued

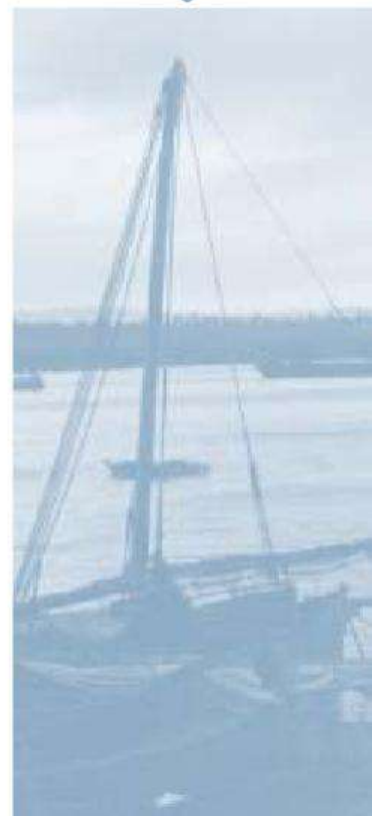
During the 2002 SMP Stakeholders Annual Consultation, the participants were introduced to the ILO idea of “Better Services and More Jobs” as an approach of promoting community-managed labour-based urban infrastructure upgrading and service delivery through micro enterprises especially in low income settlements. Participants were informed that the approach would undoubtedly improve service delivery and create employment to tackle urban poverty and environmental degradation. They were also informed that beautification was not a priority on DANIDA policy. Following presentations including that by the ILO representative on solid waste recycling and another by a representative of the Cleaner Production Centre of Tanzania, the Working Groups were again reconstituted as follows:

- (i) Controlling AIDS and HIV Infection
- (ii) Improving Liquid Waste Management
- (iii) Improving Solid Waste Management
- (iv) Improving Urban Transportation and Storm Water Drainage
- (v) Management of Unplanned Settlements
- (vi) Management of Water Sources, Open Spaces and Alternative Energy Sources.
- (vii) Promoting Decent Work through Environmental Management of Informal Sector and Cleaner Production Technology

Following recommendations of a Pre Appraisal Team (PAT) fielded by DANIDA in November 2000 to appraise draft Project Document for the Sustainable Moshi Programme, Working Groups established in August 1999 were reconstituted. In 2001 they were reconstituted again, following the preparation of ward level profiles, based on a study commissioned and funded by the Royal Danish Embassy as part of preparation for support to the Sustainable Moshi Programme.

Partly because of the above changes, five years after the municipal consultation, SMP is still grappling with strategies and action planning with little impact in the environmental situation or way of doing business in the municipality. Table 4 in the next page shows the working groups as they were finally reconstituted in 2002, and representation of the public, private and popular sectors by gender.

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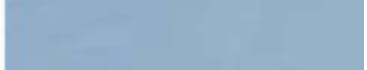




Table 4: Working Group Composition by Sector and Gender in the Sustainable Moshi Programme

WORKING GROUP	Total members	Public sector		Private sector		NGO/CBO		TOTAL	
		M	F	M	F	M	F	M	F
1 Managing unplanned settlements	12	7	4	-	-	1	-	8	4
2 Improving urban transportation and storm water drainage	12	7	3	-	-	-	2	7	5
3 Improving liquid waste management	12	4	3	-	1	4	-	8	4
4 Improving solid waste management	11	2	2	1	-	2	4	5	6
5 Protection and management of water sources	11	2	2	1	-	3	3	6	5
6 Promoting decent work through management of the informal sector	12	4	1	2	-	3	2	9	3
7 Controlling Aids and HIV infection	11	7	3	-	-	-	1	7	4
TOTAL	81	33	183	4	1	13	12	50	31

Source: Constructed from a Draft Review Report for the Sustainable Moshi Programme, April 2003 and a report by the Programme Coordinator, Masembejo, L. (2003): Environmental Planning and Management in Moshi Municipality 1996-2003.

Table 5: Working Group Composition by Sector and Gender in the Sustainable Moshi Programme

WORKING GROUP	Total members	Public sector		Private sector		NGO/CBO		TOTAL	
		M	F	M	F	M	F	M	F
1 Clean and safe water	12	4	4	1	-	1	2	6	6
2 Management of natural resources	12	3	1	1	-	3	4	7	5
3 Transport and transportation	11	5	1	-	-	3	2	8	3
4 HIV/AIDS/STI	13	5	4	-	-	3	1	8	5
5 Urban farming and soil degradation	12	3	3	3	1	-	2	6	6
6 Management of solid waste	12	5	3	-	1	1	2	6	6

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Table 5: Continued

	WORKING GROUP	Total members	Public sector		Private sector		NGO/CBO		TOTAL	
			M	F	M	F	M	F	M	F
7	Management of liquid waste	11	11	7	3	-		1	7	4
8	Management of unplanned settlements	11	11	4	2	-	2	2	7	4
9	Resource realization	12	12	5	3	-	2	-	9	3
10	Public awareness	11	11	5	5			1	5	6
	TOTAL	117	117	46	29	2	15	17	69	48

Source: Constructed from a report by the Sustainable Iringa Programme Coordinator, Mwakalukwa, G. (2003): Environmental Planning and Management in Iringa Municipality 1997-2003

4.6 Improving Implementation



Lack of funds for implementation of environmental improvement action plans was among the snags that reduced the impact of SCP in Dar es Salaam so that some stakeholders began to get discouraged and eventually lost interest in the process. Based on this experience, UNDP during Phase 2 of the SCP in Tanzania, set aside substantial budget for the implementation of the action plans, which were to be developed by working groups in the replicating municipalities. Moreover, with the DANIDA support to the Sustainable Cities Programme, initially six municipalities have had access to funds for implementing environmental improvement action plans resulting from the EPM process. The support includes an Environmental Development Fund (EDF), which is devoted to financing implementation of action plans and demonstration projects.

According to the review of the Sustainable Mwanza Programme in August 2001, earlier known as Capacity Building for Environmental Management (CBEM), implementation of 25 projects commenced during the first phase (1998-2000) of the programme. Most of the projects were small, ranging from tree planting to water distribution in Ibungilo informal settlement (see Annex 2). By the time the review took place, 10 projects had been implemented, while implementation of 15 others was on-going, 2 out of which faced severe difficulties. The report observes that during this phase the programme cooperated more with Community Based Organizations and Non-Governmental Organizations, while the Mwanza City Council (MCC) was less involved in the programme activities. Several CBOs and NGOs to include BUGOSA, LABECO, Ibungilo CBO, LANESO and LAVESO applied for the EDF funds to implement small projects. For instance, BUGOSA group and LAVECO got funds to design and implement community-based solid waste transfer stations in Igogo ward, a project that commenced in 1999.

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Box 11: Projects Funded by the Environmental Development Fund (EDF) in Mwanza City 1998-2002

Between March 1998 and August 2002 when DANIDA supported the SMWP, the Working Groups prepared a number of action plans, some of which were further developed into projects that benefited from the Environmental Development Fund (EDF). During the first phase of the project, i.e. when it was known as CBEM, the EDF was also utilized to finance projects initiated and implemented by Ward Offices, NGOs, CBOs and other organizations. During phase 2 of the project, the WGs developed more action plans into projects, while many more project applications were received by the SMWP. For the entire period of the project, 156 applications were received, out of which only 30 projects whose value is TShs. 352, 331,744 qualified and were approved for EDF funding. The list of projects, initiators, recipient of funds and implementers indicated in brackets are as follows:

- Water supply in Ibungilo settlement (CBO - Ibungilo)
- Construction of 20 solid waste transfer bays in Igogo Ward (NGO - LABECO)
- Community based solid waste collection in Igogo ward (CBO - Bugosa Group)
- Water supply in Mwinuko area (Kitangiri WDC)
- Improvement/construction of roads in Igogo settlement (Igogo WDC)
- Improvement/construction of Miembeni roads (Pamba WDC)
- Cultivation of mushroom (NGO - Mother care Youth Mission)
- Bio-latrines project for prison-in mate (Butimba Prison)
- Establishment of tree seedling nursery (Butimba Prison)
- Planting of trees in Kisesa village (Individuals)
- Establishment of tree nursery (CBO - Hifadhi Mazingira Group, Kirumba)
- Establishment of tree nursery for 6 villages (NGO - LAVISO)
- Training in the utilization of water hyacinth (NGO - LANESO)
- Establishment of sustainable bakery (CBO - Umoja ni Nguvu)
- Fabrication of street dustbins from used drums (CBO - Boresha Mazingira)
- Construction of public toilets (Madila Group)
- Awareness creation and sanitation database (CBO - Peninsular Youth Club)
- Training women in food processing and entrepreneurship skills (SIDO)
- Improvement of sewerage system in Mirongo area (Mirongo WDC)
- Establishment of Bwiru recreation centre (CBO - Tilapia Kindness Club)
- Construction of storm water drainage in Bitimba Ward (Butimba WDC)
- Fabrication of TAHEA wood saving stoves (NGO - TAHEA)
- Construction of a new road - north Isamilo (Isamilo WDC)
- Briquette manufacturing (NGO - LAVESO)
- Construction of storm water drains in Pasiansi area (Pasiansi WDC)
- Afforestation project in Igoma primary school (Igoma Primary School)
- Construction of a biogas plant (CBO - Jikomboe Group Sangabuye)
- Construction of a biogas plant (Bwiru Boys Technical School)
- Construction of petty traders center at Saba saba ground (MCC)
- Construction of Mlango mmoja market (MCC)
- Beautification of parks and open spaces in the city centre (MCC)
- Procurement of equipment for solid waste collection (MCC)


The following additional projects were approved by the PSC for funding but their implementation had just commenced when DANIDA terminated its support in August 2002:

- Upgrading of Isamilo and Ibungilo unplanned settlements
- Improvement of Buhongwa dump site
- Construction of improved toilets in selected schools
- Feasibility study and design of sewerage system

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With financial support from the EDF and technical support from the Regional Water Department, the Ibungilo CBO successfully implemented a water distribution system in Ibungilo informal settlement.

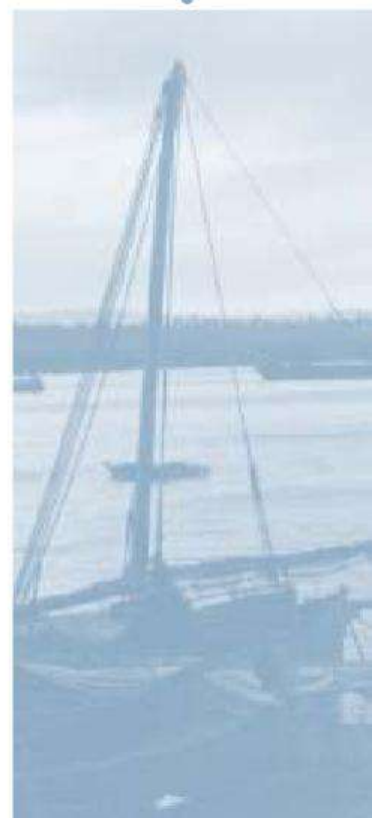
During phase two of the programme there was greater involvement of the Mwanza City Council. However, by the time the review took place, only 50% of the meetings of the Project Management Team had been held, severely delaying the progress and implementation of EDF funded projects. Attempt was made during this phase to shift the focus of the programme from small and scattered projects towards interventions concentrated in one geographical area. The small and scattered projects demanded a lot of monitoring and quality control that the programme management team had no adequate capacity to handle, let alone the fact that the impact of the programme was increasingly diffused. The move from small and scattered projects towards interventions concentrated in one geographical area would, as was seen earlier, become the future option for the DANIDA supported programmes.

The biggest EDF funded project in Mwanza City commenced in January 2002 when Mwanza City Council, through the Sustainable Mwanza Programme commissioned the University College of Lands and Architectural Studies (UCLAS) to prepare upgrading and regularization plans for Isamilo and Ibungilo settlements where 3,685 properties had been built informally, providing affordable accommodation to about 20,000 people. The plans would provide frameworks for infrastructure upgrading and regularization of land rights in the two settlements to enable land and property owners to obtain government granted certificates of occupancy or at the minimum a residential license as provided for in the Land Act No. 4 of 1999.

These interventions were demand-driven by the residents and taken up by the working group on informal settlements, to demonstrate how to address the issue of informal settlements and unguided municipal growth that was prioritized in the first ever Municipal Consultation that was held in July 1998. The participatory planning was successfully carried out by UCLAS in six months, so that by the end of July 2002 the upgrading and regularization plans for Ibungilo and Isamilo were ratified by the Urban Planning Committee of the Mwanza City Council and subsequently approved by the Director of Human Settlements Development on behalf of the Minister responsible for urban and regional planning. This was done on August 14, 2002, pursuant to the Town and Country Planning Ordinance Cap. 378 of 1956. The steps followed in the participatory planning and regularization process in Ibungilo and Isamilo informal settlements are summarized in Box 12 on the next page.



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Box 12: Summary of Participatory Planning and Regularization of Ibungilo and Isamilo Informal Settlements in Mwanza City

Step 1: Meeting with Nyamanoro Ward Development Committee, to include CBO leaders in the ward to clarify and agree on the contents, expected outputs, process/methodology of carrying out the exercise and role of actors and stakeholders. The outputs of the exercise included: updated base maps of Ibungilo and Isamilo settlements; housing registers showing names of property owners, tenure status, available services, etc; a general plan for each settlement; and a plot layout/regularization plan.

Step 2: Public meetings with residents of each settlement to clarify and agree on the contents, expected outputs and process/methodology of carrying out the exercise and role of actors and stakeholders. The timetable for the exercise was also discussed and agreed.

Step 3: Base map updating and property registration to ensure that existing physical development to include houses, spaces for roads and community facilities were recorded, as well as existing utilities. This activity was done concurrently with registration of existing properties in a special form where the following information was recorded: house number; name of the owner; tenure status (owner or tenant); number of households; number of people; available housing services; etc. This information was the basis for property registers produced for each settlement. Besides the intended outputs i.e. updated base map and a property register, this process availed residents opportunity to interact individually with planners, to get clarification of various issues and express their views.

Step 4: Meeting with the Director of Human Settlements Development to discuss and agree on the planning standards to be applied, in view of what existed in the two settlements

Step 5: Meeting with the Isamilo and Ibungilo local leaders to present draft property registers, updated base maps, discuss planning standards and formulate draft general plans for the settlements, agree on the process of property boundary negotiation, demarcation and mapping. Standards agreed with the Director of Human Settlements were discussed, giving the participants opportunity to understand the technical justification for standards of infrastructure, community facilities and minimum plot size. On the basis of which discussion and agreement was reached on spaces for, and alignment of vehicular and pedestrian network, spaces and location of community facilities, areas that needed protection for environmental reasons, etc. After agreeing on the applicable standards, the leaders worked together with the consultant to draft a general plan.

Step 6: Walking the agreed road alignment and space for community facilities in Isamilo and Ibungilo to review the draft general plans with the community leaders and some residents

Step 7: Second public meetings with the residents of Isamilo and Ibungilo to present and discuss: draft property registers; updated base maps; and deliberate on the draft general plans for the settlements and standards applied; approve it as the framework for infrastructure provision and property boundaries demarcation; agree on the process of property boundary negotiation, demarcation and mapping; and agree on timetable for the exercise.

Step 8: Property boundary negotiation, demarcation and mapping to facilitate property owners to show their boundaries in the presence of at least three neighbours who share boundaries, witnessed by a Sub-ward chairperson or his/her representative. Once the boundaries had been agreed by all the neighbours, property owner and at least three neighbours were required to sign a special form (as evidence to be kept by the local



Box 12: Continued

authority in case of a dispute) witnessed by the Sub-ward chairman. Taking into account space required for roads and community facilities as agreed in the general plan, agreed boundaries were marked on the ground using iron pins or white paint in case a boundary point fell on a rock outcrop. That information was transferred on a map indicating negotiated boundaries (see the negotiated plot boundaries map below).

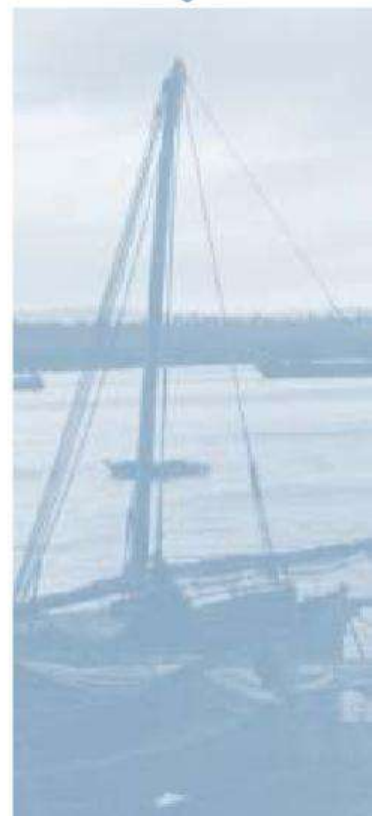
Step 9: Preparation of draft detailed layout plans and approval. Given that some plots were too small to accommodate at least a three rooms house and a pit latrine, some of the negotiated plot boundaries were adjusted so that a minimum plot was 150 square metres. The adjusted negotiated plot layout was presented and accepted by the Urban Planning Committee (UPC) of the Mwanza City Council and forwarded to the Minister responsible for urban and regional planning for approval. The layout plans for Ibungilo and Isamilo settlements were approved on August 14, 2002, thus making them legal documents for development control in the settlements

Following the approval of the plans, the Sustainable Mwanza Programme had intended to commission engineering design of infrastructure to include roads and foot paths, drainage system, water supply, solid waste collection, and preparation of bid documents, ready for tendering and implementation of the project. However, these could not be done because the Danish Government had decided to terminate its support to Mwanza City by August 31, 2002. It is very unfortunate that this project could not be continued and implemented as anticipated and expected by the residents. Whatever the reasons for the support termination, and given that residents had already started contributing 25 % of the project capital costs, the termination will have negative implications for such participatory projects in the future. The Sustainable Mwanza Programme, which intended to use this project as a demonstration project, and really the most significant output over the five years of DANIDA support, is likely to find difficulties in showing the impact of the EPM process in the City. Most likely, DANIDA could be facing similar difficulties to account for its five years support to the City.


History repeated itself in January 2004 when DANIDA again untimely pulled out from supporting the Sustainable Arusha Programme after much resources and time had been spent on the upgrading of two informal settlements namely Sanare/Alinyanya in Daraja Mbili Ward and Majengo in Elarai Ward of the municipality. By the time of DANIDA's withdrawal, a lot of awareness creation had been done and the residents were highly motivated to the extent of voluntarily pulling down some of structures to give way to the provision of the prioritized infrastructure. Moreover, engineering designs of the selected infrastructure had already been made and bidding documents prepared. This has tarnished both DANIDA's image and the municipality's integrity. It may also have far reaching implications on the initiative to build democratic and partnership practices in urban management, which are normally hinged on trust.

The story is different in Iringa Municipality, where between 2001 and 2003, the Sustainable Iringa Programme successfully implemented 56 environmental improvement projects using the environmental development fund. These include: water supply, construction of sewerage and storm water drainage system, solid waste collection, liquid waste emptying and disposal, construction of public toilets, tree planting for environmental protection, rehabilitation of open spaces, and upgrading of informal and un-serviced settlement.

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The total expenditure for all the projects is TShs. 417,993,285.86, which is slightly less than 50 % of the allocated budget (Danish Kroner 800,000 or Tshs. 960,000,000) for two and half years. The applicants and implementers have been: Iringa Municipal Council, Ward Development Committees, Iringa Urban Water and Sewerage Authority (IRUWASA), Schools, CBOs and NGOs, which are by far the majority applicants and implementers of the small projects.

Like the Sustainable Mwanza Programme, most of the projects were small and scattered all over the town. But unlike Mwanza where quality control of the project was problematic, in Iringa there was no such a problem. However, whereas the Sustainable Dar es Salaam Project (SDP) problem was unavailability of such funds, in Mwanza where such funds were first available as part of its support to the Sustainable Cities Programme in Tanzania, the experience was low utilization of EDF. Sustainable Mwanza Programme had such support for five years until DANIDA withdrew its support in August 2002. DANIDA has been providing funds to support the EPM process and implementation of action plans formulated by the Working Groups. However, linking implementation of priority projects with local planning and capital budgeting remains a challenge to most of the programmes. Another challenge facing most programmes is low utilization of funds for Environmental Development Fund (EDF) for implementation of environmental improvement action plans although this is compounded by the long delays in reimbursing EDF funds from the Royal Danish Embassy due to bureaucratic and tiresome procedures.

4.7 Institutionalizing the EPM Process

Making the EPM process approach the way of doing business in local authorities is the ultimate objective of the SCP as a capacity building programme. This requires change in attitude and behaviour - the way of thinking and understanding the relationship between development and environment, health and poverty, the way of planning and managing changes in collaboration, cooperation, negotiation and agreement with stakeholders and other actors. It also requires organizational and structural change - operational procedures, mandate and inter-organizational relations. Institutionalisation has occurred variably at local and national levels. Change in attitude and behaviour may be difficult to capture while organizational and structural change can be easily captured and documented.


Ten years after the EPM process was first introduced in Dar es Salaam, and five years after the replication in the municipalities, there are clear indications that the process is gradually being institutionalized. First and foremost, the key elements of the process; stakeholders' involvement, and strategic planning and management are now incorporated in the National Human Settlements Development Policy 2000 and the draft Town and Country Planning Act 2003.

Inspired by the process followed in the preparation of the Strategic Urban Development Plan for Dar es Salaam, by 2000, the Ministry of Lands and Human Settlements Development, has also produced guidelines for preparation of strategic urban development plans and distributed them to all local authorities. The master planning section in the Ministry's division of human settlements development was renamed "**strategic urban development planning section**" commensurate with its new functions. Planners in the section have since been providing technical support to urban centers that are not covered by the SCP replication programme. Specifically, they have been

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supporting the urban centers concerned to prepare environmental profiles, organize and hold stakeholders' consultations, establish and operationalize working groups, and assist them negotiating strategies and coordinate them into urban development planning frameworks.

The establishment of the department of planning and coordination in the Dar es Salaam City Council and in Ilala, Kinondoni and Tememe Municipal Councils constitute another attempt to institutionalize the coordination element of the environmental planning and management in the respective local authorities. Considering that the EPM cuts across sectors and departments, the initial idea was to strategically establish a planning and coordination unit in the office of the City/Municipal director. This would ensure the mandate to coordinate the sectoral departments on cross cutting issues. Unfortunately this idea could not materialize, for what was established during the restructuring of the administration of the Dar es Salaam City Council into three local authorities, is a sectoral department like any other, though its name calls for planning and coordination.

However, one lesson from the EPM process in Dar es Salaam that informed the replication in the municipalities is the problem of anchoring the programme activities into the local authority organizational structure. As earlier indicated, to address this issue, right from the beginning, coordination of the programme activities was anchored in the highest executive office, with the Municipal director as the Programme director. This arrangement has facilitated support to the programme activities in most local authorities; coordination of inputs from the heads of department and other stakeholders; and served the programme not to be misinterpreted as a sectoral concern of one department or a donor's programme.

The vision was to gradually transform and institutionalize the arrangement to serve as a planning and coordination unit or 'think tank' for stakeholders, to include the concerned local authority. However, some local authorities like Kinondoni municipal council has formally attempted to take advantage of the on-going local government reform programme to establish a fully fledged EPM department as a permanent feature in its organizational structure. Arising from this little attempt, is the question whether the concerned local authorities appreciate the EPM process approach and see any added value in decision-making. In the absence of permanent EPM units, local authorities are currently faced with the problem of coordinating the various donor funded projects, which normally comes with own approaches.

General impression from planners in particular, suggests that the collaborative and participatory process that EPM promotes is appreciated as a more effective tool for planning and managing city/town growth and development. Despite this, however, there is no evidence to suggest that it is now the way of doing business in local authorities. Evidence exists to the contrary, either because 'traditions die hard' or due to other contextual reasons which need to be established through a properly designed research.

One thing is certain, however, that there is no going back to the techno-bureaucratic and prescriptive planning model, given the said initiatives by the Ministry to institutionalize the approach, and the government policy, which advocates stakeholders involvement and participation in policy formulation and implementation.



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CHAPTER 5: CONCLUSIONS AND LESSONS OF EXPERIENCE

5.1 Culture of collaboration and partnership in planning and management has been built

The overall objective of the Sustainable Cities Programme is to build the capacity of local authorities and its partners in environmental planning and management (EPM) by pursuing a process that strives to make stakeholders aware of the relationship between development and environment, the way development impacts on the environment and how the latter may limit development. Through the EPM process stakeholders have had the opportunity to participate in decisions and actions that are aimed at tackling the environmental issues of concern to them, in a way that had never happened before. Through consultation at city/municipal/ward or otherwise, and participating in working groups municipalities and other stakeholders have collaborated in identifying, prioritizing, negotiating and agreeing on strategies for addressing environmental issues that inhibit efficient functioning of their urban places. This has marked the beginning of building a culture of collaboration and partnership in the planning and management of the places of living, working and earning investment income.

5.2 EPM has contributed improved governance and poverty reduction


Through this changed way of environmental planning and management, stakeholders have had access to information, knowledge and skills that have empowered them to participate more effectively in decision-making. As stakeholders in the public, private and community sectors have come to reason, decide and take action together, a sense of ownership and responsibility has been cultivated. These are important preconditions for sustainable development. The working relationships resulting from their collaboration and partnership represent bridges for collaboration among stakeholders, between sectors and institutions, and these will gradually lead to social and institutional capital that could be drawn upon for future action. Stakeholders have also collaborated in implementing projects that have enhanced their knowledge and skills, as well as provided them with employment and income opportunities. These and many more achievements have contributed to restoring confidence in the central government in general and local government in particular, subsequently enhancing their credibility and legitimacy to govern. By promoting a positive relation between the public sector, the business sector and civil society organizations, the EPM process has contributed to a changed way of urban governance. UN-HABITAT (2001b) through Global Campaign for Urban Governance, identifies its norms and principles as: participation; decentralization; equity; inclusion; accountability; responsiveness to civil society; efficiency of services delivery; sustainability; and security.

By trying to understand poverty in its many facets, it can be argued that the new planning and management approach has contributed to reducing poverty. Projects that have been implemented as a result of the Sustainable Cities Programme such as the Hanna Nassif community-based infrastructure upgrading project, solid waste management in the city of Dar es Salaam, community infrastructure upgrading in Tabata and Kijitonyama in Dar es Salaam and several others in the municipalities

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have contributed to environmental improvement, built capacity of the participating partners, and alleviated poverty.

By engaging in the EPM process, partners' capacity to analyze, identify and prioritize problems of concern has been enhanced; likewise their capacity to negotiate strategies and formulate action plans for addressing the problems. In addition, actors in the public sector, planners and other urban managers included have gained knowledge and skills to deal directly with communities and the private sector, capacity that was not there and perhaps not desired in the prescriptive model of planning and management. Continued engagement in the EPM process, will turn the accumulated knowledge and skills into experience and expertise in urban management and democratic governance.

5.3 Knowledge on the EPM process and skills for its application have been accumulated

By engaging in the EPM process, a group of professionals have gained knowledge on the EPM process and skills of its application. This group constitutes change agents for the inclusive planning and management. For instance, through the involvement of some professionals from UCLAS in the SDP and replication programmes, knowledge and experience in EPM has informed the planning education curriculum and training of urban planners and managers. The accumulated experience continue to benefit local authorities engaged in the EPM process, as well as other users to include the central government and World Bank which have drawn on that experience to prepare the largest ever community infrastructure upgrading programme in Dar es Salaam to be funded with IDA credit.

Through participation in the EPM process including consultations, working group activities and implementation of various demonstration projects, stakeholders' attitudes towards the environment and working together have been influenced. There is increased recognition and appreciation of the need for collaboration in tackling environmental issues and changing the ways of using natural or environmental resources for development so that such resources and development could be sustained.

Public sector stakeholders, including city/municipal staff and urban planners/managers in particular have increasingly come to realize and appreciate the advantages of collaborating with other stakeholders in the private and popular sectors in environmental planning and management.. With this changed attitude towards the other stakeholders, the public sector is gradually showing respect and listening to the private and popular sectors, a move that may lead to genuine collaboration and partnership in development as advocated in the Habitat Agenda.

There is also readiness to consult communities in matters that affect their lives. It is very common now-days to see public sector actors in the local authorities or central government departments reaching out to other stakeholders in the process of formulating policies or solutions to prevailing problems. However, this changed working attitude towards collaboration is enhanced by the overall government policy towards more democracy in decision-making.



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5.4 *There is a need for a central technical support and coordination unit to be established and anchored in the relevant central government office*

Within its limited technical capacity, UASU could have done better with respect to capacity building and coordination of technical support needed by the various programmes, had there been formalized and organized collaboration agreement with competent local institutions. Moreover, had the unit been integrated in the office responsible for local government administration and management right from the beginning its services would have been sustainable. In this regard there is a need to establish, in the ministry responsible for local government, a central technical and coordinating unit with mandate and budget to provide and coordinate technical support in EPM to the local authorities. Knowledge and experience in EPM by all its key staff will make a difference in the delivery and coordination of the needed technical services.

5.5 *Capacity building and participatory processes need time*


The SCP projects involve capacity building for participatory planning and management, which entails long and sometimes tedious processes, through which change of attitude and behaviour inevitably takes place. Paradoxically, however, the programmes are designed for short periods, which do not allow those involved the time they require to learn how to do things differently. It is also worth recognizing that old practices take time to change, sometimes because they are embedded with interests that are difficult to forego in a short run. There has been a tendency to rush to formulation of action plans/projects and implementations of the same, using the available funds as if the only outputs of the process that can be appreciated are projects. For this reason in some programmes the EPM process has been by-passed for the sake of having projects which would utilize the EDF.

Whereas the question of longer time-horizon for projects is beginning to inform financiers and designers of such programmes, there seems to be no breakthrough in how to assess the process and capacity built. Evaluations generally look for products most probably because these are easy to identify and show, while processes and capacity built are difficult to assess and show. They require as much time to assess as the time they took to accomplish. Normally mid-term or even final project evaluations allocate too little time to be sufficient for evaluation of a process or capacity built. However, this does not suggest that capacity-building projects should have no 'early win' demonstration projects, which can be easily implemented to provide visible action and to create confidence of communities in the local authority.

5.6 *Sensitization and mobilization of stakeholders should be continuous*

Continuous flow of information to the public: briefing of partners, training, information dissemination, etc. is important in maintaining, deepening, and widening the base of public and institutional support for the project and its ideas. It is definitely not enough simply to have a few briefings and a consultation and related activities at the beginning of a project. It must continue throughout and particularly aimed at special groups, such as new councillors who enter office after an election and have no prior experience. This area of activity must be provided for in the project design.





Moreover, systematic and sustained briefing, talking, lobbying, explaining, familiarizing, and awareness-raising is needed very early in a project, including in the period before actually signing a Project Document, and especially among government partners and stakeholders, to ensure proper understanding of the project at the beginning. The understanding and commitment of the host organization is critical both for initial project success and for longer-term institutionalization. This fundamental point should be more clearly reflected in project design and in the nature of project formulation and preparation activities and budgets. There should be special emphasis, at the beginning and throughout a project, on building and maintaining awareness and trust among the councillors and/or other elected persons with whom the project is dealing. This could well encompass special programmes of training for councillors or other groups whose capacity needs enhancement.

5.7 A committed, motivated and technically informed leadership is instrumental for EPM

A committed, motivated and technically informed programme coordinator is instrumental in providing the necessary technical leadership. A fair compensation in form of remuneration to a programme coordinator and other key programme staff for the time they spend on the programme activities should be addressed for the sake of sustainability of the programme. The present practice of avoiding to tackle this issue is self defeating, for it is likely to contribute to poor performance of those managing the programme. Operational costs are erroneously referred to as incentives for working groups. This remains a thorny issue in all the programmes. There is a need to put in place a sustainable system and sources of supporting the working group activities. Such a system should be agreed upon and supported by all stakeholders as a way of demonstrating their commitment to the process.

As correctly suggested in the evaluation of SCP in six African countries, “[a] special case may be made for those members of working groups who perhaps do not have such a driving interest or direct stake in the matters under discussion, but are invited solely on the basis of their expertise. Rather than place such individuals in a situation of conflict of interest, it would seem better to have them as external advisers or resource persons for the working groups. As external advisers, their work could be budgeted and paid for just as are specialist consultants, and they could be invited to attend working group meetings as necessary in relation to their expertise.”

5.8 Monitoring and documentation should commence on day one otherwise a lot of experiences will be lost, the consequences being, among others, repeating mistakes


The national replication of the EPM process commenced five years after the process had been introduced in Dar es Salaam. By that time a lot had happened unrecorded so that the replication programmes, like the subsequent processes in Dar es Salaam were not systematically informed. As indicated earlier, the need for documentation was identified in the evaluation of the SDP in 1995 and 1997. In response, a Monitoring officer was recruited to do exactly what had not been done, so as to ensure, inter alia, that the replication programmes systematically learnt from the SDP experience. For reasons which could not be established by the present exercise, the experience of SCP in Tanzania exists in the form of disjointed records, papers,



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reports, and photographs of events and activities that took place in Dar es Salaam and elsewhere.

The available disjointed records constitute relevant history that requires a committed documentation expert who can make sense out of the material and systematize it to facilitate access to it. There is no system of monitoring and documentation that was put in place to guide municipalities to document own EPM experiences. As a result, like what occurred in Dar es Salaam, no municipality has been monitoring and documenting its EPM experience. Given the capacity and commitment of some of the Programme coordinators, the story of monitoring and documentation would have been written differently had there been a system of documentation that the individual coordinators could follow. Failure to document the EPM as it occurred while a monitoring officer was in place suggests, either, or a combination of the following reasons: lack of expertise to do what was required; lack of appreciation of the EPM process so that it was difficult to make sense of the events and records, organize and facilitate accessibility to the same; lack of commitment; and lack of supervision and a system of accountability to ensure what was supposed to be done was actually delivered to the required standard.


Lack of documentation of the EPM process experience in Dar es Salaam, reflection on the same and systematic drawing of lessons of experience led to replication of the process in the municipalities and other towns to be inadequately informed so that some mistakes committed in Dar es Salaam were also replicated in the municipalities. Example of this is the unbalanced composition of working groups with respect to sector and gender, an anomaly that could have been avoided right from the beginning. For the same reason, there has been no well-grounded knowledge for adapting or customizing the SCP tools, the result being unreflective use of the tools.

5.9 Capacity building programmes should emphasize learning by doing, and learning from good and bad examples

The SCP approach entails a process of planning and management that is in principle different from the traditional form of urban planning. However, what the practitioners need is not classroom type of teaching, but relevant guidance as they engage in the EPM process. This is how it was done in Dar es Salaam, particularly from 1992-1996, when the Chief Technical Advisor provided day-to-day technical support to the working groups, with occasional backstopping from UN-HABITAT. This enabled members of the working groups to confidently engage, and in the case of coordinators to additionally provide the needed technical leadership in the process. It is the knowledge so gained that gave the working group coordinators confidence and courage to champion the EPM in Dar es Salaam and advocate for its national replication.

In an attempt to cope with the demand from all the municipalities UASU tried to cater for the needed technical assistance directly or using some personnel who had been trained by UASU in the EPM process. However, given its very limited capacity (one EPM advisor and EMIS advisor) and the limited knowledge of the newly trained persons, in most cases the technical assistance provided to the municipality took the form of classroom teaching which was not accompanied by technical support that was needed during application of the taught knowledge and skills. As a consequence





the practitioners were left muddling through, some getting stuck, while others proceeded very slowly after the preparatory and start-up phase.

The presence of a Technical Advisor in some of the programmes did not help much for they were not technically competent to advise on the EPM process. They equally needed to be oriented on the EPM process approach to qualify as advisors. Paradoxically, however, nobody had pointed out this deficiency until 2003 when a Review Team for the DANIDA supported programmes revealed this in their mission report. However, this does not mean that the Technical Advisors were idle. On the contrary, they were busy responding to their employers several questions regarding delayed activities, outputs and spending of Environmental Development Fund (EDF).

5.10 Over reliance on donor funding may undermine, rather than enhance local initiatives, commitment and eventually sustainability of environmental improvements

It may also contribute to eroding, rather than enhancing social capital in some communities. Lack of resources for implementation of action plans was among the snags that affected the impact of SCP activities in Dar es Salaam so that some stakeholders were discouraged and lost interest in the process. Since 1998 DANIDA has assisted in solving this problem by providing financial support to the Sustainable Cities Programme in Tanzania. DANIDA has been providing funds to support the EPM process and implementation of action plans formulated by working groups. However, linking implementation of priority projects with local planning and capital budgeting remains a challenge to most programmes. Furthermore, low utilization of funds set aside for implementation of action plans has already led to DANIDA withdrawing its support from some programmes, the numerous environmental problems that continue to concern both the local authorities and communities notwithstanding.

Since donor funding is never unconditional and there is an end to it, local government need to 'buy in' to the process by allocating within its development budget funds for implementation of action plans and put in place a mechanism for sustainable funding of projects. It is encouraging that some local authorities supported by DANIDA such as Iringa have been committing proportions of its development budget to projects formulated by working groups.

5.11 Involvement of relevant training and research institutions right from the beginning of a programme will ensure local capacity building and sustainable technical support in EPM

Making the EPM process the way of doing business in local authorities is the ultimate objective of the SCP as a capacity building programme. This requires change of attitude and behaviour - the way of thinking and practicing. It also requires organizational and structural change – operational procedures, mandate and inter-organizational relations. The way the EPM process approach has found its way in the national human settlement development policy and planning and education curriculum represents a telling story for ensuring sustainable technical support in EPM and institutionalization of change. Right from the beginning, some trainers of planners at UCLAS got involved in the SDP activities, to include preparation of the Dar es Salaam environmental profile; organization and participation in the city



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consultation; participation in working groups, implementation of demonstration projects, replication of the EPM process in the municipalities, evaluation of the SDP and appraisal of some of the replication programmes. They also participated in the formulation of the national human settlements development policy. This proactive role of a relevant academic institution has been instrumental in the mainstreaming and institutionalization of the EPM ideas and practices. Whereas the changed curriculum ensures that professional planners and urban managers are well equipped with relevant knowledge and skills required to participate, advise and facilitate strategic planning and management of human settlements in collaboration with stakeholders, the human settlement development policy put in place an enabling policy environment.

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ANNEX 2: THE MOSHI DECLARATION

Based on the Municipal Consultation held on January 21–26 January 1999
at Uhuru Hostel, Moshi

WE, the stakeholders and participants at the first Municipal Consultation on the Environmental Issues for managing the sustainable growth and development of Moshi that was held at Uhuru Hostel on 21 – 26 January 1999, take this opportunity to confirm our pursuit of global objectives of sustainable human settlements.

WE also reiterate our commitment to the National Declaration on Poverty Eradication and Environmental Protection of December 1998. The environment should enable social equity, economic growth and ecological balance and public health to facilitate sustainable utilization of the environmental resources in the Municipality and the region of Kilimanjaro. Our four-day deliberations have confirmed our commitment to strengthen working partnerships between the public sector, the private sector and community-based organizations so as to ensure improvement of urban environment and the health of the residents of Moshi;

RECOGNISING, that environmental degradation in Moshi Municipality and the surrounding region is a consequence of unguided urban growth and insufficient capacity of the council to meet the aspirations of its residents;


And further **RECOGNISING** that poor management of the environmental resources of Moshi Municipality has also contributed to exacerbated degradation of the urban environment;

BEING AWARE that effective management of environmental resources within the municipality and the surrounding areas depends on the following cardinal principles:

- Environmental resources are the basic for sustainable development;
- Environmental resources are the basis for socio-economic development;
- Environmental issues cut across development sectors and geographic space and time;
- Environmental management is an instrument for identifying and reconciling conflicting interests between and among different actors;
- Environmental management entails planning coordinating and implementing various strategies through the participation of different stakeholders;
- Environmental management requires active participation of those who are affected and/or are causes of negative environmental impacts, as well as those with the necessary resources and implementing instruments together with minority and marginalized groups of the community;
- The success of environmental management depends on political support and public environmental awareness;

After intensive deliberations on environmental issues with a specific focus on three proposition papers (unguided urban growth, deteriorating state of public health and environmental sanitation as well as institutional deficiencies in urban management).

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WE, the participants of the municipal consultation after recognizing the importance of promoting democracy, community empowerment, good governance and networking between stakeholders, as well as the roles and responsibilities of individual citizens in urban management and the contributions by the public, private and popular sectors, therefore, do recommend:

1. That due to the decline of government subventions and municipal financial resources, Moshi Municipal Council cannot effectively carry out its functions to the satisfaction of its residents. Therefore, the council should acquire more and appropriate legal and fiscal capacity to effectively serve its residents.
2. That effective partnerships be forged between Moshi Municipal Council, other public institutions, the private sector and
3. The popular sector including Non-governmental and Community Based Organizations. These partnerships will enhance ownership of the Sustainable Moshi Programme by the stakeholders to enable their material and financial contributions for the execution of various action plans.
4. That Working Groups be formed to deal with environmental issues that were identified by the consultation. The membership of these Working Groups shall be comprised of:

- Those who cause and/or are affected by the negative environmental impacts, those with information and expertise as well as those who have the necessary implementing instruments;
- Individual stakeholders in the affected areas and individual stakeholders are with an interest in specific environmental issues.


5. That cross-sectoral Working Groups begin analyzing, assessing and recommending strategies so as to ensure sustainable growth and development of the municipality.
6. That cross-sectoral Working Groups that were recommended by the participants from different sectors be initiated immediately so as to deal with the following three issues that were accorded first priority:

- Improving planning and guidance of the urban growth and development;
- Better protection of the water sources;
- Improvement of public health and environmental sanitation.

That other Working Groups shall be formed to deal with the following issues:

- Improvement of urban management;
- Comprehensive redevelopment of the Central Business District;
- Regenerating the urban economy;
- Protection of the forests;
- Environmental awareness raising;
- Tourism promotion





7. That successful implementation of the Sustainable Moshi Programme requires partnership from, among others, the following:

- Office of the Vice President;
- Ministry of Regional Administration and Local Government;
- Ministry of Natural Resources and Tourism;
- Ministry of Lands and Human Settlements Development;
- Ministry of Water;
- Ministry of Energy;
- Ministry of Justice and Constitutional Affairs;
- Ministry of Home Affairs;
- Ministry of Industry and Trade;
- National Environment Management Council;
- Regional and District Administration;
- Moshi Municipal Council;
- District Council of Moshi, Hai, Rombo, Mwangi and Same;
- Private Sector;
- Popular Sector;
- All residents of Moshi.

8. That this declaration which was deliberated on under the chairmanship of His Worship Lord Mayor of Moshi Municipal Council be sent to the Honorable President of the United Republic of Tanzania through the Honourable Minister for Regional Administration and Local Government.



9. That this declaration be sent to the Resident Coordinator of the United Nations System and Resident Representative of United Nations Development Programme (UNDP), the Executive Director of United Nations Centre for Human Settlement (UNCHS, Habitat), other agencies of the United Nations and development organizations acknowledging their continued support.

10. That all stakeholders and residents of Moshi and the surrounding areas will contribute their respective monetary and other resources in pursuit of the objective of Sustainable Moshi Programme

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