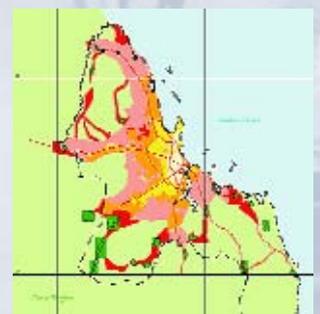


The SCP Documentation Series, Volume 3

THE SUSTAINABLE DAR ES SALAAM PROJECT 1992-2003

**From urban environment
priority issues to up-scaling
strategies city-wide**



TANZANIA



DAR ES SALAAM

The SCP Documentation Series, Volume 3

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priority issues to up-scaling
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October, 2004



Dar es Salaam



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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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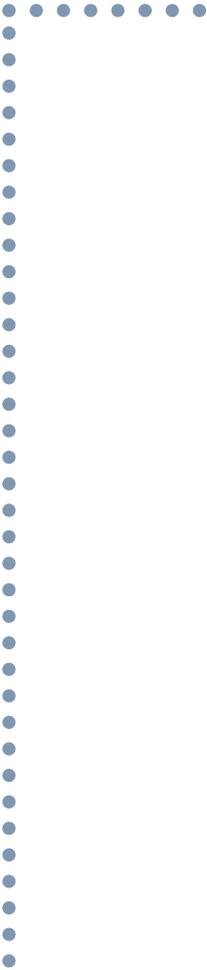
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List of Acronyms and Abbreviations

| | |
|------------|--|
| CBO | Community Based Organization |
| DANIDA | Danish International Development Agency |
| DCC | Dar es Salaam City Council |
| EMIS | Environmental Management Information Systems |
| EPM | Environmental Planning and Management |
| ILO | International Labour Organization |
| NGO | Non Governmental Organization |
| NIGP | National Income Generating Programme |
| PMO | Prime Minister's Office |
| SCP | Sustainable Cities Programme |
| SDP | Sustainable Dar es Salaam Project |
| UNDP | United Nations Development Programme |
| UASU | Urban Authorities Support Unit |
| UCLAS | University College of Lands & architectural Studies |
| UN-HABITAT | United Nations Human Settlements Programme (former United Nations Centre for Human Settlement (Habitat)) |
| WG | Working Group |



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CHAPTER 1: THE SUSTAINABLE CITIES PROGRAMME (SCP)

1.1 Background

The Sustainable Cities Programme is a UN-HABITAT/UNEP programme that was started in the early 1990's to support the urban environment missions of both UN-HABITAT and UNEP. The aim of the Sustainable Cities Programme is to assist cities in achieving more environmentally sustainable growth and development. It is founded on a **broad-based, participatory urban decision-making process**, and promotes the sustainability of cities through environmental planning and management (EPM). At the local level, SCP mainly partners with local authorities, and supports local authority capacity development through a consensus-building process and the implementation of well-balanced environmental planning and management (EPM) strategies.

Environmental Planning and Management

Environmental Planning and Management (EPM) is an effective **urban management methodology** that cities can use to deal with the problems of urban development and environment. The EPM approach focuses on identifying and solving priority urban environmental issues with an emphasis on understanding the development-environment interactions. To ensure sustainability, the process strives to implant environmental issues into urban planning practices and to provide regular feedback to national-level policy. It is based on the understanding that sustainable cities are fundamental to social and economic development; that environmental degradation adversely affects economic efficiency and social equity, and hence constrains the development contribution of cities and that environmental degradation is not inevitable. The SCP process entails a **sequence of steps** to introduce EPM in a city.

Illustration 1: The SCP Process Arrow



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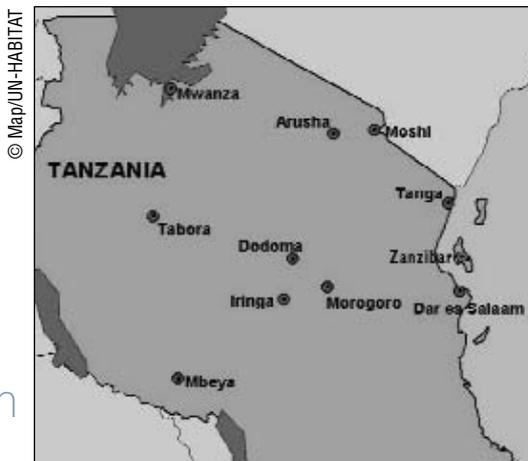
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CHAPTER 2: THE SUSTAINABLE DAR ES SALAAM PROJECT

2.1 Introduction

Dar es Salaam is the main industrial and commercial centre of the United Republic of Tanzania. It is a coastal city, located along the Indian Ocean. It has a population of approximately 2.5 million with an annual growth rate of 4.3%. Rapid growth has provided the urban economy with many economic opportunities, and has also led to the rapid deterioration of environmental conditions.

Illustration 2: SCP Projects in Tanzania



Genesis of the Sustainable Cities Programme in Dar es Salaam

The Director of Urban Development (in the Ministry of Lands Housing and Urban Development) believed that a new Master Plan would solve the prevailing problems. The United Nations Human Settlements Programme (UN-HABITAT) was charged by UNDP with the responsibility of handling the request from the Government. UN-HABITAT identified the **Sustainable Cities Programme (SCP) Environmental Planning and Management (EPM)**

approach as appropriate to address Dar-es-Salaam's environmental and growth problems. The overall goal of the SCP is to build the capacity of local authorities in environmental planning and management through broad-based consensus with stakeholders in the public, private and popular sectors.

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A UN-HABITAT staff mission to Dar es Salaam discussed the details of the Government request and the applicability of the SCP process. Since the SCP process entailed a **non-traditional planning approach** that would not result in a Master Plan, there was disenchantment in the Urban Development Division, which was unsure of the nature of the process and its outputs. Another contentious issue was the operative location of the SCP initiative. The Urban Development Division, which was statutorily and in practice responsible for preparation of Master Plans wanted the initiative to be located in their Division. However, considering that the SCP's main goal of capacity building targeted local authorities, it was finally decided to locate the initiative under the Minister responsible for local government, then the Prime Minister's Office.

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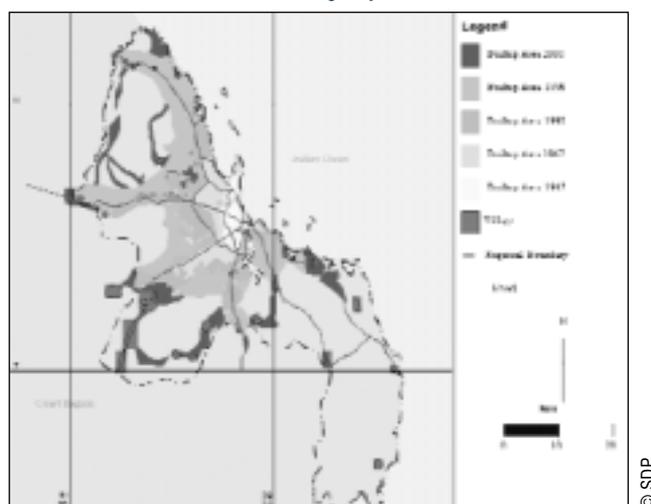
The political and economic context

The SCP was introduced in Tanzania at a time when the country had just embarked on a political transformation. In mid 1992, a multi-party political system was introduced, replacing the mono-party political system that was in existence since independence. Meanwhile, economic transformation from a command economy to a market oriented economy had started in the mid 1980s and was reaching its peak in the 1990s when most state run corporations were privatized. These political and economic reforms saw the government withdrawing from production activities and direct provision of services - leaving these to the private sector and communities - whilst assuming a facilitating role or entering into partnership with the private sector or communities to provide services.

The city environmental situation

The main environmental problems in Dar es Salaam City at the time of introducing the SCP included mounds of uncollected waste that were both an eyesore and a health hazard; unsanitary conditions resulting from inadequate access to a clean and safe water supply and an inadequate sanitary waste disposal system; air pollution; traffic congestion; unguided urban growth characterized by informal settlements and un-serviced housing areas and a growing informal sector.

Illustration 3: Dar es Salaam City Expansion 1947-2001



2.2 Project Start-Up

Formulation of the Sustainable Dar es Salaam Project began in 1990. The Project Document was finalized and signed in April 1991, and the Chief Technical Advisor assumed project responsibilities in December 1991. The project commenced work in January 1, 1992. As the **first SCP demonstration city project** undertaken by UN-HABITAT, the SDP design closely followed 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 recognition that environmental issues cut across institutional boundaries and different levels of government and bridge the divides of professional discipline and organizational interest.

- Commitment to the **participation**, in urban environmental planning and management, of all interest groups in the city: the public sector (central and local), the private sector (formal and informal), community and NGO sectors.
- Reliance on **structured collaboration and negotiation**, organized in relation to cross-cutting priority environmental issues, bringing 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 that are transformed into 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.

Objectives of the Sustainable Dar es Salaam Project (SDP)

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 was to be realized through the following three intermediate objectives:

1. 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.
2. To develop priority actions identified in the strategic development plan into fully prepared technical assistance projects and “bankable” investment packages.
3. To strengthen local capacity to plan, co-ordinate, and manage urban development and growth with emphasis on improved multi-sectoral co-ordination and community-based participation.

Institutional context and set-up of the SDP

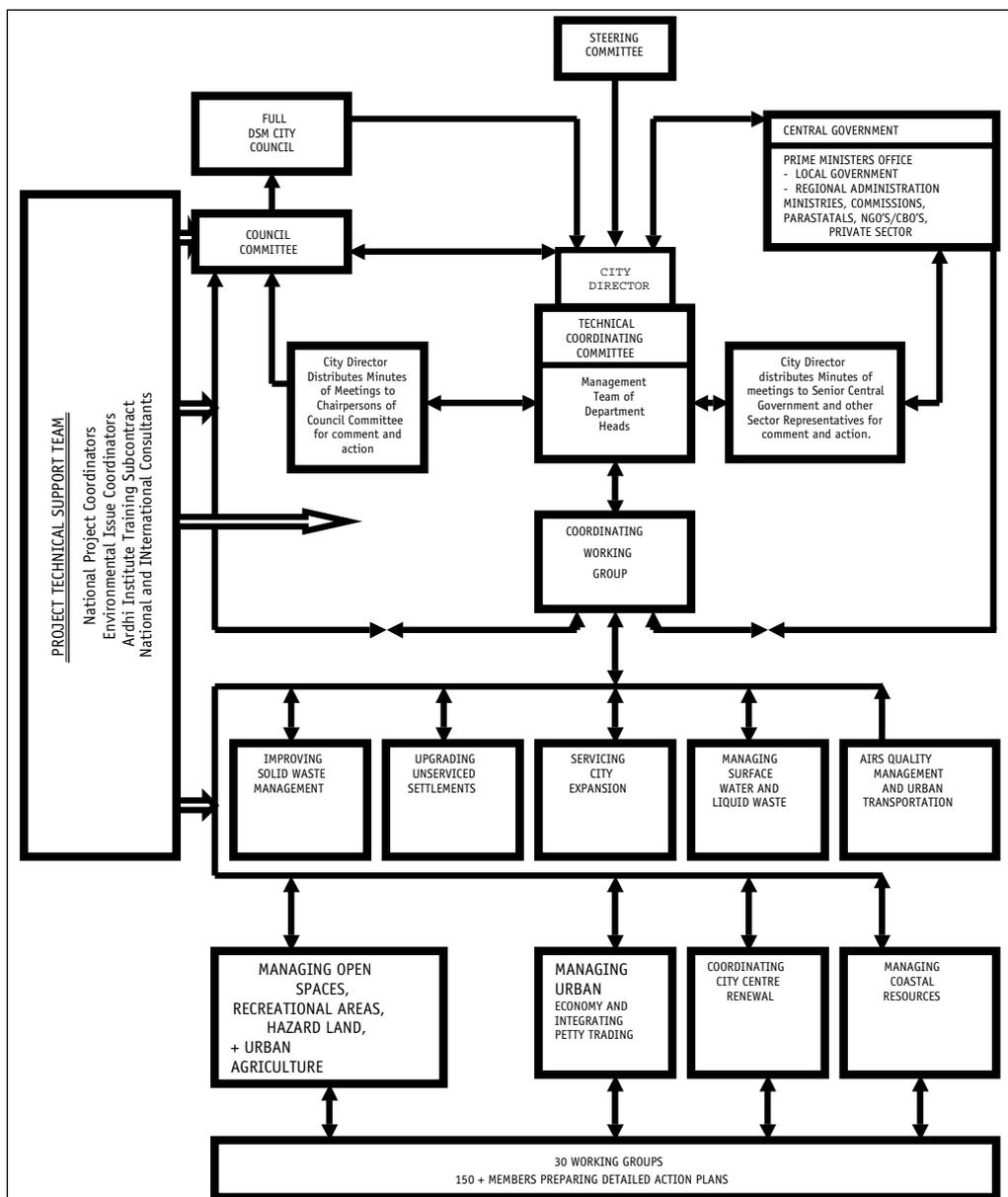
Dar es Salaam City, as part of the wider economy and political system, experienced its share of the impacts and effects of the ongoing national reforms. Because of the economic hardships as well as **poor urban management**, the city was facing numerous problems. In June 1996, in an effort to address the prevailing problems the elected City Council was replaced with a City Commission appointed by the Prime Minister. The Commission, which remained in place for four years until February 2000, was to consider and put in place a decentralized city administration, institute a proper revenue collection system, and update the Master Plan. The Commission succeeded in making a difference by initiating 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 further implemented a number of infrastructure improvement projects, some of which had been formulated by the SDP.

Building institutional capacity at the level of the city council entailed strengthening the operations of the departments, the management team and the standing committees. This was achieved through the activities of the **Working Groups** that were established around the issues prioritized during the City Consultation. Capacity

was also built by improving the **relationship of the city council with the private sector** in respect of their participation in the formulation, implementation and management of environmental action plans and also as executing agencies for activities such as waste collection. The SDP also aimed at building council's capacity in relation to the communities, Community Based Organizations (CBOs) and Non-Governmental Organizations (NGOs). In particular, this took advantage of the existing formal organizational structure in the 52 wards and 246 sub-wards 'Mitaa' of the city by reinforcing the role of the 'Mitaa' in mobilizing and sustaining grass-root participation in the environmental planning and management of the city.

Although the SDP was conceived essentially as a strategy to build capacity at the level of the city council, it was recognized that no lasting benefits could be expected if capacity building was not extended to Central Government agencies. Thus a **Project Steering Committee (PSC)**, comprising senior representatives from various Ministries, under the chairmanship of the Principal Secretary in the Prime Minister's Office, was established.

Illustration 4: Organization Structure of the Sustainable Dar es Salaam Project



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Financial input

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.

Box 1: Sustainable Dar es Salaam 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.

The SDP continued under a new National SCP Programme, with a total of US \$ 2,955,000 committed to city-related activities in the 1996-2000 period. The bulk of this second phase funds (88%) came from UNDP, and the rest (US \$ 260,000) from UN-HABITAT/DANIDA. Over the whole period of the project, a total of US \$ 5,615,000 was spent, making the SDP by far the largest SCP Project implemented.

Box: 2: 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 included 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 Project (CIP) under the Urban Sector Rehabilitation Programme (USRP).

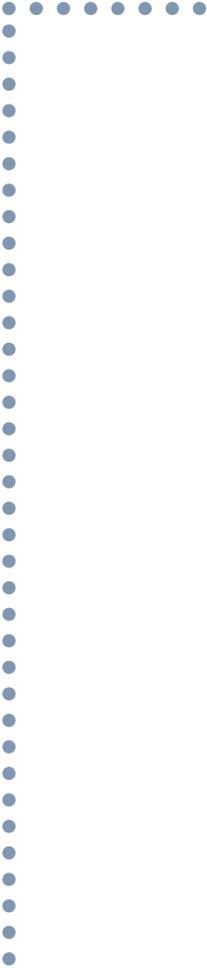
Technical input

Professional technical support was provided by UN-HABITAT until national execution of the programme commenced. UN-HABITAT **technical input** was provided through short visits by SCP Core Team staff. This was supplemented by in-house technical support provided by the CTA and the Ardhi Institute (now University of Lands and Architectural Studies (UCLAS)), that had a training contract with SDP.

However, according to an evaluation report 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..." and "...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 or municipal level..."

2.3 The EPM Process in Dar es Salaam City

The EPM process consists of several **logically connected steps** that are implemented depending on the local economic and political context. Since Dar es Salaam was the pioneering SCP project, there was no reference case to draw upon and it was implemented "according to the book". The SDP experience was later on used to refine the EPM process and SCP approaches and methodologies as evident in the SCP Source Books that draw various examples from Dar es Salaam.



Preparation of the Dar es Salaam Environmental Profile

The first task of the SDP was to prepare an Environmental Profile (EP) for the city. This assignment was carried out by professionals from the Dar es Salaam City Council (DCC), the Ardhi Institute and University of Dar es Salaam. The first step was the preparation of **position papers** to assess the city's environmental resource base, and review the institutional arrangements, responsibilities and adequacy of instruments for intervention to reduce environmental degradation. 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 NGOs. Based on the discussions, 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 had been affected by the hazards, suggesting 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.

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

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

Holding a city consultation

After the EP, the next step was the city consultation, a broad-based, cross-sectoral and cross institutional consensus building collaboration to address issues of common concern. The **city consultation**, held in **August 1992**, brought together for the first time 205 key actors and stakeholders from the public, private, and popular sectors, responsible for the city's development and its management. At the consultation, nine environmental issues requiring priority attention were identified:

- 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

Improving solid waste management; servicing urban land; and institutional strengthening were identified as of the highest priority and a number of cross-sectoral

and multi-institutional discussion groups (mini-consultations) were established to discuss these issues and agree on a strategy of intervention. These groups identified short, medium and long-term opportunities for intervention, and suggesting future technical solutions as well as administrative and legal support needs necessary for successful intervention. Mini-consultations for the remaining prioritized environmental issues were not held until 1993 when working groups for those issues were established.

Each of the **mini consultations** brought together over 100 stakeholders from the public and private sectors, community representatives and NGOs. The consultations commenced with presentation of a proposition paper that contained analysis of the issue and strategic elements of intervention. This was followed by formation of working groups to discuss the propositions before agreeing on the immediate, short and long-term strategic elements of intervention possible within existing resource constraints.

The consultation concluded that the key features of the SDP organisational structure, should include: environmental issue coordinators; working groups (WG); a coordinating working group (CWG), technical coordinating committee (TCC), and a project steering committee (PSC), the composition of which would evolve over time.

On the final day of the city consultation, the stakeholders agreed on a Dar es Salaam Declaration containing the agreements summarized in the box below.

Box 3: 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.

Establishing and putting working groups to work

Working groups were established for each of the strategic elements of intervention identified for the priority urban issues. Working group activities and especially their action plans and project proposals were prepared through the guidance of environmental issue co-ordinators. These co-ordinators submitted the action plans to

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the **Co-ordinating Working Group (CWG)** comprised of 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, who was the city planner, chaired the CWG. Proposals, suggestions and recommendations from the CWG were formally integrated into the council structure through the **Technical Coordinating Committee (TCC)**, which was chaired by the city director, who was also the project director. 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 provide 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 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 approach and its justification, the SDP organized briefing meetings for councillors and city department heads as often as it was deemed necessary. Similar briefings were made to principal/permanent secretaries, commissioners, directors and city council staff.

Box 4: 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 |

Box 4: Continued

| Environmental issue | Working group |
|---|--|
| 7. Managing Open Spaces, Recreation Areas, Hazard Lands and Urban Agriculture | <ol style="list-style-type: none">1. Managing Community open spaces2. Rehabilitation of Oysterbay Beach3. Managing Urban Agriculture and Green Belts4. Managing Hazards Lands/Sand Extraction |
| 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. Co-ordinating 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 |

Negotiating strategies, formulating action plans and implementing demonstration projects

Illustration 5: Developing strategies



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The working groups proposed immediate, short-and long-term actions which could be undertaken to implement each **specific strategic element of intervention**. 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 extensively for two reasons: (1) to demonstrate the

process of clarifying issues and formulating strategic elements of intervention and action plans; and (2) to illustrate 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.

Managing solid waste

Five sub-working groups handled solid waste management: 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 sub-working group, made up of members from DCC, SDP, PMO, donors, private sector, Regional Administration, University of Dar es Salaam and the Ardhi Institute, commenced in 1992. The campaign entailed removing accumulated waste and establishing collection points in market places, open spaces,

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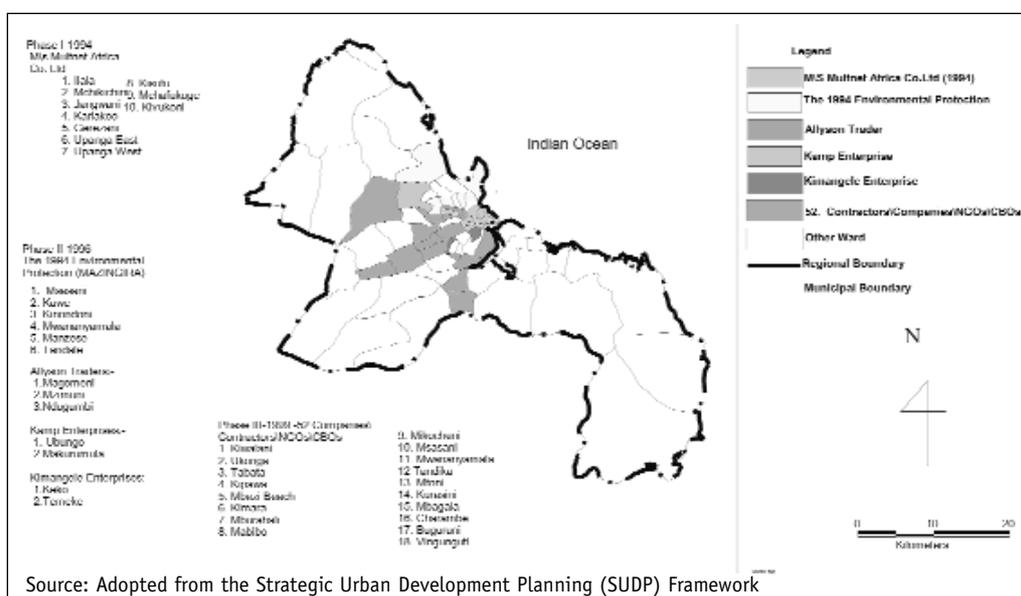
major roads and streets. The PMO, with support from donor countries, raised US \$ 1.4 million for procurement of solid waste collection equipment (bulldozer, a wheel loader, excavator, grader, etc.); spare parts (for repairing 30 garbage collection trucks); opening of a new dump site at Vingunguti; and facilitating day to day refuse collection services. The emergency clean up campaign was successful, and in a short period waste collected 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.

The sub-working group on **privatization of solid waste collection** included members from DCC, SDP, contractors, Ministry of Industry and Trade, Ministry of Health, Ministry of Lands and Housing Development, NIGP, and Councillors. Demonstration projects were started in the town center - with Multinet Africa Company Limited contracted to collect solid waste in ten wards. The project initially faced difficulties as neither the DCC nor the contractor had the experience of dealing with each other in solid waste collection, and the contractor experienced further difficulty in collecting refuse collection charges (RCC).

To facilitate the privatization process, the city put in place a new by-law (Dar es Salaam City Collection and Disposal of Refuse); enforced the by-law and other relevant regulations; and dealt with RCC defaulters. In collaboration with the contractor, the city fathers created public awareness on the privatization arrangement and the roles of the various actors, including the recipients of the service. The failure of the city fathers to deal with RCC defaulters, amongst other things, contributed to the poor performance of the contractor whose collection of solid waste in the central area dropped from an initial 70% peak to 15%. Consequently, the privatization process was temporarily halted and downscaled to cover only 5 wards.

This problem was reviewed and became the foundation for the start-up, in 1996, of phase two of the privatization of solid waste collection. In this phase four additional contractors were consigned to collecting solid waste in an additional 13 designated wards, whilst the remaining 29 wards continued to be served directly by the DCC.

Illustration 6: Privatization of Solid Waste Collection in Phases



Hand in hand with the privatization initiative, another sub-working group tackled the issue of an **alternative disposal site**. An interim dumpsite was identified at Vingunguti. With donor funding, the dumpsite was improved by the construction of a 1.2 km access tarmac road; installation of a weighbridge at the entrance of the dump site; and the construction and equipping of the dumpsite office with a computer for data recording. Other improvements included enhancement of internal roads to facilitate smooth movement of trucks; control of leachate from the dumpsite to Msimbazi River; and the introduction of a refuse disposal charge to meet the operational costs of the dump site. The sub-working group also addressed the need for new disposal sites by evaluating suitability of various potential sites within the Dar es Salaam City region.

The sub-working group on Community Involvement in Solid Waste Management promoted and supported the establishment of CBOs that were interested in participating in solid waste collection activities. The CBOs collected solid waste in their respective informal settlements using pushcarts, delivered it to a transfer point for collection by dump trucks that then transferred the waste to the dumpsite. The CBOs were also engaged in 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 encouraged communities, CBOs and NGOs to promote recycling and composting by sorting solid waste at the source.

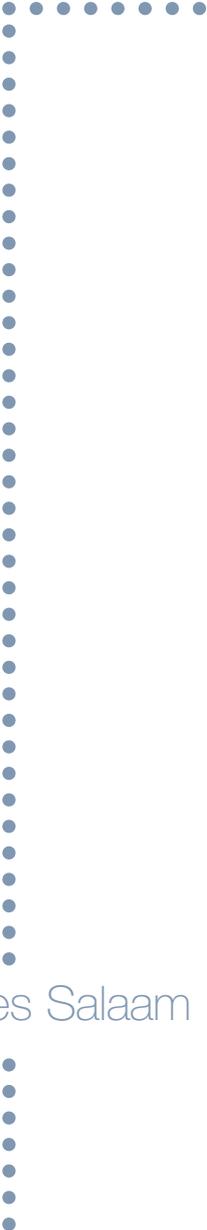
Illustration 7: Results of Partnership in Solid Waste Management



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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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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 trunk infrastructure; and collected all **development project proposals** from the various land servicing and development financing agencies. It also facilitated inter-agency co-ordination to establish priorities and implementation strategies to rehabilitate the Dar es Salaam water supply system. The group developed a demonstration project in Mbwani Dovyia for a revolving site development fund for new housing sites, but this did not materialize due to political reasons.

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

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; ageing sewers; high ground water table; poor accessibility for cess pit exhausters, as well as industrial effluent. A demonstration project was implemented in Sinza 'B' to improve a community-based pit-emptying service. The demonstration project also sought to establish the actual operational costs for exhauster services. It was on the basis of this demonstration project that the costs charged by the private exhauster operators in the city were established. Another innovative demonstration project 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.

Managing air quality and urban transportation

The activities of the various sub-working groups dealing with air quality and urban transportation included:

- Identifying several sites for off-street multi-storey car parking garages;
- Preparing proposals to re-organize vehicular traffic movements to reduce congestion, including introducing an on-street paid parking system and outsourcing its management and rehabilitating the former dump site in Tabata into a lorry park for long distance heavy trucks (so as to bar their entry into the CBD).
- Improving the management of public transportation by building a new central bus terminal a few kilometers from the city center.
- Promoting non-motorized transport (NMT) by planting shade trees along some roads in the city as a means of providing basic facilities for the users of NMT; conducting meetings in each municipality in the city to create public awareness on the need to support and increase the use of non-motorized transport; and preparing proposals to turn some streets into pedestrian walkways.

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

The working group dealing with managing open spaces prepared 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 awareness on the existence of open spaces in their respective areas. Following this, 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** reviewed and prepared a land use plan, secured its formal approval by the Urban Planning Committee (UPC) of the DCC through the SDP Technical Co-ordinating 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.

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, and promoted urban afforestation and beautification by planting trees.

Managing the urban economy and petty trading

Illustration 8: Metal Shelves Provide Space for Pedestrians



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The petty trading and urban economy working groups engaged in various activities aimed at **integrating the informal sector** into the urban economy. The group carried 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

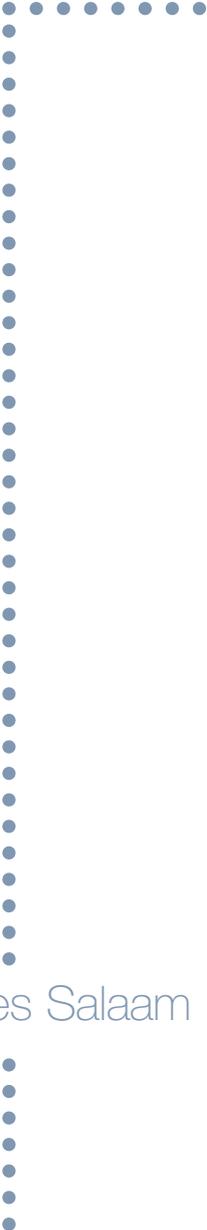
officials and politicians on the need to integrate petty trading in the city economy. This was necessary as the stand of both the central and local (Dar es Salaam city) government was non-tolerance and eviction of petty trading activities from the city.

An inter-ministerial steering committee, formed to deliberate on the working groups' strategies, led to **official recognition of petty trading activities in the city**; provided they followed laid down negotiated terms and conditions of conducting business. As a result, a new policy framework for petty trading was prepared, a draft of which was adopted by the TCC. Sites for demonstration projects were prepared within the city especially along the principal highways. Petty traders had to acquire an agreed type of structure 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 to alternative areas. To accommodate the petty traders, two modern markets – with funding from the National Income Generating Programme (NIGP) – were built in Temeke Stereo and Makumbusho.

Managing un-serviced settlements

The focus of the working group on upgrading un-serviced settlements was on

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upgrading and providing basic services and infrastructure in such settlements. The key output of this group was the implementation of a demonstration project, the **Hanna Nassif community-based labour intensive infrastructure upgrading project**. The lessons learnt from the project were used to replicate the process in other settlements such as Mbezi 'C', Kijitonyama and Tabata neighbourhoods.

The strategies formulated by the working group formed the basis for the Community Infrastructure Programme (CIP). The CIP was a response by the DCC to requests from different communities for assistance in improving infrastructure in their settlements. By using US\$ 50,000 to prepare the CIP, the SDP attracted funding of US\$ 6.3 million from the World Bank's Urban Sector Rehabilitation Project (USRP). The CIP implementation framework was based on partnership between the communities and the public sector. Communities were required to deposit 5 % of the capital investment cost of the infrastructure to be provided as up-front contribution. This initiative showed how SDP demonstration projects succeeded in creating awareness by using little resources to leverage large amount of funds needed for capital investment.

Box 5: Participatory Community-Based and Labour Intensive Infrastructure Upgrading in Hanna Nassif Informal Settlement

Prior to 1992 Hanna Nassif, an informal settlement, lacked basic community services including storm water drains - resulting in frequent flooding. 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 Project. The project took an innovative approach in both its institutional set-up and the use of labour-based community contracting and community management.

The approach

The overall project concept and approach was conceived to meet the needs of the local population, particularly in terms of addressing the basic infrastructure (environmental) problems and alleviating poverty. It was built on the concept that, for sustainability, initiatives should hinge on building local capacity both in socio-economic and technical (imparting skills) terms. The approach directly supported government policy on poverty reduction, which required public, popular and private sectors to, among other things, put concerted effort in deploying labour intensive approaches in infrastructure improvement programmes as well as supporting micro-enterprise economic initiatives.

The specific features of the project approach were:

- Community participation through a Community Development Association (CDA) and the wider involvement of residents in all stages of the project from planning to implementation, maintenance, operation and evaluation.
- Design of infrastructure in collaboration and negotiation with the community so as to incorporate the existing built environment (i.e. without demolition of existing houses that provide affordable shelter and space for micro-enterprises).
- The use of construction techniques that maximize 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 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 the National Income Generating Programme (NIGP) provided the required technical support while the Dar es Salaam City Council played the role of a facilitator and promoter. The funds, obtained from UNDP and the Hanna Nassif community contributions, were managed by NIGP.

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Box 5: Continued

Parallel to 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 of the community-based approach and labour intensive technology include the following:

- More than 23,000 people living in Hanna Nassif no longer experience floods
- Improved accessibility and overall physical environment.
- Water borne diseases have 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. The price of water 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. Of these, over 50 percent were women worker days.
- A number of skills including community-based project management, accounting and artisan training were imparted to various residents. The trained artisans have secured jobs within and outside the settlement.
- Apart from increasing operations among 296 micro-enterprises that existed in 1994, the number of micro-enterprises increased to over 350 in 2000. The overall social-economic environment has therefore changed remarkably.
- Unlike other informal settlements in the city, by the end of 2000 over 70 percent of the property owners were paying property tax, compared to less than 30 percent before 1996.
- The number of community based organizations increased from one in 1996 to 4 in year 2000. Further, various skills have been imparted to CBOs in the city. The morale and initiatives of the civil society - particularly participation of residents - in matters that concern their living environment has increased remarkably.

2.4 The Outcome and Challenges of the EPM process

Clearly, the SDP, through the EPM approach 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 working groups to address the 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 service delivery and the environmental situation in the city.
- 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.

Despite the high success accorded by the project, the process also faced **a number of constraints**:

- 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 junior and had no power to make decisions on behalf of their institutions.

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Sometimes representatives of various institutions were junior and had no power to make decisions on behalf of their institutions.

- Inadequate technical assistance to the working groups, particularly during project preparation.
- Insufficient funds to implement the demonstration projects and prepared action plans, leading to demoralization of the participating stakeholders
- Lack of technical support and co-operation from some key departments of the Council, especially during the initial stages of the process.
- Inadequate transport facilities to support the collection of basic information by the working 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.
- The SDP did not establish a system for regularly monitoring its activities, nor was any base-line data established against which project progress could be measured. Consequently, the Environmental Profile prepared in 1992 has not been systematically updated despite the significant changes that have been experienced in Dar es Salaam.
- Lack of a systematic and sustainable method of supporting working group activities.

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

At the end of Phase II of SDP, an attempt was made to integrate SDP in the Dar es Salaam City Council organizational structure. At this time the Management Support Unit (MSU) and the newly established Urban Authorities Support Unit were **decentralizing the DCC into three autonomous municipalities**. After lengthy deliberations it was proposed to establish a Planning and Co-ordination Department (PCD) at both the city and municipal levels. The main function of the PCD at city level would be to undertake forward planning and overall co-ordination functions. However, this proposal was not fully implemented during the restructuring of the city. Although a PCD has been established at both city and municipal levels it neither functions according to the proposal nor is it composed of the proposed departments.

Illustration 9: Dar es Salaam City Hall



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

3.1 Overview

The preparation of a **Strategic Urban Development Plan (SUDP)** to replace the Dar es Salaam Master Plan was one of the key objectives of the Sustainable Dar es Salaam Project (SDP). Although a draft document “stakeholders’ version” was ready in 1999; even today, the SUDP has not legally superseded the 1979 Master Plan.

The key actors involved in the preparation of the SUDP were Dar es Salaam City Councillors and technical staff, utility agencies, private sector, NGO’s/ CBO’s, central government departments and donors.

Strategic urban development planning (SUDP) framework

An overall framework for guiding future growth and development is an important tool for **informed strategic decision-making**. A strategic urban development planning framework (SUDPF), also called ‘strategic urban management framework – SUMF’, is a compilation and synthesization of the issue-specific strategies and action plans of the EPM process. It is, as indicated in the stakeholders’ edition of the SUDP, “a dynamic framework in which urban development activities can be co-ordinated via exchange of information, leveraging of resources and purposeful partnerships.”

3.2 The Process of Aggregating Strategies

By the end of 1996 the working groups had produced strategies and action plans for 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 day stakeholders’ consultation ‘Co-ordinating City Development and Management’, held in October 1996.

At the consultation, the different actors presented their present and future programmes and projects and how they related to the 1979 Master Plan. Working groups mapped out areas of agreement and areas of conflict. In cases where there were **competing urban development and city expansion issues**, these were resolved through a system of mini-consultations.

The strategies and action plans required spatial analysis, compiling and aggregating. The spatial analysis entailed processing the issue-specific information collected through the working groups and converting it into **spatial form**. Areas with varying degrees of suitability for different activities were defined in order to generate a composite land use pattern developed on the basis of coherent rules and principles.

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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 adding manually prepared maps into the system through digitization. Through the EMIS, major land uses in the city were classified, and different land use maps were then overlaid to determine areas with competing land use.

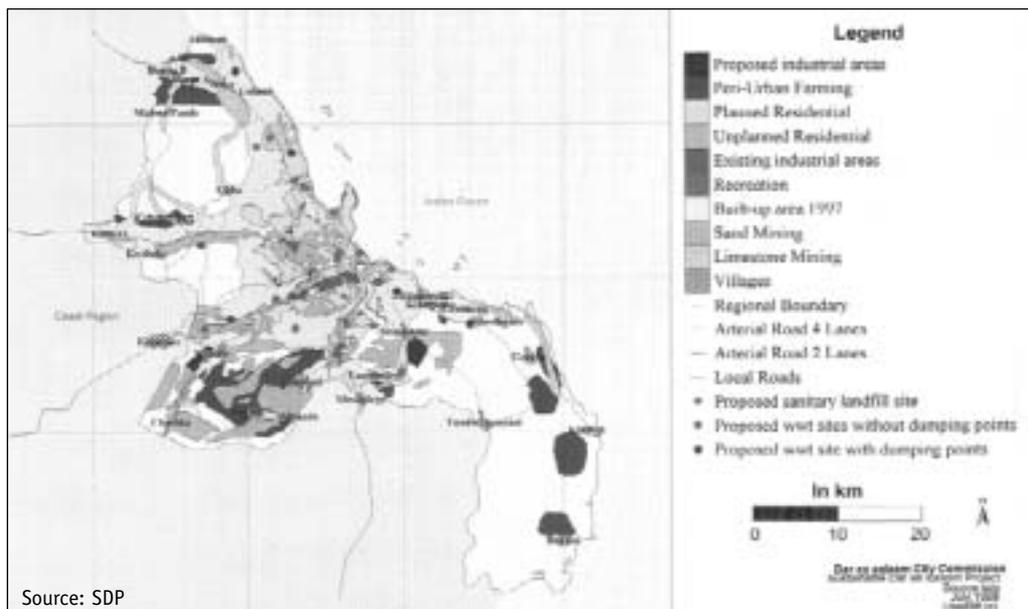
Urban renewal

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.

An 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**. This enabled identification of areas 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. Each of the identified potential redevelopment areas was ranked in accordance with predetermined, weighted criteria and then categorized into three zones. A map was produced showing the final prioritized potential areas for redevelopment and investment. Similarly, areas for **city expansion** were identified. Moreover, as a wealth of information was available through the system, routine questions such as "site selection" and project design" could be easily answered.

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Illustration 10: Dar es Salaam City Land Use





In the course of preparing the SUDP for Dar es Salaam, the following questions were raised:

- 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?
- In what detail should the SUDP address land use planning and development control issues, and is a land use plan mandatory?

Before the SUDP was finalized, experts from various agencies and institutions addressed the above questions at a one-day workshop. The workshop concluded that SUDP is in principle strategic with respect to its coverage, contents, preparation processes and resources. It qualifies to be a strategic development-planning framework because it focuses on critical issues that are defined by the stakeholders.

SDP's work on preparation of the 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 evidence of capacity built in strategic environmental planning. It is this experience that the **national replication** of the EPM process draws upon.

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CHAPTER 4: CONCLUSIONS AND LESSONS OF EXPERIENCE

Conclusions

1. A culture of collaboration and partnership in planning and management has been built.
2. EPM has contributed to improved governance and poverty reduction.
3. Knowledge on the EPM process and skills for its application has been accumulated.

Lessons of experience

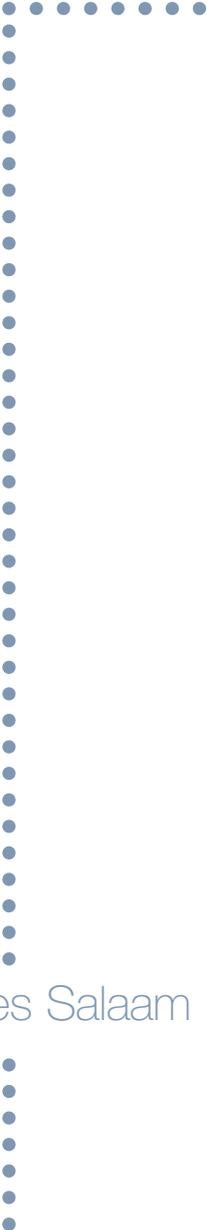
1. There is need for a central technical support and co-ordination unit to be established and anchored in the relevant central government office.
2. Capacity building and participatory processes require sufficient time.
3. Sensitization and mobilization of stakeholders should be continuous.
4. A committed, motivated and technically informed leadership is instrumental for EPM.
5. Monitoring and documentation should commence on project initiation otherwise a lot of experience is lost - the consequences being, among others, repeating mistakes.
6. Capacity building programmes should emphasize learning by doing, and learning from good and bad examples, etc.
7. Over reliance on donor funding may undermine, rather than enhance local initiatives, commitment and eventually sustainability of environmental improvements.
8. 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.

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ANNEX

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UN-HABITAT



UNEP

Dar es Salaam is the industrial and commercial centre of Tanzania, serving the nation (and several neighbouring land-locked countries) through its natural harbour and communication linkages. Its population is approximately 2.3 million, with an estimated growth rate of 8%, one of the highest in Sub-Saharan Africa. Rapid growth has provided the urban population with many economic opportunities, but has also led to the rapid deterioration of environmental conditions. This has limited national and city economic development, and has adversely affected the health and welfare of the city's residents. 70% of the city's population live in unplanned settlements. These are characterised by lack of basic urban infrastructure services including water supply system, proper sanitation facilities, access roads, drainage and proper waste management system. As an SCP Demonstration City, Dar-es-Salaam's entry objective was to apply the EPM process in preparing the city's Strategic Urban Development Plan (SUDP) that would "replace" the city's outdated Master Plan.

Priority issues

- Solid Waste Management
- Upgrading Unserviced Settlements
- City Expansion and Urban Renewal
- Air Quality Management and Urban Transport
- Surface Water and Liquid Wastes management
- Management of Open Spaces, Recreational Areas, Hazard Lands, and Urban Agriculture
- Managing Coastal Resources

Other priority issues

- Coordinating city centre renewal
- Management of environmental hazards
- Management of recreational resources and tourism attractions
- Managing the economy and integrating petty trading



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Main dates

- 1991 Dar es Salaam becomes the first Sustainable Cities Programme (SCP) Demonstration City
- mid-1992 City Environmental Profile finalized. City's environmental resource base analysed. Institutional arrangements described
- August 1992 First City Environmental Issues Consultation. Key environmental issues prioritized for project attention. Dar es Salaam Declaration agreed.
- 1993 Series of issue-specific Mini-Consultations
- 1995 Implementation of Working Group action plans
- June 1996 Project participates in Best Practices Exhibition for Habitat II in Istanbul
- June 1996 City Consultation on Coordinating City Development and Management
- August 1996 Consultation for the National Sustainable Human Settlement Development Plan
- January 1997 Consultation for the Strategic Urban Development Plan
- 1998 Consultation on decentralised city management, forming municipalities
- August 2001 Consultative meeting of key stakeholders to discuss and approve SUDP
- 1999 Preparing replication in Itala, Kinondoni, and Tembeke municipalities
- 2001 Municipal consultations in Itala, Kinondoni, and Tembeke
- 2002-03 Municipality strategy and action plans on priority environmental issues

The project is implemented by Dar es Salaam City Council together with its 3 municipalities, and local partners such as: Ministry of Lands and Human Settlements, the President's Office Local Government and Regional Administration, Ministry of Tourism, Natural Resources and Environment, Ministry of Water, Energy and Minerals, Ministry of Finance, Ministry of Health, Ministry of Works, Communication and Transport, Principal Secretaries, and Ministry Desk Officers; National Planning Commission, National Land Use Planning Council; Mkoa (city sub-ward) Chairmen, Ward Executive Officers; the Merchants Chamber; University College of Land and Architectural Studies (UCLAS); University of Dar es Salaam; Community Based Organizations in Mbezi C, Kijitonyama, Tabata, Kinondoni Shamba, Hanna Nassif Community Development Committee; Coopfarms Development Association, TANIGO, Environmente, TACOSODE, MUVITA.

Multilateral and bilateral partners

Belgium; Canada (IDRC); Germany; Ireland; Japan (JICA); Sweden; Ford Foundation; the European Union; ILO; UNDP; UNW; SIDO; IOTZ; UN-HABITAT; UNDP; World Bank



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