



UN HABITAT

Regional and Technical Cooperation Division



TANZANIA: BAGAMOYO URBAN SECTOR PROFILE



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UNITED NATIONS HUMAN SETTLEMENTS PROGRAMME
REGIONAL AND TECHNICAL COOPERATION DIVISION

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FOREWORD



The annual urban growth rate in Sub-Saharan Africa is almost 5 percent, twice as high as in Latin America and Asia. It also has the world's largest proportion of urban residents living in slums, which today are home to 72 percent of urban Africa's citizens representing a total of some 187 million people. As more and more people

seek a better life in towns and cities, the urban slum population in Africa is projected to double every 15 years in a process known as the urbanisation of poverty. African cities are thus confronted in the new Millennium with the problem of accommodating the rapidly growing urban populations in inclusive cities, providing them with adequate shelter and basic urban services, while ensuring environmental sustainability, as well as enhancing economic growth and development.

UN-HABITAT is the lead agency for implementation of Millennium Development Goal (MDG) 7, Target 10 (reducing by half the number of people without sustainable access to safe drinking water), and Target 11 (achieving significant improvement in the lives of at least 100 million slum dwellers by 2020).

As part of our drive to address this crisis, UN-HABITAT is working with the European Commission to support sustainable urban development in African, Caribbean and Pacific (ACP) countries. Given the urgent and diverse needs, the agency found it necessary to develop a tool for rapid assessment to guide immediate, mid and long-term interventions. In 2002, based on the European Commission's Consultative Guidelines for Sustainable Urban Development Co-Operation, UN-HABITAT successfully implemented an Urban Sector Profile Study in Somalia for the first time. The Study resulted in the identification and implementation of three major programmes with funding from a variety of donors.

In 2004, UN-HABITAT's Regional Office for Africa and the Arab States took the initiative to develop the approach further for application in over 20 countries. This was achieved in collaboration with other departments within the agency – the Urban Development Branch with the Urban Environment Section, the Global Urban Observatory, the Shelter Branch, the Urban Governance Unit, the Gender Policy Unit, the Environment Unit and the Training and Capacity Building Branch. This new corporate approach is known as Rapid Urban Sector Profiling for Sustainability (RUSPS). The implementation of RUSPS was launched thanks to contributions from the

Governments of Italy, Belgium and the Netherlands.

The idea behind the urban profiling is to help formulate urban poverty reduction policies at the local, national and regional levels through a rapid, participatory, crosscutting, holistic and action-orientated assessment of needs. It is also aimed at enhancing dialogue, awareness of opportunities and challenges aiming at identifying response mechanisms as a contribution to the implementation of the MDGs.

The urban profiling addresses four main themes: governance, slums, gender and HIV/AIDS and environment. It seeks to build a national profile, and three settlements representing the capital or a large city, a medium-sized city, and a small town. The profiles offer an overview of the urban situation in each participating city through a series of interviews with key urban actors. This is followed by a city consultation where priorities are agreed. City-level findings provide input for the national profiling that is combined with a national assessment of institutional, legislative, financial and overall enabling frameworks and response mechanisms. The profiles at all levels result in supporting the formation of city and national strategies and policy development. Additionally, the profiling facilitates sub-regional analyses, strategies and common policies through identification of common needs and priorities at the sub-regional level. This provides guidance to international external support agencies in the development of their responses in the form of capacity building tools.

In Tanzania, the profiling was undertaken under the principal leadership of Professor B.B.K. Majani, of the University College of Lands and Architectural Studies (UCLAS), and national and local authorities. This initiative has been carried out locally in Dar es Salaam, Bagamoyo, and Morogoro as well as nationally. The National Urban Profile focuses on the findings of a desk-study, interviews with key actors and a town consultation with key urban actors and institutions. Consultation participants agreed to address the salient urban issues including poverty, insecurity, corruption, pollution and crime all problems that negatively affect investments and economic development. A consensus was reached on priority interventions in the form of programme and project proposals to be implemented.

I wish to acknowledge the contributions of Mr. Mohamed El Sioufi, who developed the urban profiling concept, the Programme Manager Alain Grimard and Kerstin Sommer who is coordinating. I also wish to cite those members of staff for their role in helping produce this report. They include Alioune Badiane, Lusungu Kayani, David Kithakye and Raakel Syrjanen.

I would like to wish the Government of Tanzania through the Ministry of Lands and Human Settlements Development, Ministry of Regional Administration and Local Government, and Ministry of Natural Resources & Tourism, city mayors, local government officials, authorities, and students and professors from UCLAS Town Councillors, and all those who have participated in and supported this initiative every success in its implementation. I also look forward to supporting further their efforts in the development of Tanzania.

I would like to express my deepest gratitude and acknowledge the tireless efforts of both Professor B.B.K. Majani, Deputy Principal of Planning, UCLAS and Professor F. Halla, former Dean of Architecture & Planning, University of Dar es Salaam who supported and committed themselves towards this initiative. May they rest in peace.



Anna Kajumulo Tibaijuka
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and Executive Director,
UN-HABITAT

EXECUTIVE SUMMARY

INTRODUCTION

The Urban Profiling is an accelerated and action-oriented urban assessment of needs and capacity building gaps at local and national levels. It is currently being implemented in over 20 countries in Africa and Arab States. The urban profiling uses a structured approach where priority interventions are agreed upon through consultative processes. The RUSPS methodology consists of three phases: (1) a rapid participatory urban profiling, at national and local levels, focusing on Governance, Slums, Gender, HIV/AIDS, and Environment and proposed interventions; (2) detailed priority proposals; and (3) project implementation. RUSPS in Tanzania encompasses a national profile, as well as profiles for Bagamoyo, Dar-es-Salaam, and Morogoro, each published as a separate report. This is the Bagamoyo report and it constitutes a general background, a synthesis of the four themes, Governance, Slums, Gender and HIV/AIDS, and Environment, and priority project proposals

BACKGROUND

Bagamoyo is located in the Bagamoyo District of Tanzania. It lies 75 kilometres north of Dar es Salaam on the coast of the Indian Ocean. Bagamoyo District is endowed with an extraordinary historical and cultural heritage and was recently designated a United Nations Educational, Scientific, and Cultural Organization (UNESCO) World Heritage Site. This heritage is based on the 19th century slave and ivory trade between the East African inland and the Zanzibar-based sultanate. Holding 0.65 percent of the total national population, the district generates about 12 percent of the national gross domestic product. Bagamoyo had an urban population growth rate of 2.4 percent between 1988 and 2002. During the same time period, the national population growth rate was under 2 percent. Indeed, Bagamoyo District has been one of the fastest growing districts in Tanzania. Its built-up area covers 17 km² of the total 65 km².

As Bagamoyo continues to mushroom, urban poverty is becoming an issue of growing concern. Sixty-five percent of Bagamoyo's population lives in unplanned settlements with limited basic services. National economic and social policy changes have influenced the development of Bagamoyo. The introduction of the Environmental Planning and Management (EPM) process, after its success in Dar es Salaam, has promoted growth that is sustainable and has improved the management of Bagamoyo. The replication of the Sustainable Dar es Salaam Project has also promoted environmentally sustainable development.

GOVERNANCE

Bagamoyo served as the capital of Tanganyika from 1889 to 1891, and in 1929 it was awarded the status of a township. Bagamoyo was among the cities selected in Tanzania for an ongoing local government reform programme study. The reform programme embraces tenets of decentralisation while also improving service delivery and community participation, as evidenced by the Decentralisation by Devolution (D-by-D) programme in Dar es Salaam. The D-by-D programme focuses on the devolution of functions, roles, responsibilities, powers, and resources from central to local government. Strong central control and inadequate financing tend to weaken D-by-D programme implementation in Bagamoyo. An effective communication strategy on the essentials of D-by-D has not yet been created for residents and politicians in the district. Political interference and weak administrative capacities have also constrained effective service delivery by the Bagamoyo District Council (BDC). Interventions aimed at strengthening institutional coordination mechanisms within the district are needed to improve the city management of the D-by-D programme. Through improved communication and information exchange, the community will also share a role in the governance reform process.

SLUMS

About 65 percent of Bagamoyo's population lives in unplanned and unserviced settlements. Poor land development coordination and control, inadequate policy enforcement, poor local level involvement, and unaffordable and inadequate housing for low-income families have led to the proliferation of unplanned settlements. These settlements generally have poor services and unsanitary conditions, and house a mixture of high-, medium-, and low-income earners, most of whom experience insecure tenure. The Government of Tanzania has tried to implement land development policies to cater for the growing population. As with other places in Tanzania, the government has tried to replicate in Bagamoyo the EPM process used for the Sustainable Dar Es Salaam Project by putting in place a series of local reform programmes. These include the Community Infrastructure Upgrading Project, land banking, low-cost plot allocation, affordable housing, transport improvement, petty trade integration, land regularisation, and local tourism promotion.



GENDER AND HIV/AIDS

Men and women face different opportunities in Bagamoyo. As seen in other parts of the country, males tend to have greater access to education and leadership positions than women. Although there are now legal and statutory provisions that allow women into the workforce, attitudes are hard to change.

HIV/AIDS infection rates are high in Bagamoyo. Certain measures, such as media campaigns, the distribution of condoms, and HIV testing, have promoted awareness and education, but greater coordination among stakeholders and key actors is needed to effectively respond to the epidemic.

ENVIRONMENT

The BDC is unable to regulate the devastating effects of urbanisation on the environment. The existing policies and regulations have been inadequate and inappropriate for dealing with the rapidly growing population. Slum development is widespread and mostly ignored by local authorities. Council authorities are also unresponsive to the conservation issues and challenges the slum proliferation in Bagamoyo creates. As a historical site, the city can only be preserved through establishing and enforcing a comprehensive conservation policy. As in other urban centres in the country, increasing rates of unemployment and underemployment in the formal sector have given rise to the proliferation of informal sector activities. Unfortunately, informal activity has caused further congestion and increased levels of air pollution within Bagamoyo. The BDC must find a way to incorporate the informal sector into the formal market without compromising the quality of the environment.

BACKGROUND

INTRODUCTION

The Urban Profiling

The Bagamoyo Urban Profiling consists of an accelerated, action-oriented assessment of urban conditions, focusing on priority needs, capacity gaps, and existing institutional responses at local and national levels. The purpose of the study is to develop urban poverty reduction policies at local, national, and regional levels, through an assessment of needs and response mechanisms, and as a contribution to the wider-ranging implementation of the Millennium Development Goals (MDGs). The study is based on analysis of existing data and a series of interviews with all relevant urban stakeholders, including local communities and institutions, civil society, the private sector, development partners, academics, and others. The consultation typically results in a collective agreement on priorities and their development into proposed capacity-building and other projects that are all aimed at urban poverty reduction. The urban profiling is being implemented in over 20 African and Arab countries, offering an opportunity for comparative regional analysis. Once completed, this series of studies will provide a framework for central and local authorities and urban actors, as well as donors and external support agencies.

METHODOLOGY

The Participatory Slum Upgrading Programme consists of three phases:

Phase one consists of rapid profiling of urban conditions at national and local levels. The capital city, a medium-sized city, and a small town are selected and studied to provide a representative sample in each country. The analysis focuses on four themes: governance, slums, gender and HIV/AIDS, and the environment. Information is collected through standard interviews and discussions with institutions and key informants, in order to assess the strengths, weaknesses, opportunities, and threats (SWOT) of the national and local urban set-ups. The findings are presented and refined during city and national consultation workshops, and consensus is reached regarding priority interventions. National and city reports synthesise the information collected and outline ways forward to reduce urban poverty through holistic approaches.

Phase two builds on the priorities identified through pre-feasibility studies and develops detailed capacity-building and capital investment projects.

Phase three implements the projects developed during the two earlier phases, with an emphasis on skill development, institutional strengthening, and replication.

This report presents the outcomes of **Participatory Slum Upgrading Programme Phase One** at the local level in Bagamoyo.

URBAN PROFILING IN BAGAMOYO

The urban profiling in Bagamoyo is one of three similar exercises conducted in Tanzania; Morogoro, a town on the lower slopes of the Uluguru Mountains, and Dar es Salaam, the capital city, are the other profiled centres.

Bagamoyo District Council (BDC) representatives, the municipal director, Municipal Urban Planning Committee members, and the Council Management Team participated in the consultation process. The aim was to discuss priority areas for the improvement of municipal development and to share practical policy ideas in order to integrate a wide range of urban development stakeholders in a single response mechanism.

REPORT STRUCTURE

This report consists of:

1. a general background of the urban sector in Bagamoyo, based on the findings of the Bagamoyo assessment report, a desk study, interviews, and a consultation held in Bagamoyo on 13–18 September 2005 (see back cover for a list of participants in the City Consultation and a bibliography). The background includes data on administration, urban planning, the economy, the informal sector, the private sector, urban poverty, infrastructure, water, sanitation, public transport, street lighting, energy, health, and education;
2. a synthesis of the four main theme areas – governance, slums, gender and HIV/AIDS, and environment – in terms of the institutional set-up, regulatory framework, resource mobilisation, and performance (this second section also highlights agreed priorities and includes a list of identified projects); and
3. a SWOT analysis and an outline of priority project proposals for each theme. The proposals include beneficiaries, partners, estimated costs, objectives, activities, and outputs.

ADMINISTRATION

Highly centralised decision making at the national and local levels hinders the ability of the BDC to respond to the needs of Bagamoyo residents. The growing population requires additional basic services and infrastructure such as housing, water, sanitation, and roads. With resources already strained, the BDC lacks the capacity to meet the rising demand for basic urban services.

The BDC earns most of its revenue from property taxes. City service levies, billboards, signboard levies, market duties, grants, donations, government subsidies, and community contributions make up the rest of public funds. The 2001 Public Finance Management Act and the 2004 Procurement Act help guide the use and reporting of public funds and public entities. Financial accountability has been undermined in the past, as different legislation has been applied for different entities. Furthermore, legislation regulating financial management has traditionally focused narrowly on expenditure control.

URBAN PLANNING

The 1980 Bagamoyo Master Plan, prepared by staff in the Master Plan Section of the Urban Development Department in the Ministry of Lands and Human Settlements Development, guides the conservation and development of Bagamoyo. The plan incorporates and applies language from the Town and Country Planning Ordinance rather than the Tanzanian Antiquities Act of 1964. The Town and Country Planning Ordinance favours urban development, while the Antiquities Act favours conservation. Planning schemes prepared for Bagamoyo as a whole have been based on the ordinance and therefore have not mixed well with the legislation slated for the conservation of the historical neighbourhood known as Stone Town. However, the Antiquities Department of the Ministry of Natural Resources and Tourism has stationed staff in Bagamoyo to enforce the Antiquities Act and the 1988 Bagamoyo Stone Town Conservation and Development Plan to ensure that conservation is made a priority. Still, limited resources prevent the Antiquities Department from adequately enforcing conservation rules. At the same time, the Tourism Department of the Ministry of Natural Resources and Tourism has worked out strategies to promote tourism in Bagamoyo.

Carrying out any sort of development in Bagamoyo's Stone Town has proven to be quite controversial and difficult. Building codes and regulations are based on the Tanzanian Antiquities Act of 1964. Planning, management, and development practices must therefore comply with the conservation objectives stipulated in the act. Thus, the ongoing challenge for development stakeholders in Stone Town is finding a way to carry out urban development while maintaining Bagamoyo's heritage and remaining cognisant of the historical monuments and cultural structures.

THE ECONOMIC SITUATION

Bagamoyo's economy is largely based on agriculture and animal husbandry, activities that involve 90 percent of the district's population. Other economically reliable activities include fishing, hunting, commerce (chiefly agro-trade), industrial development, informal and artisan activities, and tourism. These activities serve as an economic mainstay for the district. The district's per capita income in 2002 was estimated to be 128,000 Tanzanian shillings (roughly US\$ 250) per year, well below the national per capita income of roughly US\$ 260 per year. Although the 2002 figure was low, implementation of the poverty reduction strategy has helped raise current per capita income levels in Bagamoyo to more than US\$ 320.

Employment and earnings in the service sector (including wholesale and retail trade, supermarkets, restaurants, and hotels) have increased over the years. The increase can be attributed to the fact that the district is a major centre for the commercial and agricultural sectors. Trade in farm machinery and other agricultural inputs has played a major role in strengthening Bagamoyo's economy. However, the growth in employment and earnings is not proportionate to the growth in the labour force. This has continued to create high levels of dependency and poverty.

THE INFORMAL AND PRIVATE SECTORS

A large part of Bagamoyo's labour force is employed within the informal sector. Operating mainly from stalls, both mobile and stationary, hawkers and kiosks are quite common on the streets and in the residential areas of Bagamoyo. Informal work provides earnings for those outside the formal employment sector and also for those looking for additional income. Although informal activity is bustling along major road junctions and bus terminal areas in Bagamoyo, the district council has not been supporting or regulating the informal sector. Lack of infrastructural support and inadequate policies for the sector have constrained the economic development of the district and created spatial disorder, especially in the informal settlements. Hawkers, kiosks, carpenters, retail traders, and others employed in the informal sector have lacked adequate space to carry out legitimate business activities because they are not incorporated into formal planning. Urban planners must now designate space for informal activities and the local council should recognise the informal sector as an important element of poverty reduction in the district.

URBAN POVERTY

Urban poverty is an issue of growing concern in Bagamoyo. According to the 2004 Poverty Reduction Strategy Paper for Tanzania, the majority of the population lives below the poverty line of US\$ 1 a day. Rapid informal settlement growth in the district has created poor sanitary conditions for residents. Many people lack access to running water and sanitation. Holistic and participatory pro-poor policies need to be adopted to address the urban poverty in Bagamoyo.

URBAN INFRASTRUCTURE AND BASIC SERVICES

Urban infrastructure and basic services are poor or non-existent in the informal settlements. The growing population of Bagamoyo has increased the demand for housing, water, sanitation, and roads. As resources are strained, local authorities have struggled to meet these demands. The private sector can contribute to the management and delivery of services and partnerships between the BDC and the private sector should be encouraged. Through financial and technical support, the BDC can remove regulations and other constraints hindering the participation of the private sector.

WATER

In an effort to improve the supply of water, Bagamoyo District Council constructed more bore wells and systems for rainwater harvesting. The district has also implemented two piped water supply projects. By 2002, 50 percent of Bagamoyo's population was receiving clean, safe water. Residents are now able to concentrate efforts and resources on other poverty reduction activities.

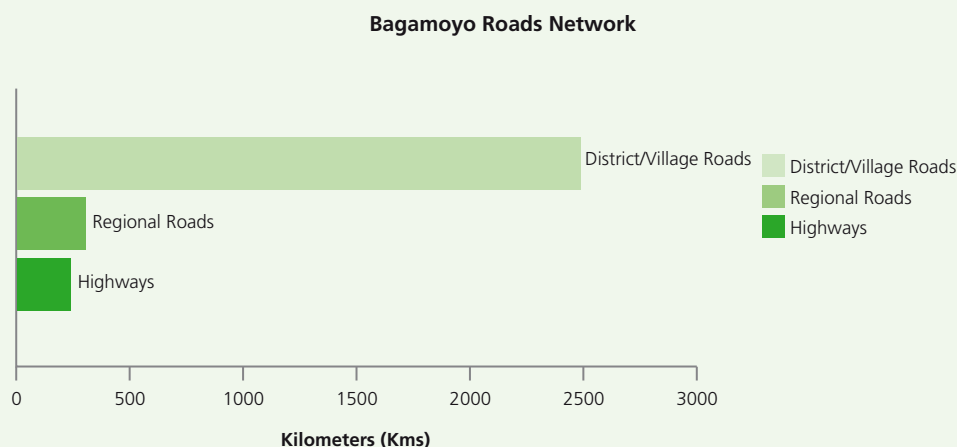
SANITATION AND REFUSE COLLECTION

There is a lack of street cleaning and garbage collection in Bagamoyo. Many residents throw their refuse on the streets, clogging them with heaps of garbage. Others burn their trash, and the toxic fumes pollute the air. Few areas (including Stone Town) are serviced. The BDC needs to establish garbage collection points throughout the district, including the poor areas. This will involve the provision of garbage cans and sanitation services. If the BDC is unable to provide adequate services, it should work with the community and identify small-scale providers, such as non-governmental organizations (NGOs) and community-based organizations (CBOs), to provide refuse collection and sanitation services for the district.

PUBLIC TRANSPORT

Bagamoyo District has a road network of 3,033 km: 236 km are highways, 297 km are regional roads, and 2,500 km are rural district and village roads. Through the implementation of the poverty eradication strategy "Vision 2025", Bagamoyo District has, in collaboration with other stakeholders, facilitated the construction of the Dar es Salaam-Bagamoyo road and has been able to maintain 55 km of district roads. Due to the improved roads, the frequency at which roads are constructed and services delivered has increased, stimulating further commercial and agriculture growth in the district.

FIGURE 1: TYPES OF ROADS IN BAGAMOYO



STREET LIGHTING

In Bagamoyo's Stone town, there are virtually no street lights in operation. After nightfall, the town becomes very dark, impacting on pedestrian security. Sidewalks and roads in Bagamoyo are not maintained; the big holes and cracked pavements also impede pedestrian safety at night, when visibility is low. The BDC should make an effort to identify private companies to construct street lights in town to improve overall security and safety.

SOURCES OF ENERGY

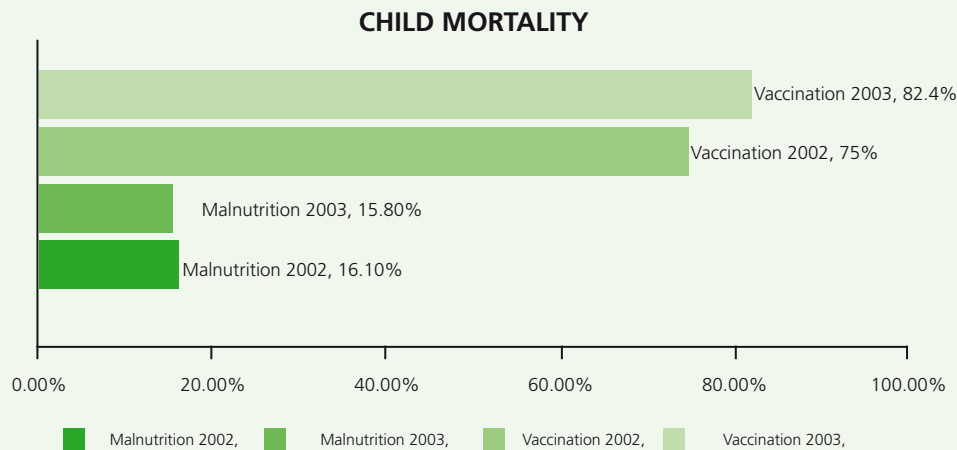
The Tanzania Electric Supply Company Limited (TANESCO) provides most of the electricity in the country. Tanzania has large reserves of energy resources – including natural gas, coal, and water – to provide power. Electricity in Tanzania is mostly hydro-based, and there are three main stations around the country.

TABLE 1: HEALTH PROVISION STATIONS

TYPE OF HEALTH SERVICE	OWNERSHIP		TOTAL
	Government	Private	
Hospital	1	0	1
Health Centre	4	1	5
Dispensary	20	12	32

Source: District officials interview – Health Department, 2005

FIGURE 2: CHILD HEALTH STATISTICS



HEALTH

Bagamoyo District has a total of 38 health service stations, as shown in Table 1 below.

This number of health facilities is inadequate and does not fulfil the needs of the population, leaving the doctor-to-patient ratio highly unbalanced. Doctors are unable to attend to all patients in a timely fashion.

On the bright side, indicators in children's health have improved. Overall, children's vitamin A supplements have increased by 5.8 percent, mortality rates for children have gone down, and the number of vaccinations has gone up.

Dispensaries have been constructed and the district hospital has been rehabilitated. Malaria prevention education has been offered to organized committees in 16 villages. A "revolving fund" has been established to purchase mosquito nets and mosquito disinfectant for people living in the district.

Informal business activities taking place within the city are not only causing spatial disorder, they are also reducing the BDC's revenue gains. Since operations are taking place without following established regulations, no one is obtaining the necessary licences and rights to operate. The council is losing revenue ordinarily received in exchange for such licensing. Lack of space, inadequate financing, and poor and uncontrolled transport and transportation systems contribute to the increased congestion in the city. Urban planning should be inclusive of informal activity by working to incorporate the sector into future city planning strategies.

EDUCATION

Bagamoyo District has 110 primary schools. Through the Primary Education Development Programme, the district has managed to construct 201 classes. Under the programme, primary school enrolment has increased 77 percent, 109 percent, and 93 percent in 2001, 2002, and 2003 respectively.

The district, in collaboration with other stakeholders, has also built 28 houses for primary school teachers. The classroom and residential construction has greatly improved the general working, living, and learning environments for both students and teachers. As student enrolment is on the rise, resources should be allocated accordingly.



GOVERNANCE

Bagamoyo served as the capital of Tanganyika from 1889 to 1891, and in 1929 Government Notice No. 120 awarded it the status of a township. Bagamoyo was among the cities selected in Tanzania for an ongoing local government reform programme study. The approach adopted under the reform programme is Devolution by Decentralisation (D-by-D). Aimed at improving service delivery and participatory community planning, D-by-D focuses on the devolution of functions, roles, responsibilities, powers, and resources from the central government to the local government authorities and local communities.

According to the Local Authority Act of 1982, a council made up of elected councillors, local members of parliament, and five or six members nominated by the Ministry for Local Government govern the BDC, as a local government authority in Tanzania. Urban authorities are classified as town, municipal, and city councils. Urban authorities govern through standing committees made up of councillors and a number of local officials. The committees are in charge of setting up policies and evaluating project implementation. Additionally, councils have departments that are usually technical in nature and are part of the administrative set-up of the council, with both technical and administrative staff. Bagamoyo District Council has five main urban governance departments, which include a full council and standing committees from departmental to ward/village levels.

THE INSTITUTIONAL SET-UP

- The city falls under the coastal zone, which has one coordinator for Dar es Salaam, Pwani, Morogoro, and Tanga. Strong central control and inadequate financing at the local level weaken and constrain the structure. Administratively, Bagamoyo has 16 wards.
- The Ministry of Local Government supervises, supports, and manages the city's resources.
- The BDC lacks information from the central government on governance reforms and programmes such as the D-by-D programme. There is no communication strategy in place for urban stakeholders, leaders, and the community on the objectives of the programme.
- The BDC does not have a regular orientation programme in place to ensure that all personnel are clear on the essentials of D-by-D, knowledgeable of national and international developments on emerging governance policies and initiatives, or in the position to act as advocates for governance reform programmes.
- Political interference and weak administrative

capacity constrain the effective service delivery of the city council.

- Local council authorities have a poor understanding of private and informal sector potential, in terms of economic development and partnerships.
- The internal audit functions in the city are absent or weak.



PERFORMANCE AND ACCOUNTABILITY

- The government has provided benchmark indicators for measuring progress for effective local governance¹. Performance of the local government is measured according to these indicators.
- Through the provision of medicine, the supply of mosquito nets, the construction of health dispensaries, and the rehabilitation of the district hospital, health services have improved in the district.
- Relative to the general population, health centres and medical experts are still in low supply.

AGREED PRIORITIES

- Draft and implement a communication strategy on the essentials of the D-by-D programme within the BDC.
- Implement the D-by-D programme.
- Strengthen institutional collaboration among the private sector, the informal sector, and all urban stakeholders.
- Improve local governance benchmarking by creating suitable indicators.
- Launch a research programme on revenue expansion.

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N°1

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Citywide Local Government Reform Programme.



¹ Governance benchmarks are based on the following indicators: democracy, community participation, rule of law, integrity of leaders and workers, transparency, accountability, executive/administrative efficiency, gender mainstreaming, planning procedures, planning skills and resources available, and planning interventions.

SLUMS

Bagamoyo has more than 70 unplanned and unserviced settlements, housing about 65 percent of the population. A mixture of high-, medium-, and low-income earners live in these settlements, which are characterised by poor service delivery, insecure tenure, and unsanitary conditions. Poor land development coordination and control, inadequate policy enforcement, poor local level involvement, unaffordable and inadequate housing for low-income families, and poor systems for monitoring construction have combined with increasing poverty levels to lead to the steady rise of unplanned settlements. The BDC has implemented land development policies and planning approaches to remedy the existing situation and to encourage investment in the district. It has tried to replicate the Environmental Planning and Management process used in the Sustainable Dar Es Salaam Programme in 1992 by implementing a series of local reform programmes: the Community Infrastructure Upgrading Project, a land banking programme, low-cost plot allocation, affordable housing provision, transport improvement, petty trade integration, land regularisation, and local tourism promotion. The main income-generating activities include livestock keeping, fishing, mining, charcoal making, and tourism.

PERFORMANCE

- Increased unserviced and unplanned settlement development in the city has led to environmental deterioration, resource depletion, overcrowding, and increased corruption and crime.
- Good communication among key actors is lacking. Demands for water, serviced land, and solid and liquid waste management have remained unmet and have resulted in environmental hazards and unsustainable natural resource utilisation.
- Six bore wells and two systems for rainwater harvesting have been constructed. Two projects to supply piped water have been implemented.

THE INSTITUTIONAL SET-UP

- The Ministry of Lands and Human Settlements Development is in charge of settlement-related issues. Local authorities are under the supervision of this ministry and the Ministry for Regional Administration and Local Government. At the local level, the BDC is responsible. Through its Urban Planning Committee, the BDC is in charge of municipal development and land management issues.
- The BDC has six departments. The councillors and the Urban Planning Committee are responsible for making decisions on various developments in the city.



REGULATORY FRAMEWORK

- The Town and Country Planning Act of 1956 (revised in 1961), the Physical Planning Act of 2003, and the Land Act of 1999 (No. 4 and No. 5) allow local government to plan, guide, implement, and monitor land management activities in the city.
- The 1995 Land Policy, the 2000 Human Settlement Development Policy, the 2000 Housing Programme, and other government orders strengthen the above acts, ensuring effective land management in the country.

AGREED PRIORITIES	
•	Develop a training and capacity-building strategy for local authorities in the regulation, management, and supervision of land development.
•	Financially support the BDC to produce and supply shelter and make it accessible.
•	Establish the Community Infrastructure Upgrading and Legalisation Programme.
•	Establish a databank on the type of shelter and housing available in Bagamoyo.
•	Provide serviced land as part of the planned city expansion.
•	Establish satellite service centres.
•	Preserve historical sites and buildings.

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	Community Infrastructure Upgrading and Legalisation Programme.	

SLUMS N°2	Project proposal	Page 26
	Environmental Management Information System (EMIS)	



GENDER AND HIV/AIDS

Bagamoyo District is a major centre for tourism and cultural institutions, as well as education and employment. Men and women face different opportunities within the city. Men tend to be more privileged and have greater access to education and leadership positions than women. Before the Beijing Conference in 1995, women faced more challenges in employment and educational opportunities. Although there are now legal and statutory provisions that allow women into the workforce, attitudes remain hard to change. Women are given low-paying, unskilled work in both the formal and informal sectors. Social relations between men and women dictate the opportunities available in all arenas. Due to legal illiteracy, legal rights and human rights have not been enforced. Women have not received adequate protection from violence, sexual harassment, and other human rights abuses.

HIV infection rates are high in Bagamoyo. Certain measures are taken to promote awareness, such as media campaigns promoting condom use and encouraging HIV testing. AIDS prevention committees are also in place within every village and district. NGOs, CBOs, and other associations are involved in HIV/AIDS prevention activities.

THE POLICY AND INSTITUTIONAL SET-UP

- The District Community Development Department, in collaboration with other district departments, implements the National HIV/AIDS Policy.
- The department also implements a number of gender-related policies – the Gender and Development Policy, the Education and Training Policy, the Women's Affairs and Management Policy, and the Employment Policy – to ensure their integration into all sectors within the municipalities.



AWARENESS, EMPOWERMENT, AND ACCOUNTABILITY

- Committee meetings have helped to improve overall efficiency within the local government structure but have not worked well with other partners.
- Elimination of patriarchal systems favouring men.
- Training on gender and HIV institutionalisation in law enforcement.
- Launching gender and HIV/AIDS awareness campaigns through the media.
- Establishing national data on gender and gender-related activities.
- Setting up a participatory monitoring and evaluating committee within the district to manage urban service delivery.

AGREED PRIORITIES

- Conduct HIV/AIDS awareness campaigns in the workplace.
- Conduct training on the National HIV/AIDS Policy and related gender policies.
- Collection of gender- and HIV/AIDS-disaggregated data.

GENDER AND HIV/AIDS N°1

Project proposal Page 27

Integration of HIV/AIDS education into primary school, secondary school, and teachers' college curricula.





ENVIRONMENT

Rapid urbanisation and conflicts over limited resources have had devastating effects on Bagamoyo's environment. Increasing environmental problems have in turn put mammoth pressure on the remaining resources, resulting in a situation where the BDC is unable to exert much control or regulate activities. Water pollution plagues human settlements: untreated waste water pollutes water sources, while pit latrines and septic tanks contaminate groundwater. There are transportation problems, which lead to uncollected solid waste. Vehicle emissions and dust create air pollution. Valuable historical structures are not being rehabilitated. Central government, local government, the private sector, the business sector, NGOs, CBOs, individuals, and donors must work closely together to counter environmental problems through increased land management, collaboration, and planning.

In Bagamoyo, it is estimated that about 2,000 hectares of forest are destroyed every year through deforestation, clearing for cultivation, and fire. Tree-planting activities are not replacing the lost forests. However, the district is implementing a National Integrated Coastal Environment Management Strategy through community participation to reduce the rate of environmental degradation.

INSTITUTIONAL SET-UP

- The National Environmental Management Council (NEMC) of Tanzania is an institution under the Vice-President's Office that provides advice on all matters pertaining to environmental conservation and management. It is the leading advisory, coordinating, and regulatory agency responsible for the protection of the environment and the sustainable use of natural resources in Tanzania.
- NEMC works in consultation, collaboration, and partnership with other entities concerned with environmental matters.

REGULATORY FRAMEWORK

- The 2004 Environmental Management Act provides a legal and institutional framework for the sustainable management of the environment, the prevention and control of pollution, waste management, environmental quality standards, public participation, and environmental compliance and enforcement.
- The act gives NEMC the mandate to undertake enforcement and compliance; review and monitor environmental impact assessments; conduct research; facilitate public participation in environmental decision making; raise environmental awareness; and collect and disseminate environmental information².

² Source: NEMC, <http://www.nemctan.org/>

AGREED PRIORITIES

- Conduct research and train district staff on environmental planning and management for district development.
- Conduct research on local environmental action plans and conduct short- and long-term training for district staff.
- Develop a programme for environmental education for schools.
- Implement a sustainable tourism pilot project.
- Improve water and sanitation facilities, land regularisation strategies, transport facilities, and tourism facilities.
- Rehabilitate Stone Town's buildings and utilities.
- Launch emergency and routine environmental cleanliness campaigns.
- Improve public sanitation facilities.
- Develop the Mbegani Fisheries Institute to offer short and tailor-made courses in fisheries and fisheries related sciences to build capacity to formulate, manage, and enforce fisheries legislation.
- Encourage urban agriculture.

ENVIRONMENT
N°1

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Sustainable Urban Tourism Project.



SWOT ANALYSIS FOR NATIONAL CAPITAL INVESTMENT PROJECTS

STRENGTHS	WEAKNESSES	OPPORTUNITIES	THREATS
URBANISATION			
Local institutions for urban land use planning, land management, and development exist.	Inadequate funds for implementation.	Municipal council's commitment to participate in land regularisation, formalisation programmes, and Cities Alliance strategies.	Limited commitment to fiscal decentralisation.
Community willingness to participate.	Poor institutional coordination on land management.	Ongoing local government reforms.	Political interests in local development.
	Limited accountability and transparency.	Adoption of D-by-D.	Poor leader sensitisation.
	Local authority bureaucracy unresponsive to community needs.	Increased human resource development.	Lack of comprehensive planning.
	Lack of a coherent communication strategy at the local level.		Poor financing and erratic implementation of development activities.
			Weak financial management.
LOCAL GOVERNANCE			
	CAPACITY BUILDING	ACCOUNTABILITY & TRANSPARENCY	LEADERSHIP
Local institutions for urban land use planning, land management, and development exist.	Inadequate financing invested in informal sector economy.	Ongoing local government reforms.	Limited commitment to fiscal decentralisation.
Community willingness to participate.	Inadequate tax collection by central government.	Adoption of D-by-D.	Political influence in local development.
Local government reforms and city development strategies and programmes in place.	Limited accountability and transparency.		Poor leader sensitisation.
SLUMS			
UPGRADING			
Qualified land development professionals.	Financial limitations.	Commitment of the municipal council to participate in land regularisation.	Resistance of landlords holding parcels of land.
Community willingness to participate.	Lack of sensitisation and training.	Availability of low-income housing within the settlement.	Political influence.
Participatory land policy encourages community involvement in land regularisation.			Harmful local cultural practices and norms.
Access to financial mortgages, loans, and other collateral.			Increased corruption related to land.
GENDER AND HIV/AIDS			
ACCOUNTABILITY AND AWARENESS			
Government and NGOs active in the sector.	Financial limitations.	Municipal council's commitment to land regularisation.	Changing the community's attitude and behaviour is difficult.

SWOT ANALYSIS FOR NATIONAL CAPITAL INVESTMENT PROJECTS

Community willingness to participate.	Sensitisation and awareness of gender and HIV/AIDS policies.	National HIV/AIDS Policy in place.	Weak political support.
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STRENGTHS	WEAKNESSES	OPPORTUNITIES	THREATS
URBAN ENVIRONMENT			
ENVIRONMENTAL AWARENESS			
Private sector involvement in the sector.	Inadequate funding.	Ongoing local government reforms.	Limited commitment to fiscal decentralisation.
Community willingness to participate.	Inadequate local community sensitisation and mobilisation.	Tourism policy supports community involvement in the tourism sector.	Political influence in local development.
	Local community exclusiveness.		Poor leader sensitisation.
	Limited accountability and transparency.		Rising levels of household poverty.
	Increased bureaucracy. Inability to respond to community needs.		Inadequate enforcement of zoning regulations in tourism areas.
	Inadequate communication strategies at the local level.		

URBANISATION

URBANISATION N°1	Project proposal
	Informal Sector Integration Programme

LOCATION: Bagamoyo

DURATION: Eight months

BENEFICIARIES: The informal sector, the business community, and Bagamoyo District Council.

IMPLEMENTING PARTNERS: Bagamoyo District Council, UN-HABITAT,

International Labour Organization (ILO), Swedish International Development Agency, UNDP, World Bank, and Danish International Development Agency.

ESTIMATED COST: USD 100,000

BACKGROUND: Bagamoyo city adopted the Environmental Planning and Management process under the auspices of the Sustainable Cities Programme implemented in Dar es Salaam in 1992. There is a need to integrate Bagamoyo's informal sector into the urban management system.

OBJECTIVE: Accommodate the informal sector in the urban economy.

ACTIVITIES: (1) Review existent policies and laws to enhance local economic development. (2) Assess the local economic development in Bagamoyo. (3) Design, prepare, and implement land use plans to accommodate informal sector proliferation. (4) Prepare and implement local action plans, taking gender perspectives into consideration.

OUTPUTS: Comprehensive review of existing economic growth policies in Bagamoyo District; incorporation of the informal sector within the city economy; and reduction of urban poverty.

STAFF REQUIRED: Experts in urban planning, economics, and finance.

URBANISATION N°2	Project proposal
	Urban Crime Prevention Programme

LOCATION: Bagamoyo

DURATION: Ten months

BENEFICIARIES: The urban community, the informal sector, the business community, the tourism sector, and Bagamoyo District Council.

IMPLEMENTING PARTNERS: Bagamoyo District Council, Ministry of Tourism and Natural Resources, UN-HABITAT (Safer Cities Programme), Swedish International Development Agency, UNDP, World Bank, and Danish International Development Agency.

ESTIMATED COST: USD 150,000

BACKGROUND: The city is working to implement the Safer Cities Programme. The need continues to increase, but the implementation seems limited.

OBJECTIVES: Increase security for urban residents and tourists; encourage investment and development within the district.

ACTIVITIES: (1) Assess the potential causes and influences of urban crime. (2) Procure advanced computer technology to track urban crime.

OUTPUTS: Promotion of security through improved crime prevention methods and greater community surveillance.

STAFF REQUIRED: Experts in urban planning, economics, security, and information technology.

**URBANISATION
N°3****Project proposal**

Citywide Redevelopment and Infrastructure Upgrading Programme

LOCATION: Bagamoyo**DURATION:** 24 months**BENEFICIARIES:** The urban community, the informal sector, the business community, and Bagamoyo District Council.**IMPLEMENTING PARTNERS:** Bagamoyo District Council, UN-HABITAT, Swedish International Development Agency, UNDP, World Bank, and Danish International Development Agency.**ESTIMATED COST:** USD 2 million**BACKGROUND:** Bagamoyo city adopted the Environmental Planning and Management process under the auspices of the Sustainable Cities Programme implemented in Dar es Salaam in 1992. Nine key environmental issues were identified: unplanned and unserviced settlements, solid and liquid waste management, transportation, air pollution, coastal zone management, open spaces, urban agriculture, city expansion, and urban renewal and redevelopment. Preparation of the strategic city development plan will help guide and coordinate urban development.**OBJECTIVES:** Improve housing through the urban renewal programme; enhance the productivity of the city by making it more competitive; and improve the overall urban infrastructure.**ACTIVITIES:** (1) Assess the local economic development needs and priorities. (2) Carry out Environmental Planning and Management training and an institutionalisation programme for the process. (3) Establish a strategy for city expansion. (4) Prepare environmental profiles for the district. (5) Monitor and evaluate city development procedures and strategies. (7) Identify potential sites for renovation. (8) Prepare an urban renewal plan. (9) Construct a bus terminal. (10) Conduct a survey on the available infrastructure facilities. (11) Design, prepare, and implement priority community infrastructure projects.**OUTPUTS:** Economic upgrading of Bagamoyo through improved urban infrastructure and land development.**STAFF REQUIRED:** Experts in urban planning, economics, and engineering and land surveyors.

GOVERNANCE

GOVERNANCE N°1	Project proposal
	Citywide Local Government Reform Programme

LOCATION: Bagamoyo

DURATION: 24 months

BENEFICIARIES: Bagamoyo District Council

IMPLEMENTING PARTNERS: Bagamoyo District Council, President's Office for Regional Administration and Local Government, Ministry of Lands and Human Settlements Development, Office of the Prime Minister, Ministry of Labour, Youth, and Sports, Ministry of Community Development, Gender, and Children, University of Dar es Salaam College of Lands and Architectural Studies, UN-HABITAT, UNDP, UNEP, and World Bank.

ESTIMATED COST: US\$ 200,000

BACKGROUND: Bagamoyo local government reform is a means for strengthening institutional coordination. The technocratic, procedure-based approach to D-by-D has been successful in increasing the capacity of local government authorities. In order to achieve local government autonomy, an essential package of reforms supported by the D-by-D programme is required.

OBJECTIVE: Improved interagency coordination to support growth and sustainable resource development.

ACTIVITIES: (1) Develop interventions to strengthen institutional coordination between the District and its municipalities. (2) Create improved local government benchmark indicators. (3) Ensure the participatory consolidation of the Council Reform Programme. (4) Adopt a communication and information strategy on the essentials of D-by-D. (5) Expand the revenue base through the identification of additional revenue sources. (6) Implement drug addiction and abuse programmes. (7) Improve law enforcement mechanisms within the city. (8) Identify and mobilise resource base options for capacity building. (9) Establish local government reform "best practice" case studies for replication in other parts of Tanzania.

OUTPUTS: An efficient system of communication established to increase coordination between the city and its municipalities.

STAFF REQUIRED: Experts in urban planning, economics, governance, and institutional development.

SLUMS

	Project proposal
SLUMS N°1	Community Infrastructure Upgrading and Legalisation Programme

LOCATION: Bagamoyo

DURATION: 24 months

BENEFICIARIES: The urban community, Ministry of Lands and Human Settlements Development, Ministry of Local Government and Administration, Ministry of Tourism and Natural Resources, President's Office (Environment and Poverty Reduction Sections), Bagamoyo District Council, and development partners.

IMPLEMENTING PARTNERS: Ministry of Lands and Human Settlements Development, the local community, the community planning team, development partners, UN-HABITAT, UNDP, the European Commission, and Bagamoyo District Council.

ESTIMATED COST: US\$ 2 million

BACKGROUND: The increasing population of Bagamoyo District has stretched resources, housing, and basic services, putting pressure on the local authorities to protect the resources and provide more infrastructure and services. However, master planning that excludes stakeholder involvement in planning will inevitably face difficulties. Participatory planning approaches see the need for community involvement in upgrading and land legalisation; this is crucial for settlement improvement. This approach enables residents to access social and financial prosperity. The land regularisation provision in Section 56 of the Land Act of 1999 encouraged community involvement in the land regularisation process. Upgrading through regularisation therefore seems important.

OBJECTIVES: Upgrade and improve infrastructure and services on unplanned and unserved settlements through land regularisation.

ACTIVITIES: (1) Create a land use plan, cadastral survey, and infrastructure plan for informal settlements. (2) Register land in informal settlements.

OUTPUTS: Creation of a land use plan, land registry system, infrastructure plan, and approved survey plan.

STAFF REQUIRED: Urban planners, cadastral specialists, and surveyors.

	Project proposal
SLUMS N°2	Environmental Management Information System (EMIS)

LOCATION: Bagamoyo

DURATION: 24 months

BENEFICIARIES: Urban communities, Ministry of Lands and Human Settlements Development, Ministry of Local Government and Administration, Ministry of Communication, President's Office for Planning and Privatisation, Bagamoyo District Council, and development partners.

IMPLEMENTING PARTNERS: Ministry of Lands and Human Settlements Development, local communities, the community planning team, development partners, UN-HABITAT, UNDP, and Bagamoyo District Council.

ESTIMATED COST: US\$ 2 million

BACKGROUND: The city has been collecting all spatial and non-spatial data on infrastructure since 1998. The EMIS will store this data in one single and easily accessible database.

OBJECTIVES: To establish the Environmental Management Information System and increase revenue through regular tax collection.

ACTIVITIES: (1) Procure the EMIS. (2) Train BDC staff to operate and maintain the EMIS. (3) Sensitise the community and urban stakeholders on the system.

OUTPUT: Creation of an information database storing all spatial and non-spatial data on infrastructure in Bagamoyo.

STAFF REQUIRED: Information technology specialists, urban planners, and EMIS-trained staff

GENDER AND HIV/AIDS

GENDER HIV/AIDS N°1	Project proposal Integration of HIV/AIDS education into primary school, secondary school, and teachers' college curricula
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LOCATION: Bagamoyo

DURATION: 15 months

BENEFICIARIES: Urban communities, Ministry of Health, Gender, and Women's Development, Tanzania Commission for AIDS, local government authorities, municipal development authorities, and the private sector.

IMPLEMENTING PARTNERS: Ministry of Lands and Human Settlements Development, local communities, the community planning team, development partners, UN-HABITAT, UNDP, the European Commission, and Bagamoyo Municipal Council.

ESTIMATED COST: US\$ 400,000

BACKGROUND: Since the first AIDS case in Tanzania was reported in 1985, the prevalence rates of HIV have been rapidly increasing. Dar es Salaam is the third most affected city after Mbeya and Tanga (Maveneka, 2004). The labour force in the country is youthful and the spread of the pandemic is having serious consequences on the country's development. Thus, more training interventions and HIV/AIDS awareness campaigns are needed to reduce the rates of infection.

OBJECTIVE: To reduce rates of HIV infection among the youth.

ACTIVITIES: (1) Mainstream national HIV/AIDS legislation and gender policies in local law enforcement and practice. (2) Establish a training programme for gender and HIV/AIDS in institutions of education, which would involve encouraging voluntary counselling and testing, making condoms available, using behaviour change communication, and providing antiretroviral drugs for people already infected with the disease. (3) Establish a legal awareness programme for vulnerable groups. (4) Produce teaching materials on gender and HIV/AIDS. (5) Implement gender and HIV/AIDS education programmes in primary and secondary schools.

OUTPUT: Increased HIV/AIDS awareness within institutions of education.

STAFF REQUIRED: Gender experts and trainers in HIV/AIDS education.

ENVIRONMENT

ENVIRONMENT N°1	Project proposal
	Sustainable Urban Tourism Project

LOCATION: Bagamoyo

DURATION: 18 months

BENEFICIARIES: The urban community, the informal sector, the private sector, the business community, and Bagamoyo District Council.

IMPLEMENTING PARTNERS: Bagamoyo District Council, UN-HABITAT, ILO, Swedish International Development Agency, UNDP, World Bank, and Danish International Development Agency.

ESTIMATED COST: US\$ 400,000

BACKGROUND: Bagamoyo is a popular destination for tourists visiting Tanzania. Famous for its coastline, mangrove and swamp areas, five-star accommodation, and cultural and natural history, Bagamoyo attracts hundreds of tourists annually. According to the government, tourism accounted for 16 percent of the national gross domestic product in 1999. The tourism sector is the second highest foreign exchange earner after agriculture. Tourist arrivals increased from 153,000 in 1990 to more than 600,000 in 1999³. The revenue earned from tourism activities can be channelled back into the community and can contribute toward overall poverty reduction for city residents. A coherent strategy should be developed in Bagamoyo city toward the development of the tourism sector. The strategy should emphasise income-generating activities for the city and employment and income-generating activities for its residents.

OBJECTIVES: Improve local authority and urban stakeholder capacity in the management and protection of natural, cultural, and historical sites. Promote local economic development through active community participation in the development of the tourism sector.

ACTIVITIES: (1) Enforce the preservation of historical sites and cultural heritage. (2) Improve infrastructure and facilities to enhance tourism. (3) Encourage participatory community involvement in tourism-related activities. (4) Design a tourism safety programme. (5) Promote local artefacts and handicrafts.

OUTPUTS: Implementation of sustainable tourism policies that support local communities and encourage greater environmental conservation.

STAFF REQUIRED: Tourism experts.

³ Source: http://www.tptanzania.co.tz/economy_body.html

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ACRONYMS:

AIDS:	Acquired Immunodeficiency Syndrome
BDC:	Bagamoyo District Council
CBO:	Community-based organization
D-by-D:	Decentralisation by Devolution
EMIS:	Environmental Management Information System
EPM:	Environmental Planning and Management
HIV:	Human Immunodeficiency Virus
ILO:	International Labour Organization
MDG:	Millennium Development Goal
NEMC:	National Environmental Management Council
NGO:	Non-governmental organization
RUSPS:	Rapid Urban Sector Profiling for Sustainability
SWOT:	Strengths, weaknesses, opportunities, and threats
TANESCO:	Tanzania Electric Supply Company Limited
UCLAS:	University of Dar es Salaam College of Lands and Architectural Studies
UNDP:	United Nations Development Programme
UNEP:	United Nations Environment Programme
UNESCO:	United Nations Educational, Scientific, and Cultural Organization
UN-HABITAT:	United Nations Human Settlements Programme

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