



# Citywide Action Plan for Upgrading Unplanned and Unserviced Settlements in Dar es Salaam

**UN HABITAT**  
FOR A BETTER URBAN FUTURE



DAR ES SALAAM  
LOCAL AUTHORITIES

**Cities Alliance**  
Cities Without Slums

The designations employed and the presentation of the material in this report do not imply the expression of any opinion whatsoever on the part of the United Nations Secretariat concerning the legal status of any country, territory, city or area or of its authorities, or concerning the delimitation of its frontiers or boundaries.

Reference to names of firms and commercial products and processes does not imply their endorsement by the United Nations, and a failure to mention a particular firm, commercial product or process is not a sign of disapproval.

Excerpts from the text may be reproduced without authorization, on condition that the source is indicated.

UN-HABITAT  
Nairobi, 2010

HS: HS/163/10E  
ISBN: 978-92-1-132276-7

An electronic version of the final version of this publication will be available for download from the UN-HABITAT web-site at <http://www.unhabitat.org/publications>

UN-HABITAT publications can be obtained from our Regional Offices or directly from:

United Nations Human Settlements Programme  
(UN-HABITAT)  
P.O. Box 30030, Nairobi 00100, KENYA  
Tel: 254 20 7623 120  
Fax: 254 20 7624 266/7  
E-mail: [info@unhabitat.org](mailto:info@unhabitat.org)  
Website: <http://www.unhabitat.org>

Photo credits: Rasmus Precht (front cover), Samuel Friesen (back cover)

Layout: Godfrey Munanga & Eugene Papa

Printing: Publishing Services Section, Nairobi, ISO 14001:2004 - certified.

# Citywide Action Plan for Upgrading Unplanned and Unserviced Settlements in Dar es Salaam

**UN HABITAT**  
FOR A BETTER URBAN FUTURE

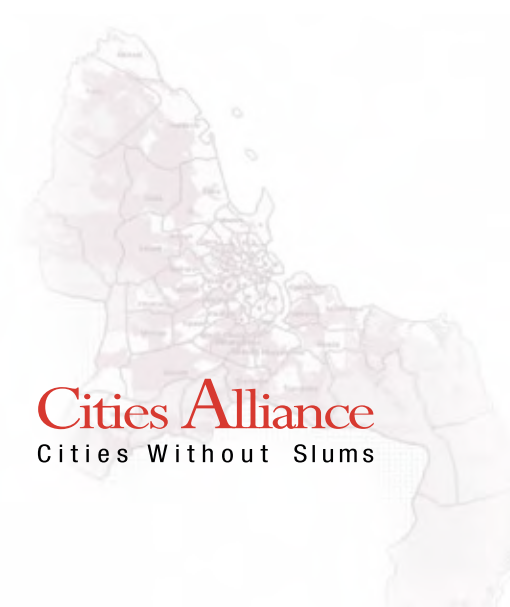


TANZANIA GOVERNMENT



DAR ES SALAAM  
LOCAL AUTHORITIES

**Cities Alliance**  
Cities Without Slums



# ACKNOWLEDGEMENTS

## Supervisors

Bakari Kingobi (Director, Dar es Salaam City Council)  
Daniel Biau (Director, Regional and Technical Cooperation Division, UN-HABITAT)  
Alioune Badiane (Director, Regional Office for Africa and Arab States, UN-HABITAT)

## Programme Team Dar es Salaam

**Programme Coordination:** Maria Marealle (Coordinator), Rachel Kaduma (Assistant Coordination), Stella Stephen (Communication Officer)

**Consultants:** Lusugga Kironde (Resource Person/Principal Author), Henry Chalu (Financing Strategy/Costing), Baraba Novat (GIS)

**Administration/support:** Jacqueline Kadama (Programme Administrative Assistant), Justine Nyamsukure Masondore (Accountant), Moses Mwakibete (Driver)

**Interns:** Meghan Muldoon, Samuel Friesen

## Members of the Action Plan Working Groups

**Land:** Emerensiana Kayega, Keleni Mugoya, Photdas Kagimbo, Rachel Kaduma

**Housing:** Keneth Sinare, Hermas Mutagwaba, Anna Misigaro, Zainabu Ngonyani

**Basic Services:** Alex Masawe, Bakari Said, Chionda Kawawa, Magreth Mazwile, Timothy Ndezi

**Implementation Arrangements:** Charles Lupilya, Eliya Ntandu, Winifrida Nshangeki

**GIS:** Baraba Novat, Hashimu Mgange, Elizabeth Mgomba

**Capacity Needs Assessment:** Emmanuel M. Ssewankambo, Elijah Agevi, Alphonce Kyessi

## UN-HABITAT Technical Advisory Team

Anastasia Mbova, Asa Jonsson, Bonnie Hewson, Christian Schlosser, Claudio Acioly, David Kithakye, Helen Musoke, Liliana Contreras, Lusungu Kayani, Martin Barugahare, Mohamed El Sioufi, Phillemon Mutashubirwa, Rasmus Precht, Ruiwei Zhao, Xing-Quan Zhang

**Interns:** Adrian Hodgson, Katherine Hegab, Kiama Mutahi, Rebecca Oyama, Terrence Williams

## Significant Contributions to the Action Plan

Prime Minister's Office, Regional Administration and Local Government; Ministry of Lands, Housing and Human Settlements Development; Ministry of Infrastructure Development; Ministry of Water; Ministry of Health; Dar es Salaam Local Authorities; Members of Parliament; Councillors; World Bank Staff; SIDA Staff; DANIDA Staff; Members of Habitat Forum Tanzania (HAFOTA); Members of the Centre for Community Initiatives (CCI), Sustainable Cities PLUS Network and numerous other NGOs and CBOs; and staff of financial institutions, association of water vendors, women and youth groups, real estate developers and pension funds.

## Logistical Support

United Nations Development Programme

## Financial Support

Cities Alliance, Government of Tanzania, Dar es Salaam Local Authorities, UN-HABITAT

In addition to the individuals and organisations mentioned above, appreciation is given to all the others who have contributed to the development of this Action Plan.

## FOREWORD

---



The Action Plan for upgrading unplanned and unserved settlements in Dar es Salaam is the latest result of the long-standing technical cooperation between the Government of Tanzania, Dar es Salaam City Council and UN-HABITAT.

This partnership is made up of various initiatives to improve the living conditions in Tanzania's main urban centre, such as the Sustainable Cities Programme and the Safer Cities Programme. Since its implementation in 2004, the Dar es Salaam Cities Alliance Programme to upgrade unplanned and unserved settlements has been sponsored jointly by UN-HABITAT, the World Bank and several other members of the Cities Alliance.

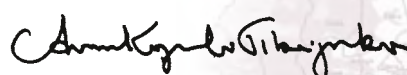
The participatory process that facilitated the formulation of this Action Plan is commendable. A series of community meetings and citywide consultations were organised to ensure that all stakeholders had the opportunity to contribute to the planning process. Working groups, composed of experts in the areas of land, basic services and housing - worked together to develop specific actions that comprised the thematic components of this Action Plan. Furthermore, validation workshops with Members of Parliament in Dodoma and with city stakeholders in Dar es Salaam, held in July 2009, demonstrated a high level of commitment and ownership that will continue to be critical to the Plan's success.

Another important component is Tanzania Financial Services for Underserved Settlements (TAFSUS), a non-bank financial institution supported by UN-HABITAT and designed to make financial services accessible to residents in unplanned and unserved settlements. TAFSUS will help bridge the gap

between informal settlement dwellers and formal sector lenders. Housing loans will contribute to improvements in the existing housing stock and the construction of additional dwelling units, for ownership, as well as for rental purposes.

The goal of this Action Plan is twofold: to upgrade 50 per cent of all existing unplanned and unserved areas by 2020, and to prevent the formation of new unplanned settlements in Dar es Salaam. This is ambitious, but I am confident that under the leadership of the City Council and with the support of the Government of Tanzania and its Development Partners, the Action Plan will bring about vital improvements in the living conditions of residents of unplanned and poorly serviced neighbourhoods. The Action Plan also provides a framework for local economic development and the overall sustainable development of the city.

Globally, the Action Plan will make a significant contribution to the achievement of Millennium Development Goals related to water and sanitation delivery, and improving the lives of slum dwellers. UN-HABITAT, as the UN agency for the built environment, will continue to maintain its support for this worthy Action Plan. Considering the substantial resources needed for its implementation, the next crucial step for all partners will be to join forces and contribute to this important and timely initiative undertaken by the Dar es Salaam Local Authorities.



Anna Kajumulo Tibaijuka  
Executive Director  
United Nations Human Settlements Programme  
(UN-HABITAT)

## STATEMENT BY THE PRIME MINISTER OF TANZANIA

---



The Government of Tanzania is determined to ensure that the people of this country move out of poverty and live a meaningful life. This is emphasized in the Tanzania Development Vision 2025, which expresses the hope and determination to rid

the country of poverty, disease and ignorance by achieving a high and sustained economic growth, halving poverty by 2010 and eliminating it altogether by 2025. One area where this Vision must be realized is the human settlements sector, and especially improving the lives of those who live in unplanned areas.

The National Strategy for Growth and Poverty Reduction aims at achieving better and sustainable results in economic growth and ultimately reducing poverty, keeping in focus the aspirations of Vision 2025 and the Millennium Development Goals. The National Strategy has three main clusters of desirable outcomes, namely:

- (i) growth of the economy and reduction of income poverty;
- (ii) improvement of quality of life and social wellbeing; and
- (iii) governance and accountability. Improving living conditions in unplanned areas is part of improving quality of life and social wellbeing.

In the light of the above, the preparation of the Citywide Action Plan for Dar es Salaam, aimed at reducing and eventually removing unplanned development, is timely. It has been prepared through a participatory process including communities, and this is in line with the government's drive to improve good governance, and stakeholder ownership of the development process.

Dar es Salaam is by far the largest urban area in the country and whatever happens in the city has repercussions for the rest of the country. That 80 per cent of city residents, live in unplanned and unserviced areas is a big challenge, not just to Dar es Salaam residents but also to general national welfare. The Citywide Action Plan identification of strategic interventions as being in areas of Land, Basic Services and Housing is not only appropriate and in sync with UN-HABITAT's operational definition of a slum, but it is also an outcome of the Citywide Strategy for Upgrading Unplanned and Unserved Settlements in Dar es Salaam, which my predecessor as Prime Minister launched in 2007. The Citywide Strategy for Upgrading Unplanned and Unserved Settlements in Dar es Salaam recommended the preparation of an Action Plan.

The Citywide Action Plan is a framework aimed at providing a platform for coordinating various stakeholders in the city to achieve a better effect on improved human settlements; for awareness creation; for collecting, creating a database and analysing relevant information; for developing or revising regulatory framework for upgrading, new land, and providing services and housing and for mobilizing and overseeing investment projects undertaken using local resources or resources mobilized with development partners.

As pointed out above, the Citywide Action Plan identifies three strategic intervention areas. In the Land areas, actions to be taken will involve regularisation of existing unplanned settlements, providing land for new development which is within the means of the ordinary citizens, preventing further urban sprawl by green belting outskirts of the existing unplanned areas, and optimising the realisation of revenue from land to support land servicing.

With Basic Services, the Plan aims at ensuring clean, safe and reliable water supply to the ordinary citizen, improving sanitation, improving accessibility through creating or upgrading roads and drains and providing efficient waste management services.

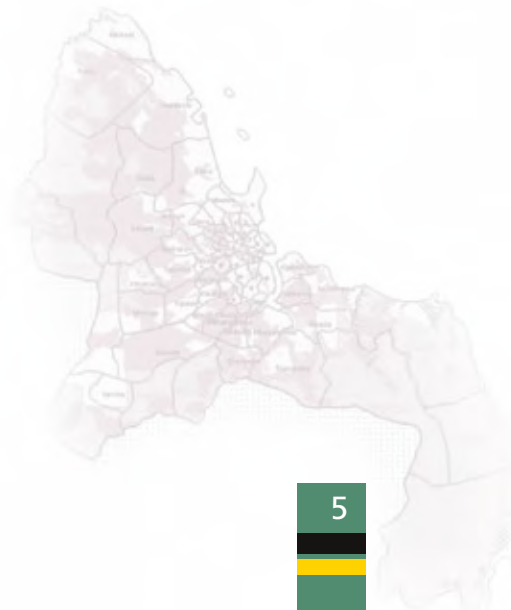
With regard to Housing, the plan seeks to augment housing delivery within local authorities, increasing the supply and improving the quality of rental housing and ensuring that there are widespread readily available and affordable housing finance facilities.

It is estimated that, to realise all the above, some TZS 1.6 trillion (USD 1.2 billion) will be required and spent over the period between now and year 2020 when it is hoped that unplanned development in Dar es Salaam will be reduced by half. My office will therefore be tasked with the duty of identifying, mobilising and coordinating such resources, which will be raised from various sources including the central government itself, the Dar es Salaam Local Government Authorities, Development Partners, the private sector, civil organisations and communities.

Dar es Salaam, as a key local authority in the country has to play its part in raising these resources. This requires the coordination of the various stakeholders, the channelling of the plans and efforts of various sector ministries, government organisations and development partners, to have a focused goal of realising the aims of the Citywide Action Plan for Dar es Salaam. It also requires the building of capacity and instituting or improving institutional and legal arrangements.

The government can not continue seeing its citizens living in the deplorable conditions associated with unplanned development. The time to act is now, and my office under whose portfolio local governments including those of Dar es Salaam are included, is in complete support of the Action Plan and will see to it that it succeeds.

Hon. Mizengo Peter Kayanza Pinda, MP  
Prime Minister  
United Republic of Tanzania



## STATEMENT BY THE MINISTER FOR LANDS, HOUSING AND HUMAN SETTLEMENTS DEVELOPMENT

---



The Citywide Action Plan for Dar es Salaam will go a long way to address and minimise the development of unplanned areas which is rampant in urban Tanzania, despite the various efforts taken by the Government to curb the situation. The Ministry is responsible for urban planning and housing and views the development of the Action Plan through a participatory approach as a step in the right direction to ultimately get to a Dar es Salaam whose settlements are well planned, whose inhabitants have access to basic services and which has a sustainable outlook towards improving its housing.

The Ministry has been active in the city of Dar es Salaam in terms of providing planned land for urban development, extending Residential Licences to those in unplanned areas, embarking on regularisation of informal settlements and building capacity within the Dar es Salaam Local Authorities for generating more planned plots, administering land and of overall land use planning. The Ministry, working with Dar es Salaam Local Authorities and other partners, will continue with its drive to speed up land regularisation, and completing the Dar es Salaam Master Plan which will have the Action Plan as a key input in its proposals.

There are a number of actions in the Plan which require the direct action of my Ministry. Space standards have been identified as being too generous, creating an expansive city which is difficult to service, and leaving out the poor who

end up in unplanned areas. There is room, in the light of the passage of the Urban Planning Act 2007, of reviewing these standards to increase the intensity of land use and to lower the unit cost of land servicing. Standards appropriate for the regularisation of unplanned areas will also have to be developed. The Unit Titles Act, which has now received presidential consent, is also meant to encourage high density living, which in turn will lower the extent of unplanned development. The budget of my ministry will be oriented to include a number of actions proposed in the Citywide Action Plan for Dar es Salaam. This will be over and above what is already being implemented in the city.

The ministry will work hand-in-hand with the Prime Minister's Office, and the President's Office, to establish housing departments within local authorities in line with the establishment of the Housing Department in my ministry. Capacity will have to be built so that these departments discharge their duties properly by enabling citizens to access and live in good quality and affordable housing.

The National Housing Policy, currently being finalised, shows clearly that the government is determined to see to it that unplanned areas are upgraded in order to improve the lives of Tanzanians. The mission of the National Housing Policy is to: "lead the majority of Tanzanians out of the current situation where they live in substandard housing, to decent, safe, affordable, and efficiently obtained housing." With regard to urban housing, the policy commits the government to prevent further squatting and regularize existing squatter areas; facilitate regularization of unplanned settlements through an integrated institutional framework that



promotes participatory approaches for different stakeholders, particularly benefiting communities while enhancing coordination at all levels; and facilitate local authorities and sensitise targeted communities through popular participation towards regularizing the unplanned settlements with an objective of providing services and security of tenure through popular participation.

The amount of resources required to realise the goals of the Citywide Action Plan is enormous, but given a proper focus and the coordination

of the existing and future efforts, the hope of realising a Dar es Salaam largely free from informal settlements can be turned into reality. We all need to play our part.



Hon. Capt (Rtd) John Zephania Chiligati, MP,  
Minister for Lands, Housing and Human  
Settlements Development

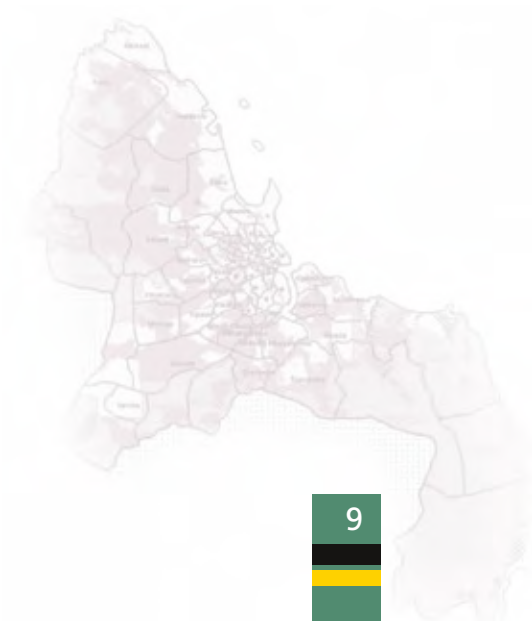


## TABLE OF CONTENTS

<b>ACKNOWLEDGEMENTS .....</b>	<b>2</b>
<b>FOREWORD.....</b>	<b>3</b>
<b>STATEMENT BY THE PRIME MINISTER OF TANZANIA .....</b>	<b>4</b>
<b>STATEMENT BY THE MINISTER FOR LANDS, HOUSING AND HUMAN SETTLEMENTS DEVELOPMENT.....</b>	<b>6</b>
<b>TABLE OF CONTENTS .....</b>	<b>8</b>
<b>LIST OF FIGURES.....</b>	<b>9</b>
<b>LIST OF TABLES.....</b>	<b>10</b>
<b>LIST OF ACRONYMS.....</b>	<b>11</b>
<b>EXECUTIVE SUMMARY .....</b>	<b>13</b>
<b>1. UNPLANNED AND UNSERVICED SETTLEMENTS IN DAR ES SALAAM .....</b>	<b>17</b>
1.1. The scale of the problem .....	17
1.2. Typology of unplanned areas .....	18
1.3. Causes of the existence of unplanned settlements.....	21
1.4. The need for a Citywide Action Plan.....	25
<b>2. THE ACTION PLANNING PROCESS.....</b>	<b>27</b>
2.1. Preliminary steps.....	27
2.2. Participatory planning in four stages.....	27
2.3. Community engagement as a key principle for upgrading .....	29
2.4. Political support and commitment through validation by all stakeholders.....	30
<b>3. THE CITYWIDE ACTION PLAN.....</b>	<b>33</b>
3.1. Goal, thematic components, expected outcomes, and timeframe .....	33
3.2. Linkages with ongoing programmes.....	34
3.2.1. <i>Community Infrastructure Upgrading Programme (CIUP)</i> .....	34
3.2.2. <i>The formalisation of unplanned areas through Residential Licences</i> .....	37
3.2.3. <i>The 20,000 Plots Project and its devolution to the Municipalities</i> .....	39
3.2.4. <i>Kigamboni New City Project</i> .....	41
3.2.5. <i>The Satellite Cities Project</i> .....	41
3.2.6. <i>Preparation of a new master plan for Dar es Salaam</i> .....	42
3.2.7. <i>Kurasini Redevelopment Project</i> .....	42
3.2.8. <i>Provision of planned land to low-income households through a community-based approach in Chamazi</i> .....	42
3.2.9. <i>Dar es Salaam Water Supply and Sanitation Project (DWSSP)</i> .....	43
3.2.10. <i>Traffic decongestion through Dar Rapid Transport Project (DART)</i> .....	43
3.2.11. <i>Kigamboni oil refinery project</i> .....	43
3.2.12. <i>Dar es Salaam road expansion programme</i> .....	43
3.2.13. <i>Expansion of Julius Nyerere International Airport</i> .....	43
3.2.14. <i>Tanzania Financial Services for Underserved Settlements (TAFSUS)</i> .....	44
3.3. Lessons learnt from ongoing programmes .....	45
<b>4. IMPLEMENTATION ARRANGEMENTS .....</b>	<b>47</b>
4.1. Role of key players.....	47
4.2. Institutional framework .....	49
4.3. Financial requirements for implementation .....	50
4.4. Monitoring and evaluation .....	51
<b>ANNEX I: THEMATIC ACTION PLANS.....</b>	<b>53</b>
I.1. Land Action Plan.....	55
I.2. Basic Services Action Plan .....	58
I.3. Housing Action Plan .....	63
I.4. Capacity Building Action Plan .....	66
<b>ANNEX II: MONITORING AND EVALUATION.....</b>	<b>69</b>
<b>BIBLIOGRAPHY .....</b>	<b>72</b>

## LIST OF FIGURES

Figure 1:	Unplanned area densities .....	19
Figure 2:	Spatial distribution of planned and unplanned areas in Dar es Salaam .....	20
Figure 3:	Growth of Dar es Salaam since 1945.....	22
Figure 4:	History of participatory planning in Dar es Salaam.....	27
Figure 5:	Participatory action planning in four stages .....	28
Figure 6:	Linkages of the thematic action plans with capacity building.....	34
Figure 7:	CIUP Phase I and II areas .....	36
Figure 8:	Plots in an unplanned settlement .....	37
Figure 9:	Unplanned areas where Residential Licences are being allocated .....	38
Figure 10:	Locations of the 20,000 Plots Project in Dar es Salaam .....	40
Figure 11:	Kigamboni New City Project area .....	41
Figure 12:	Satellite Town Project areas .....	42
Figure 13:	Development-driven displacement and relocation in Dar es Salaam .....	44
Figure 14:	Division of Dar es Salaam into Municipalities, Wards and Mitaa .....	48
Figure 15:	The institutional framework for implementing the Citywide Action Plan .....	49
Figure 16:	Results-based structure of the Citywide Action Plan .....	54



## LIST OF TABLES

Table 1: Estimated cost for implementation of Citywide Action Plan .....	15
Table 2: Population growth in Dar es Salaam.....	21
Table 3: Estimated cost for implementation of Citywide Action Plan .....	51

### Annex 1:

Sub-Outcome 1.1: Unplanned areas regularised .....	55
Sub-Outcome 1.2: Land tax revenue increased .....	56
Sub-Outcome 1.3: Provision of new affordable planned plots increased .....	56
Sub-Outcome 1.4: Density of residential areas increased .....	57
Sub-Outcome 2.1: Access to safe drinking water increased from 30 per cent to 60 per cent .....	58
Sub-Outcome 2.2: Accesses to adequate sanitation increased from 30 per cent to 60 per cent .....	59
Sub-Outcome 2.3: Coverage of access and circulation roads and drainage increased.....	60
Sub-Outcome 2.4: Solid waste collection and management improved from 30 per cent to 60 per cent .....	61
Sub-Outcome 2:5: Access to basic social services and amenities increased.....	62
Sub-Outcome 3.1: Access to housing finance increased .....	63
Sub-Outcome 3.2: Supply of private rental housing increased .....	64
Sub-Outcome 3.3: Quality of housing stock improved.....	65
Sub-Outcome 3.4: Citywide housing development effectively regulated .....	65
Sub-Outcome 4.1: Key stakeholders are equipped with knowledge and skills for settlement upgrading.....	66
Sub-Outcome 4.2: Institutional procedures and systems established for settlement upgrading and prevention of new unplanned development .....	68

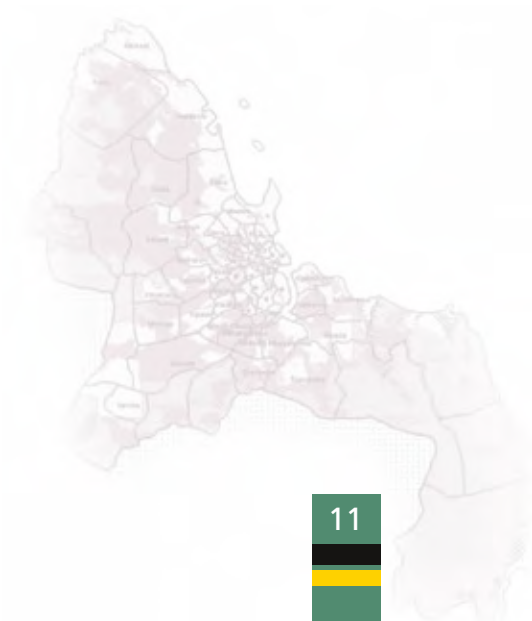
### Annex 2:

Monitoring and evaluation.....	69
--------------------------------	----

## LIST OF ACRONYMS

CBO	Community-based Organization
CCI	Centre for Community Initiatives
CIUP	Community Infrastructure Upgrading Programme
CSUPPU	Citywide Slum Upgrading and Prevention Programme Unit
DAWASA	Dar es Salaam Water and Sanitation Authority
DAWASCO	Dar es Salaam Water and Sanitation Company
GIS	Geographic Information System
MDG	Millennium Development Goal
MLHSD	Ministry of Lands, Housing and Human Settlements Development
MKUKUTA	Mkakati wa Kukuza Uchumi na Kupunguza Umaskini Tanzania (National Strategy for Growth and Reduction of Poverty)
NGO	Non Governmental Organization
PMO-RALG	Prime Minister's Office, Regional Administration and Local Government
SACCOS	Savings and Credit Cooperative Society
TAFSUS	Tanzania Financial Services for Underserved Settlements
TZS	Tanzanian Shilling
UN-HABITAT	United Nations Human Settlements Programme
USD	United States Dollar

Rate of exchange TZS 1,357 = USD 1 (according to official United Nations rate of exchange in April 2010)





## EXECUTIVE SUMMARY

### THE CHALLENGE – UNPLANNED AND UNSERVICED SETTLEMENTS IN DAR ES SALAAM

The majority (more than 80 per cent) of the residents of the city of Dar es Salaam live in unplanned and unserviced settlements. The Government of Tanzania is intent on reversing this situation, and in collaboration with Development Partners and communities, has undertaken steps to improve the living conditions of residents in unplanned and unserviced settlements.

The characteristics of unplanned and unserviced areas in Dar es Salaam vary significantly. For the purpose of this Action Plan, they are classified into the following categories: high density, mostly found in central and strategic locations; medium density, usually located in the immediate periphery of the city centre and in the process of ongoing densification; and low density, mainly in the outer rings of the city.

The land in low-density areas is still partly used for agriculture. Unplanned areas are continuing to grow as the supply of planned and serviced land does not match demand in terms of quantity, price and location. Many landowners continue to subdivide their land informally and sell it to small-scale developers in an unplanned manner. Existing unplanned areas continue to densify,

and some of the more accessible areas are undergoing gentrification. Thus, the settlement pattern of Dar es Salaam is made up of pockets of planned areas within the mosaic of an unplanned urban landscape.

There are numerous underlying causes of unplanned settlement development in Dar es Salaam. They include: rapid urbanisation; severe shortage of affordable housing opportunities provided by the public and private formal sector; sporadic and non-comprehensive upgrading initiatives; lack of resources and strategies for upgrading at large-scale and prevention of new unplanned developments; and inappropriate institutional and regulatory frameworks for land use planning, infrastructure provision and housing and the dominance of informal and customary land delivery systems.

### THE DAR ES SALAAM CITIES ALLIANCE PROGRAMME FOR CITYWIDE SETTLEMENT UPGRADING

Since 2005, the Government of Tanzania and the Dar es Salaam Local Authorities, with technical assistance from UN-HABITAT and a grant from the Cities Alliance, have carried out a Programme to plan for both the



The corrugated iron sheets of an unplanned settlement in Dar es Salaam  
Photo © Rasmus Precht

upgrading of Dar es Salaam's existing unplanned and unserviced settlements, and the prevention of new unplanned developments.

The first output was the **Citywide Strategy for Upgrading Unplanned and Unserviced Settlements in Dar es Salaam**. It was adopted after a citywide consultation held in May 2007, and attended by the Prime Minister. Considering the urgency and magnitude of the challenge, the Strategy focused on key interventions in urban land delivery, basic services provision, and housing improvements. Based on this Strategy, a Citywide Action Plan was developed which would outline and detail specific activities, a time frame, roles and responsibilities and financing scenarios.

To inform the Action Plan, the Programme conducted socio-economic surveys and prepared a base map for the entire city which identified the number of unplanned settlements. The preparation of the **Citywide Action Plan for Upgrading Unplanned and Unserviced Settlements in Dar es Salaam** has followed a consultative process that involved all key stakeholders and partners throughout four stages:

- (i) sensitisation;
- (ii) analysis;
- (iii) synthesis; and
- (iv) planning.

The Programme has been strategically contributing to the achievement of the goals of the National Strategy for Growth and Reduction of Poverty (MKUKUTA), the National Vision 2025, the National Housing Policy and the MDG Targets related to water, sanitation and slum upgrading.



Participatory action planning  
Photo © UN-HABITAT / Maria Marealle

## CITYWIDE ACTION PLAN – GOAL, THEMATIC COMPONENTS, OUTCOMES, PHASES

The goal of the Citywide Action Plan is twofold: to **upgrade 50 per cent of all existing unplanned and unserviced areas by 2020 and to prevent the formation of new unplanned settlements in Dar es Salaam**. As prescribed by the Citywide Strategy, the Action Plan has three major components:

- (i) Land;
- (ii) Basic Services; and
- (iii) Housing.

There are three thematic action plans, one for each of these components, as well as a comprehensive capacity building action plan. The expected outcomes of these thematic action plans are, respectively:

### 1. Land Action Plan:

Residents have access to planned land, achieved through the regularisation of unplanned areas, increased revenue from land taxation, increased provision of new affordable planned plots, and controlled densification of residential areas.

### 2. Basic Services Action Plan:

Residents have access to basic services, achieved through increased access to drinking water and adequate sanitation, increased coverage of access and circulation roads and drains, improved solid waste collection and management, and increased access to basic social services and amenities.

### 3. Housing Action Plan:

Residents have access to adequate housing, achieved through increased access to housing finance, increased supply of private rental housing, improved quality of the housing stock, and the effective regulation of citywide housing development.

### 4. Capacity Building Action Plan:

Communities and institutions have the capacity to carry out settlement upgrading and prevent new unplanned development, achieved through improvements in key stakeholders' knowledge and skills for settlement upgrading and establishment of institutional procedures and systems for settlement upgrading and prevention of new development.

The activities proposed in each of these components are divided into short-term (2010), medium-term (2011-2015), and long-term (2015-2020) periods.



## LINKAGES WITH RELATED PROGRAMMES

The Action Plan offers a framework through which all stakeholders, including the Government of Tanzania, Dar es Salaam Local Authorities, Development Partners, the Private Sector and Communities, can work together towards the common goal of citywide settlement upgrading.

The Action Plan creates linkages with ongoing programmes related to settlement upgrading in Dar es Salaam, such as: the Community Infrastructure Upgrading Programme (CIUP); the formalisation of unplanned areas through Residential Licences; the 20,000 Plots Project; the Dar es Salaam Water Supply and Sanitation Project; the Satellite Cities Project; the Kigamboni New City Project; projects dealing with traffic congestion and mass transit; the preparation of a Master Plan; the expansion of the Julius Nyerere International Airport; the Kurasini Redevelopment Project; and the Tanzania Financial Services for Underserved Settlements (TAFSUS).

## IMPLEMENTATION ARRANGEMENTS

The implementation of the Action Plan will be spearheaded by the Citywide Slum Upgrading and Prevention Programme Unit (CSUPPU), located at City level and staffed by qualified personnel. This policy-making organ will be overseen by a Steering Committee whose members will be officials from the Regional Secretariat, Dar es Salaam Local Authorities, sector ministries, the Prime Minister's Office, academic and research institutions and Development Partners. A Technical Committee will assist both CSUPPU and the Steering Committee. There will be a Technical Support Team in each municipality to link CSUPPU with the communities. In this set-up, the wards and sub-wards will play key roles. Communities will participate through Community Planning Teams.

## FUNDING REQUIREMENTS

The estimated funds required to realise the Citywide Action Plan by 2020 amount to TZS **1.58 trillion** (USD 1.2 billion). TZS **74.2 billion** (USD 54.7 million) are needed for short-term activities; TZS **1.25 trillion** (USD 923.5 million) for medium-term period activities, when the most capital-intensive operations are to be undertaken; and TZS **253.2 billion** (USD 186.6 million) for long-term activities. A capacity building component of about TZS **5.4 billion** (USD 4.0 million) to strengthen existing communities and institutions, is included in this estimated budget.

These funds will have to be raised from sources which include: community contributions; the private sector; municipal and city revenue sources; the central government; and Development Partners. The funding will be channelled through an upgrading basket fund to the various levels where upgrading activities are undertaken.

This Citywide Action Plan provides a flexible and coordinated framework that allows for various stakeholders, including Development Partners, to identify those areas where they can best contribute towards a planned and fully serviced Dar es Salaam.



Flooded street in an unplanned settlement, due to lack of drainage *Photo © Rasmus Precht*

**TABLE 1: ESTIMATED COST FOR IMPLEMENTATION OF CITYWIDE ACTION PLAN**

THEMATIC ACTION PLAN	SHORT TERM	MEDIUM TERM	LONG TERM	TOTAL (TSHS BILLIONS)	TOTAL (USD MILLIONS)
Land Action Plan	1.42	864.59	16.00	882.01	649.97
Basic Services Action Plan	56.90	154.40	191.18	402.48	296.60
Housing Action Plan	1.53	21.97	3.69	27.19	20.04
Capacity Building Action Plan	1.97	3.34	0.12	5.43	4.00
Total	<b>61.81</b>	<b>1,044.30</b>	<b>210.99</b>	<b>1,317.10</b>	<b>970.60</b>
Contingency	12.36	208.86	42.20	263.42	194.12
<b>Grand Total Estimated Cost (TZS billions)</b>	<b>74.18</b>	<b>1,253.16</b>	<b>253.19</b>	<b>1,580.53</b>	<b>1,164.72</b>
<b>Grand Total Estimated Cost (USD millions)</b>	<b>54.66</b>	<b>923.48</b>	<b>186.58</b>	<b>1,164.72</b>	

Source: Financing Expert Henry Chalu

TZS 1,357 = USD 1 (according to official United Nations rate of exchange in April 2010)



Photo © Rasmus Precht

# CHAPTER 1

## UNPLANNED AND UNSERVICED SETTLEMENTS IN DAR ES SALAAM

---

This chapter describes the problem of unplanned and unserviced residential development in Dar es Salaam, presents a typology of unplanned areas, highlights the principal causes of both the existence and continued growth of unplanned areas, and summarises the urgent need for a citywide action plan.

### 1.1. THE SCALE OF THE PROBLEM

Over 80 per cent - or 3.2 million out of 4 million - of Dar es Salaam's population live in unplanned areas.<sup>1</sup> These areas are characterised by haphazardly constructed buildings, insecurity of tenure and lack of basic urban services. Unplanned areas are irregularly developed, and over time, consolidate to high densities, leaving little or no land for access and circulation roads, drains, open spaces and social infrastructure such as schools and health centres. Access to safe water is limited and most households get water from wells or buy it from vendors. Sanitation is poor, mainly realised through low-quality pit latrines, while solid waste is not collected. Most houses are of low quality, unfinished in one way or the other, and poorly maintained and overcrowding is common.

As a consequence, four out of five residents of Dar es Salaam have to live under difficult conditions.

Their houses cannot be reached by motor vehicles, which is particularly problematic in cases of fire or other emergencies; their neighbourhoods are flooded regularly in the rainy season; their living environment is polluted; access to (quality) education is inadequate, and their health is much poorer compared with residents living in the planned parts of the city. For example, families in unplanned areas have a relatively high prevalence of diseases like diarrhoea and malaria. Other problems are the precarious tenure of informal housing; limited possibilities for residents to participate in city governance; the absence of economic opportunities; high crime rates and a general sense of social disenchantment.

Unplanned areas continue to grow as the supply of planned land does not match demand in terms of quantity, price and location. Many landowners continue to subdivide their land informally and sell it to small-scale developers in an unplanned manner. Existing unplanned areas continue to densify, while some of the more accessible ones are undergoing gentrification. Thus, the settlement pattern of Dar es Salaam is made up of pockets of planned areas within the mosaic of an unplanned urban landscape.

Unplanned areas began to develop in Dar es Salaam during the colonial period but the most rapid and extensive growth did not occur until after independence in 1961. This was due in part to the removal of restrictions to population movements and the resulting accelerated rate of urbanization. Generally, unplanned areas were tacitly tolerated by the authorities, and there were no large-scale clearance operations. Up to 2007, there was no comprehensive policy or action to deal

<sup>1</sup> Recent figures from the Ministry of Lands, Housing and Human Settlements Development (MLHSD) found that there were 500,000 buildings in the city out of which 400,000 (80 per cent) were in unplanned areas (United Republic of Tanzania, 2005, *Creation of a Comprehensive Urban Land Property Register for Economic Empowerment of Residents in Unplanned Settlements in Dar es Salaam, Project Document*, MLHSD). Considering the high house occupancy rate in unplanned areas, it can safely be concluded that over 80 per cent of the city's residents live in unplanned areas. Therefore, the figure of 70 per cent given in many documents as indicating the population living in unplanned areas in the city is understating the problem.

with unplanned settlements. Only a limited number of unplanned areas were redeveloped or upgraded from the late 1960s to the 1990s.

Unplanned areas continued to grow as public authorities failed to deal with land use planning and development control in the wake of rapid urban growth and limited resources. By 1988, over 70 per cent of the population of Dar es Salaam was already living in such areas. Up to now, it has not been possible to reduce this percentage.

## 1.2. TYPOLOGY OF UNPLANNED AREAS

Unplanned areas in Dar es Salaam have numerous characteristics. For the purpose of this Action Plan these areas are categorised into three groups:

### High-density areas:

Have a high concentration of buildings and residents. There is little or no space for economic or social infrastructure. Most residents in these areas belong to low-income households. Upgrading in these areas necessitates some demolition, and block surveying would be the only intermediate solution. Examples include Keko, Mtoni

Tandika, Mbagala, Buguruni, Vingunguti, Kinondoni, Mwananyamala, Kawe, Msasani, and Manzese.

### Medium-density areas:

Are located at medium distance from the city centre and, although they are in the process of densifying, they have large lots and so can be regularised to provide for roads and other infrastructure without requiring much demolition. Examples include Mlalakuwa and parts of Mbezi, Kimara.

### Low-density areas:

Are situated at considerable distance from the centre at the periphery of the city. Land lots are large and in some cases urban agriculture is still widely practiced. Such areas could be upgraded through regularisation schemes with little or no demolitions. Examples include Goba, Bunju, Pugu, Chamazi, Chanika and Somangila.

Upgrading is most urgently needed in high-density areas but medium and low-density unplanned areas must not be allowed to deteriorate into high-density unplanned areas.

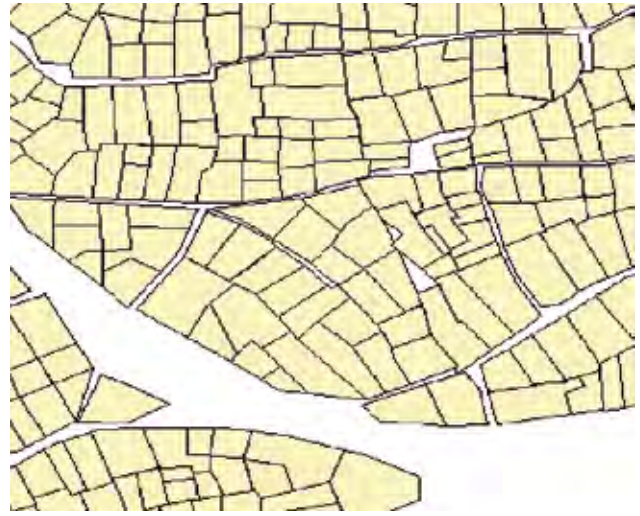


Satellite image of high-density unplanned area

FIGURE 1: UNPLANNED AREA DENSITIES



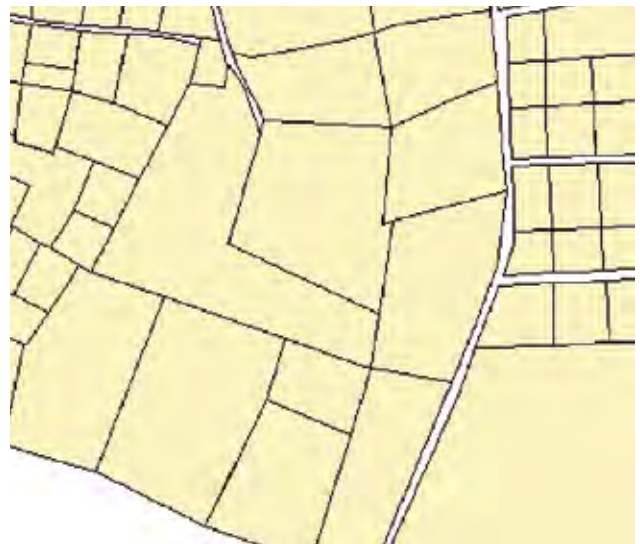
High Density Land Parcel size = 0 - 300 SQM



Medium Density Land Parcel size = 300 - 1000 SQM



Low Density Land Parcel size = 1001 SQM and above



Source: Land Regularisation  
Density = Total area divided by covered number of parcels

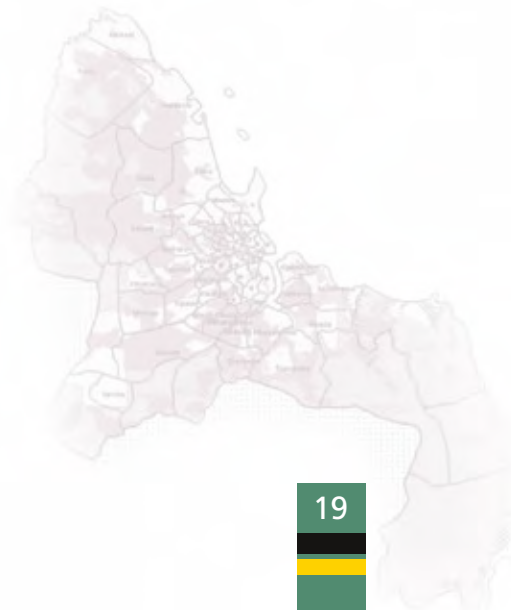
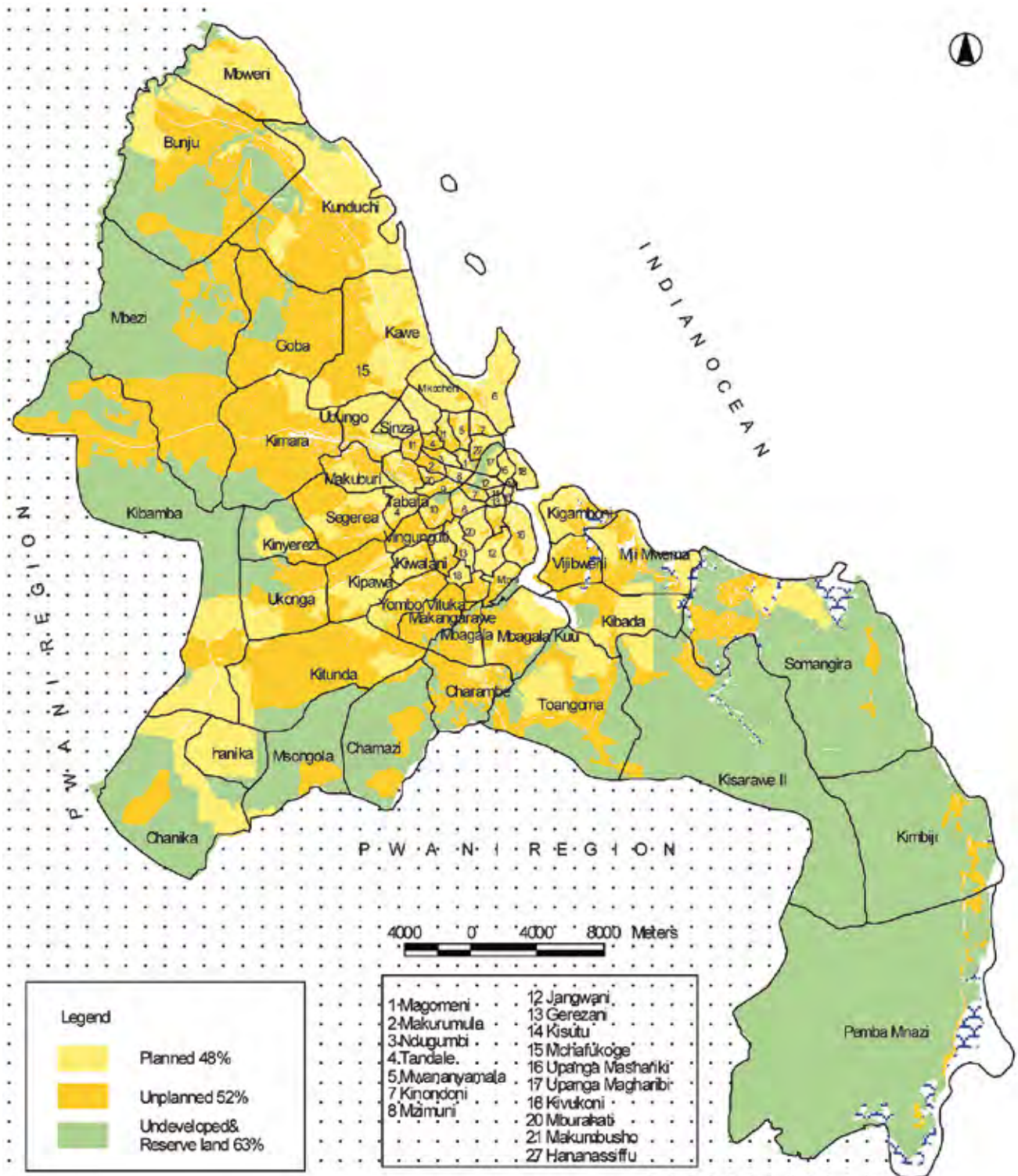


FIGURE 2: SPATIAL DISTRIBUTION OF PLANNED AND UNPLANNED AREAS IN DAR ES SALAAM



Source: UN-HABITAT / Baraba Novat

### 1.3. CAUSES OF THE EXISTENCE OF UNPLANNED SETTLEMENTS

There are numerous causes of unplanned settlement development in Dar es Salaam. The most important ones are explained below. These causes are not mutually exclusive; rather they overlap and reinforce one another.

#### Rapid urbanization:

The population of Dar es Salaam has grown from 1.4 million in 1988, to around 4 million today. This urban

population growth is a result of both migration and natural increase. Each day, thousands of new migrants move to Dar es Salaam from up-country areas in search of economic and social opportunities. Natural increase is also becoming an important driving force. While the national population is increasing at a rate of 2.8 per cent per annum, Dar es Salaam is growing much faster, at almost 5 per cent. This means that the proportion of the country's population living in Dar es Salaam is also increasing.

TABLE 2: POPULATION GROWTH IN DAR ES SALAAM

YEAR	TANZANIA MAINLAND POPULATION	DAR ES SALAAM		
		Population	Average Annual Growth Rate (%)	Share of Mainland Population (%)
1978	17,036,499	851,522		5
1988	22,455,207	1,360,865	4.8 (1978-1988)	6.1
2002	33,461,849	2,487,288	4.4 (1988-2002)	7.4
2007 (projected)	38,291,000	3,030,000	4.3 (2003-2007)	7.9

Source: National Bureau of Statistics (NBS)

#### Lack of affordable housing opportunities:

The supply of formal housing in Dar es Salaam is limited. Housing opportunities provided by private developers for home ownership, and private landlords for rental, are unaffordable to the majority of the city's residents. Public and cooperative housing opportunities are available at a negligible scale vis-à-vis the overall housing demand.

Finding themselves excluded from the formal housing market, most of the urban population has no

alternative to building their own housing informally in unplanned settlements. As existing building codes and standards are unaffordable to low-income households, the dwelling units constructed through the self-help approach are often of low quality. Due to the unavailability of housing finance for medium- and low-income households, numerous houses in unplanned settlements are unfinished and the supply of private rental housing remains below its full potential.

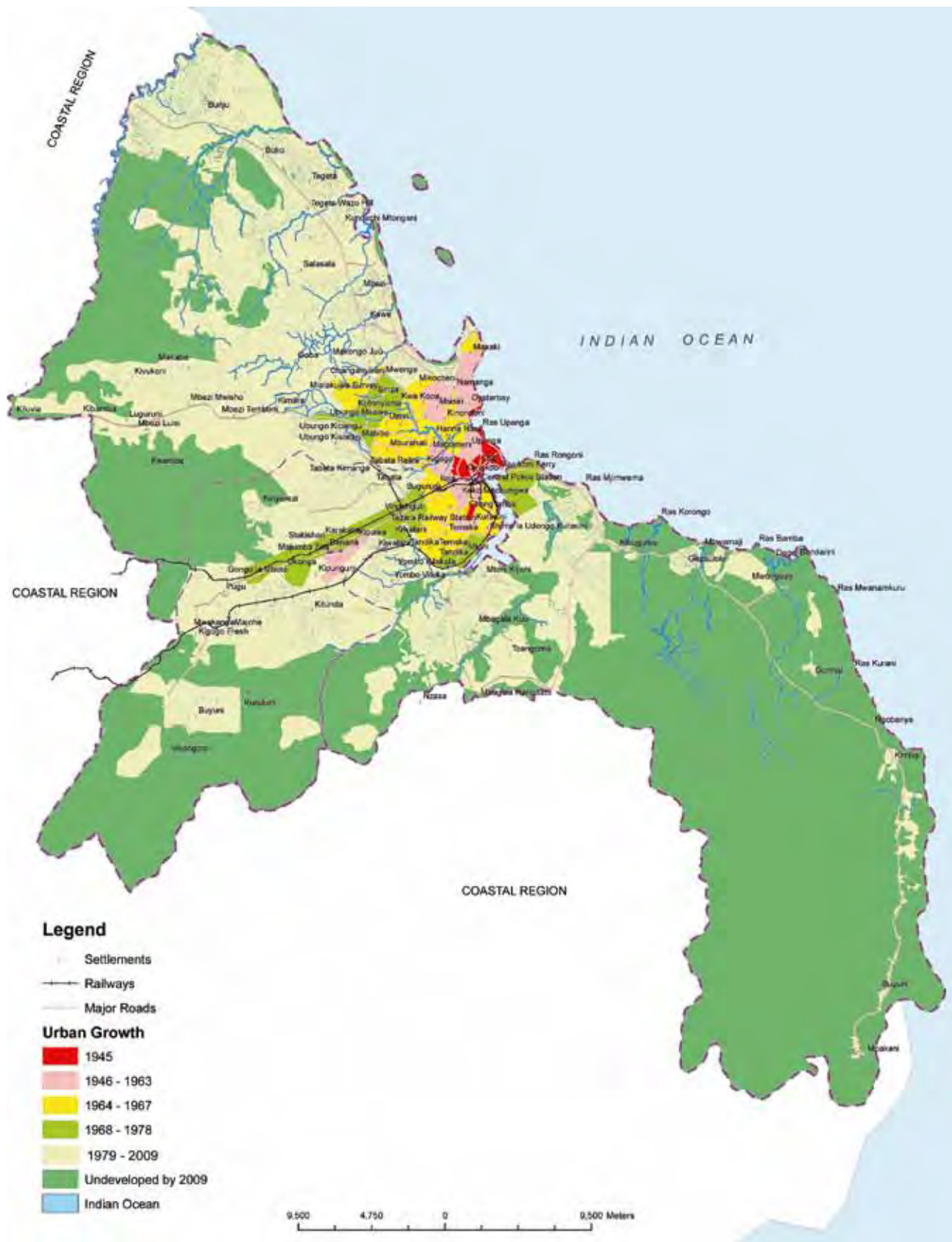


Poor-quality house in an unplanned area  
Photo © Rasmus Precht



Unfinished house in the unplanned settlement of Kigogo  
Photo © Rasmus Precht

FIGURE 3: GROWTH OF DAR ES SALAAM SINCE 1945



Source: UN-HABITAT / Baraba Novat



### Limited impact of past upgrading initiatives:

There has never been a comprehensive approach to upgrading of existing unplanned areas. Past upgrading attempts have been sporadic and narrow. Major upgrading in Manzese and Mtoni Tandika areas in the 1970s and 1980s was supported by the World Bank as part of the Sites and Services and Squatter Upgrading Schemes. By the 1990s, as a result of maintenance neglect, the upgraded infrastructure had deteriorated and required a re-upgrade.

Almost 20 years after the initial upgrading, the Community Infrastructure Upgrading Programme (CIUP) – funded by the World Bank – was launched in 2005. Despite its coverage of 31 settlements in Phases 1 and 2 (2005-2011), the bulk of unplanned and unserviced areas still need to be upgraded.

### Lack of resources for the upgrading of unplanned and unserviced areas at scale:

The following areas represent the main capacity constraints:

- Human and financial resources to plan for regularisation, paying of compensation for those who have to be displaced, and land surveying and titling.
- Resources for capital investment in water, road, drains and electricity infrastructure. Such investments fall in the realm of municipal authorities and/or central government ministries and agencies such as DAWASA. The amount of investment required is enormous and the resources available can only scratch the surface, leaving the bulk of unplanned areas unserviced.
- Ongoing projects to improve Dar es Salaam's water supply, which are inadequate to upgrade all the unplanned areas in the city.

### Lack of resources for the prevention of new unplanned settlements:

The public authorities do not have the resource capacity to cope with the demand emanating from rapid urban growth. Resources are required for sustainable land delivery at scale, such as acquisition, planning, surveying and servicing of land. The more the government delays in servicing land, the more land has already been occupied and developed informally by the time it is ready to carry out a land use delivery scheme.

Compensation is required for land acquisition, and due to improvements in the compensation package over

time<sup>2</sup>, considerable resources are required. Servicing land through construction of roads, drains, water and electricity infrastructure demands significant resources that are not currently available.

The provision of new planned land schemes since independence has been sporadic. The most recent wide-scale programme in land delivery is the 20,000 plots project, which began in 2002 and has so far delivered about 40,000 plots in Dar es Salaam. While this makes it the largest single land delivery scheme ever undertaken in the country, it has not been able to solve the problem of unplanned development.

In 2002, it was calculated that the city needed 20,000 new plots per year to meet the demand. This calculation informed the 20,000 plots project, which initially was to be completed in just one year. However, from 2002 to 2009, only 40,000 plots were delivered, falling far short of the 160,000 plots needed during this period. The resulting 120,000 plot shortage has contributed to the continued growth of unplanned areas.

### Inappropriate institutional arrangements for land use planning, infrastructure provision and housing:

Responsibility for water and road infrastructure construction and management and housing is scattered amongst various institutions including central government ministries and agencies as well as municipal authorities. This creates a situation of confusion and adversely affects the performance of the responsible institutions.

The tendency to centralize responsibility and authority to approve these projects at the higher levels of government leads to a situation where the decision makers have no connection with those on the ground, while those on the ground have no authority and this leads to haphazard development. There is little community participation in planning and managing human settlements. For example, landowners are hardly involved in planning and disposing their land in an officially sanctioned system.

### Inappropriate regulatory frameworks:

The existing regulations do not adequately address the city's needs and are largely unenforced. For example, overly large minimum plot size standards lead to wasteful land use and the exclusion of the poor from

<sup>2</sup> See Land Act 1999 and the regulations under it.

planned land. There are no standards to address unplanned areas. Other regulations, such as those for sanitation and waste management, are not being enforced.

Although public authorities have the power to regulate land use, their system is slow and not commensurate to the rate of urban development and the demand for land. Thus communities and landowners operate with little or no direction from public authorities, which naturally leads to unplanned development.

### Dominance of informal and customary land delivery systems:

While the formal land delivery system has not been able to respond to current demand, informal and customary/ neo-customary systems operate widely and provide land with relative ease to land seekers. In fact, the majority of land seekers obtain land through these informal channels, which in most cases are not regulated, thus leading to more informal settlements. Informal land management also deprives public authorities of an important source of revenue.



Open drainage in Hanna Nassif, constructed during community-based settlement upgrading (1990-94)  
Photo © Rasmus Precht

## 1.4. THE NEED FOR A CITYWIDE ACTION PLAN

Given the undesirable living conditions in unplanned settlements of Dar es Salaam and the underlying causes, in 2004 the Government of Tanzania and the Dar es Salaam Local Authorities, with a grant from the Cities Alliance and technical assistance from UN-HABITAT, embarked on the Dar es Salaam Cities Alliance Programme for Citywide Settlement Upgrading.

This programme has been an ambitious initiative to plan for the citywide upgrading of Dar es Salaam's

existing unplanned and unserviced settlements and for the prevention of new unplanned developments. The importance and timeliness of this programme and the need for urgent action has been acknowledged at the highest political level:

In his inaugural speech in 2005, the President of the United Republic of Tanzania deplored the unplanned nature of the city of Dar es Salaam. He called on all local authorities to put their efforts together to ensure that the city is planned and that it develops in an orderly fashion:

### **His Excellency Jakaya Mrisho Kikwete, President of the United Republic of Tanzania, on "Town Planning and Urban Development":**

"We are all witnesses to how some of our people, and some city, municipal and town authorities, are ignoring town planning and urban zoning regulations.

The following are a few examples:

1. Houses and perimeter walls are blocking natural water courses
2. Houses are built on road reserves
3. Open space and playgrounds are being invaded
4. Domestic animals are kept in urban areas, close to other people's residences
5. High rise buildings are being put up in areas where existing water and sanitation services are meant for fewer people
6. High rise buildings are being built even in zones legally meant for single family dwellings
7. Residential houses are built on plots without the necessary infrastructural services
8. Plots meant for public services, such as religious services, shopping complexes, markets, schools, hospitals and the like are either invaded or decimated piece by piece for different purposes
9. There is too much litter, including plastic bags

(...) If we do not contain this trend, our urban areas will become jungles of unplanned, unregulated and poorly serviced concrete structures. The Fourth Phase Government will demand that Local Authorities should address this matter as soon as possible."

Speech by the President of the United Republic of Tanzania, His Excellency Jakaya Mrisho Kikwete, on inaugurating the Fourth Phase Parliament of the United Republic of Tanzania, Parliament Buildings, Dodoma, 30 December 2005.



View of the planned city centre of Dar es Salaam  
Photo © Claudio Acioly

# HALI<sup>1</sup> HALISI.

1. Maji - Huduma za Maji  
- Kununua kwa jirani  
- Visimo - vifupi } Ish 50/=  
 Visimo vya pump } 20/=

- Maji ya bomba - kwa Siker  
 Maalum ish 50

- Miradi ya dami 20/=

- Mikokoteni - Ish 200/=

## Mapendekezo

→ Maji ya DAWASA - kila nyumba

## 2 MAPENDEKEZO MAJI

# CHAPTER 2

## THE ACTION PLANNING PROCESS

This chapter provides a synopsis of the preliminary steps to the participatory action planning process used in Dar es Salaam, describes its four main stages, highlights insights from the application of a community engagement initiative and shows how national and city-level key stakeholders endorsed the Action Plan.

### 2.1. PRELIMINARY STEPS

Preliminary steps undertaken in preparation of the Citywide Action Plan were a capacity-building needs assessment and the development of the **Citywide Strategy for Upgrading Unplanned and Unserviced Settlements in Dar es Salaam**. The Strategy was launched by the Prime Minister in October 2007. Considering the urgency and magnitude of the challenge, the Strategy focused on key interventions in urban land delivery, basic services provision, and housing improvements.

Based on this Strategy, the present Citywide Action Plan was developed to outline and detail necessary activities, timeframe, roles and responsibilities and financing scenarios. From the outset, the Action Plan was designed to contribute strategically to the achievement of Tanzania’s development vision, key policies, strategies, and internationally agreed goals and principles: the National Strategy for Growth and Poverty Reduction (MKUKUTA), National Vision 2025, National Housing Policy, National Human Settlements Development Policy, Habitat Agenda and the MDG Targets related to water, sanitation and slum upgrading.

To inform the Action Plan, the Dar es Salaam Cities Alliance Programme conducted a capacity-building needs assessment and socio-economic surveys and

prepared a base map for the entire city. The base map identified the number of unplanned settlements.

### 2.2. PARTICIPATORY PLANNING IN FOUR STAGES

Participatory planning has a long history of cooperation between the City of Dar es Salaam and UN-HABITAT. It started in 1992 with the Environmental Planning and Management (EPM) Process as part of the Sustainable Dar es Salaam Project. This project produced the Strategic Urban Development Plan (SUDP) which provides an overall urban planning framework. Along the same lines, the Human Settlements Development Policy 2000 states that, instead of demolishing unplanned settlements, it is government policy to upgrade them through stakeholder participation.

FIGURE 4: HISTORY OF PARTICIPATORY PLANNING IN DAR ES SALAAM

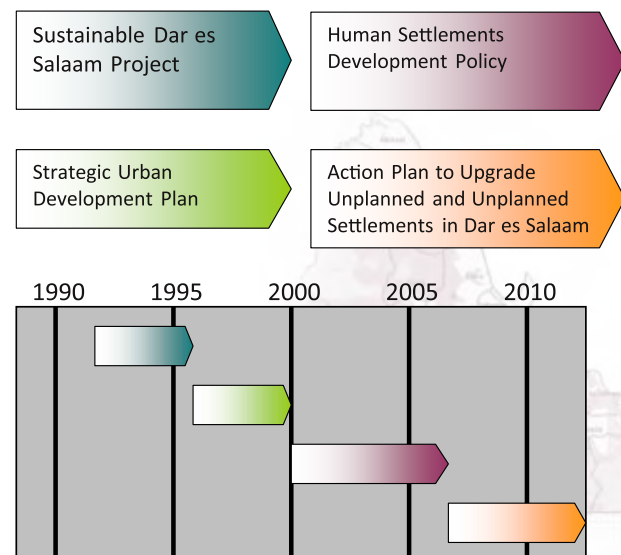
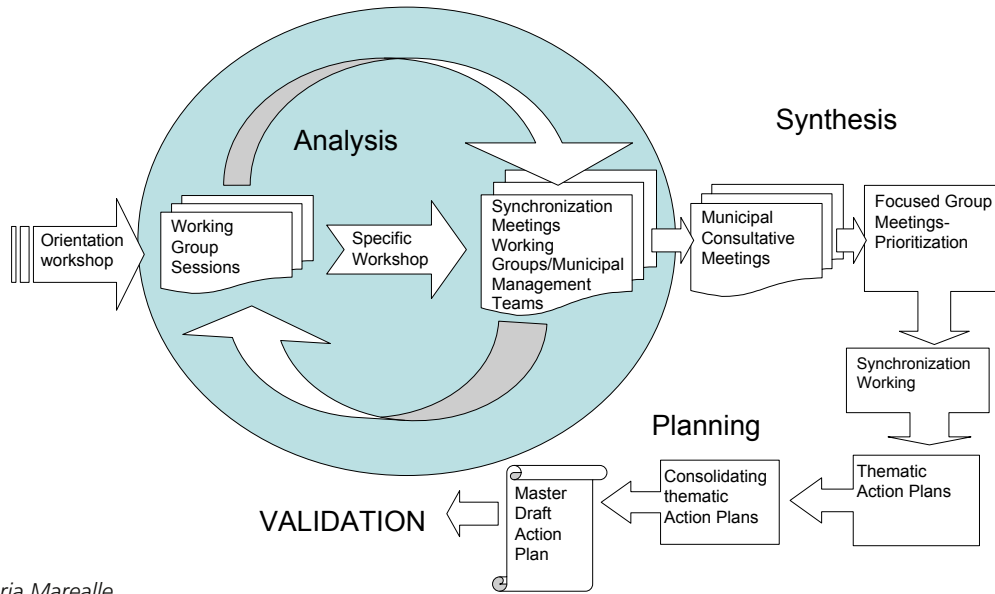


FIGURE 5: PARTICIPATORY ACTION PLANNING IN FOUR STAGES



Source: Maria Marealle

In this tradition, the preparation of the Citywide Action Plan has followed a consultative process that involved all key stakeholders and partners throughout four stages:

- (i) sensitisation/orientation;
- (ii) analysis;
- (iii) synthesis; and
- (iv) planning.

This was followed by a validation phase.

The **sensitisation** stage entailed a series of meetings and workshops. These involved the Management

Team of the Dar es Salaam City Council, the Municipal Management Teams, public relations officers from the four Dar es Salaam Local Authorities, peoples' representatives (councillors), representatives of the Prime Minister's Office-Regional Administration and Local Government, the Ministry of Lands, Housing and Human Settlements Development, other line ministries including those of Water, Health and Infrastructure Development, relevant authorities and organizations, Regional Consultative Committees, CBOs and NGOs.

The result was a consensus on the need for an Action Plan and commitment by key stakeholders to support



Scenes from the participatory action planning process  
Photo © UN-HABITAT / Maria Marealle

the action planning process. It was agreed that the Action Plan would be prepared through a working group approach, and a list of representatives to participate in the working groups was proposed.

The action planning process involved four Working Groups: on Land, Basic Services, Housing and Implementation Arrangements. The different stages of the process were agreed.

During the **analysis** stage, the Working Groups and the Resource Person (i.e. the facilitator of the action planning process and principal author of this Action Plan) assessed the existing situation. The Resource Person prepared a report on the existing situation and the ongoing activities which have a bearing on the Citywide Action Plan. A public presentation was made and from this a data base of current issues, gaps, challenges, linkages and opportunities were established.

The **synthesis** stage recouped the outputs of the analysis stage and developed options. Unplanned settlements were categorized on the basis of density. The format for the Citywide Action Plan was developed and agreed upon. Prioritization sessions were undertaken involving all city stakeholders. This prioritization was linked to the respective settlements. The key actors were the Working Groups and the Resource Person. Once again, a public presentation was made. The outcome was that options for intervention were established and prioritized based on consensus.

During the **planning** stage the Working Groups and the Resource Person prepared the Action Plan, containing of

thematic action plans for land, infrastructure, housing and capacity development. The draft Action Plan was shared with stakeholders and the inputs received were incorporated in the consolidated Action Plan.

### 2.3. COMMUNITY ENGAGEMENT AS A KEY PRINCIPLE FOR UPGRADING

Based on the positive experiences of both the CIUP and UN-HABITAT with direct community involvement, a community engagement initiative was undertaken by the Dar es Salaam Cities Alliance Programme. Programme staff met with residents of unplanned settlements to ask them about their priorities for settlement upgrading. Particular emphasis was placed on ensuring the meaningful participation of women and youth. More than 400 community representatives participated in this initiative. This approach ensured a high degree of participation of all residents of unplanned settlements and their inputs to designing strategies that are appropriate and will be supported by their communities. The following key insights emerged from these meetings:

#### Transparency throughout the entire upgrading process:

Many participants felt that they had been victimized by false claims in the past and were not in support of upgrading schemes unless they were informed and consulted about the plans prior to their implementation. Contracts signed between the government and developers should be open to the public and independent consultants should be involved in all projects to discourage corruption.



Women group during community engagement  
Photo © UN-HABITAT / Maria Marealle

### **Community participation in implementation:**

Community-based groups, particularly women and youth, overwhelmingly expressed their desire to participate in and support the implementation of the Citywide Action Plan in their areas. This is seen as an opportunity to create awareness, broaden the social service activities of community groups, and lead to income generating activities for their members.

Groups already participating in activities such as solid waste collection, tree planting, and water distribution, are willing to partner with the city and other stakeholders to synchronize their upgrading activities.

### **Involvement of tenants:**

Tenants feel left out from the upgrading initiative because it is targeted at house owners however, they also see upgrading as essential and are willing to relocate if convinced of the value of upgrading and new developments. Communities in Dar es Salaam have long memories of past initiatives that have been unsuccessful or unsustainable. Thus, a thorough understanding of what is needed and what is likely to be supported by residents – both landlords and tenants – is needed.

Throughout the upgrading process, it will be essential for planners and developers to continue to communicate

with residents of unplanned settlements to get their feedback on projects affecting their lives. It will be imperative to ensure that the beneficiaries of upgrading also become key stakeholders in the efforts to improve living conditions in the city.

## **2.4. POLITICAL SUPPORT AND COMMITMENT THROUGH VALIDATION BY ALL STAKEHOLDERS**

The advanced draft Action Plan was validated by Members of Parliament and city stakeholders at dedicated sessions in July 2009, in Dodoma and Dar es Salaam, respectively. Participants discussed priorities and implementation modalities and made recommendations on how to refine and finalise the Action Plan. The events generated clarity about the different roles and responsibilities of key stakeholders in implementing the Action Plan, and emphasised synergy between the Action Plan and other ongoing activities and programmes in the city.

Overall, the workshops achieved broad consensus on the need to swiftly implement the Action Plan. The Action Plan was fully endorsed by all the key actors. Parliamentarians and key Dar es Salaam City stakeholders who attended the workshops expressed strong commitment towards the Action Plan and its implementation.



Tenants outside their rental units in Kigogo  
Photo © Rasmus Precht



This chapter outlines the main features of the Action Plan. It presents summaries of the numerous related projects and programmes in Dar es Salaam and how they

are linked to the Action Plan. The last section emphasises the lessons learnt from the Community Infrastructure Upgrading Programme (CIUP) and other related activities.



Action Plan Validation Workshops in Dodoma (with Members of Parliament) and in Dar es Salaam (with City Stakeholders) in July 2009  
 Photos © UN-HABITAT / Claudio Acioly, Samuel Friesen



Photo © Rasmus Precht

# CHAPTER 3

## THE CITYWIDE ACTION PLAN

---

### 3.1. GOAL, THEMATIC COMPONENTS, EXPECTED OUTCOMES, AND TIMEFRAME

The goal of the Citywide Action Plan is to **upgrade 50 per cent of all existing unplanned and unserviced areas by 2020 and to prevent the formation of new unplanned settlements** in Dar es Salaam, in order to improve the environmental, economic, social and political aspects of the quality of life of the residents.

As prescribed by the Citywide Strategy, the Action Plan has three major components:

- (i) Land;
- (ii) Basic Services; and
- (iii) Housing.

There is a thematic action plan for each of these components, plus a cross-cutting capacity building action plan. The outcomes of the thematic action plans are, respectively:

#### 1. Land Action Plan:

Residents have access to planned land, achieved through the regularisation of unplanned areas; increased revenue from land taxation; increased provision of new, affordable planned plots and controlled densification of residential areas.

#### 2. Basic Services Action Plan:

Residents have access to basic services, achieved through: increased access to drinking water and adequate sanitation; increased coverage of access

and circulation roads and drains; improved solid waste collection and management; and increased access to basic social services and amenities.

#### 3. Housing Action Plan:

Residents have access to adequate housing, achieved through: increased access to housing finance; increased supply of private rental housing; improved quality of the housing stock; and the effective regulation of citywide housing development.

#### 4. Capacity Building Action Plan:

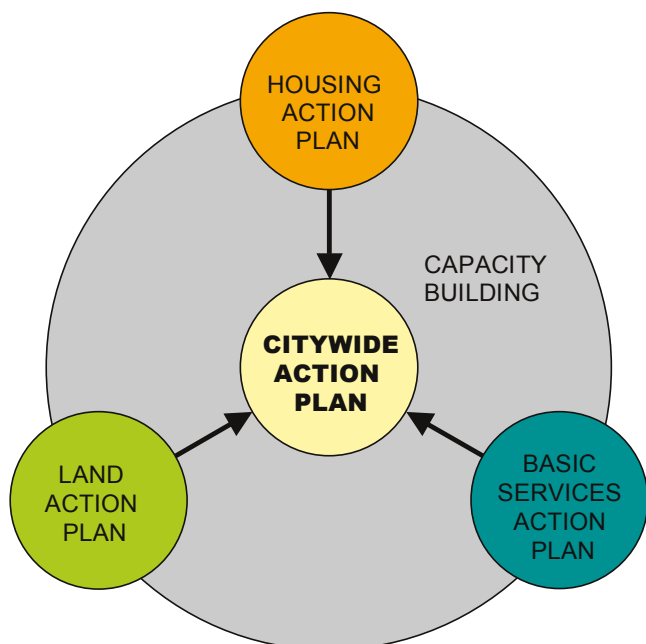
Communities and institutions have the necessary capacity to carry out settlement upgrading and prevent new unplanned development, achieved through improvements in key stakeholders' knowledge and skills for settlement upgrading and establishment of institutional procedures and systems for settlement upgrading and prevention of new development.

The figure below shows how the three thematic action plans interlink and how capacity building activities contribute to their implementation. The detailed thematic action plans are presented in table format in the annex.

The timeframe for implementation of the Action Plan is from 2010 to 2020. Activities are organised into three periods:

- 1) The **short-term period** (2010): to realise "quick wins", create a database and establish the regulatory framework for upgrading

FIGURE 5: LINKAGES OF THE THEMATIC ACTION PLANS WITH CAPACITY BUILDING



Source: UN-HABITAT / Maria Marealle

- 2) The **medium-term period** (2011-2015): to focus on improvement of access to clean water and sanitation, coinciding with the MDG targets for water and sanitation that are to be achieved by 2015
- 3) The **long-term period** (2016-2020): to attain the MDG target for improving the lives of slum dwellers

### 3.2. LINKAGES WITH ONGOING PROGRAMMES

The Citywide Action Plan considers and builds on all past and ongoing projects and programmes that aim to have an impact on the living conditions in unplanned and unserved settlements. These include: the Community Infrastructure Upgrading Programme (CIUP); Formalisation of unplanned areas through Residential Licences; 20,000 Plots Project; Satellite Cities Project; Kigamboni New City Project; Traffic decongestion through Dar Rapid Transport Project (DART); New Dar es Salaam Master Plan; Provision of planned land to low-income households through a Community-based approach in Chamazi; Expansion of Julius Nyerere International Airport; Kurasini Redevelopment Project; Dar es Salaam Water Supply and Sanitation Project (DWSSP); Kigamboni oil refinery project; Dar es Salaam road expansion programme; and the UN-HABITAT-supported Tanzania Financial Services for Underserved Settlements (TAFSUS).

These projects and programmes are summarised in this section, with the focus on how they relate to citywide upgrading.

#### 3.2.1. Community Infrastructure Upgrading Programme (CIUP)

CIUP is a sub-component of the Local Government Support Project, funded by the World Bank. The objectives of CIUP are to:

- Improve productivity and the well-being of low-income urban residents in Dar es Salaam by upgrading infrastructure and services in unplanned and under-served settlements
- Strengthen municipal systems for the upgrading of infrastructure and services
- Build community capacity to participate in planning and maintaining infrastructure in cooperation with municipalities

CIUP is being implemented in two phases: Phase 1 (2005-2008) involves 16 communities, covers 450 hectares and was expected to benefit 167,000 residents. Phase II (2008-2011) involves 15 communities, covers 550 hectares and is to benefit 162,000 residents.

Communities prioritise their infrastructure needs from a menu of different options including roads/footpaths, drainage, solid waste management, street lighting and public toilets. Water supply is provided separately through DAWASA under a Memorandum of Understanding between the Dar es Salaam City Council, DAWASA and DAWASCO.

The total funding for Phases I and II is USD 11.23 million. Dar es Salaam Local Authorities and Communities contribute USD 0.8 million; the Government USD 0.74 million and the International Development Association USD 11.23 million.

CIUP has contributed to a significant amelioration of the living conditions in its implementation areas. The interventions have led to improved access to infrastructure and services; an increased monetary value of houses/properties in the project areas; reduced incidences of disease, and reduced flooding and associated damages. Once the ongoing Phase II is completed, it is estimated that 20 per cent of the currently unserved areas in Dar es Salaam will have been provided with basic services infrastructure.

CIUP Phase I has been a success and the institutional set-up, including its community-based approach, will be adopted for the implementation of the Citywide Action Plan.

Dar es Salaam Cities Alliance Programme, which produced the Citywide Action Plan, and CIUP have strong linkages. Both were established within a larger

project, the Sustainable Dar es Salaam Project (SDP) and initiated under the Sustainable Cities Programme.

While the overall goal of the Dar es Salaam Cities Alliance Programme was to work with partners to implement urban policy reforms and to prepare a citywide upgrading programme, the main goal of CIUP has been to build capacity of the City Council in the planning and management of the growth and development of the city, using the Environmental Planning and Management (EPM) approach.

These different goals made it necessary to implement two separate programmes while closely linking them with one another.

Thus, throughout the process that led to the preparation of the Action Plan, the Dar es Salaam Cities Alliance Programme made use of the CIUP experience, as follows:

- CIUP Municipal Coordinators served as Municipal Coordinators for this programme to enhance coherence and avoid duplication of effort.

- CIUP Community Planning Teams were utilized for activities related to the preparation of the Action Plan, e.g., the training and capacity needs assessment the social-economic survey, and physical mapping.
- One of the CIUP areas was used as a demonstration site to show how upgrading can be scaled up. The approach was to add land development and housing improvements to the basic services provided by CIUP. With assistance from an NGO, housing cooperatives were formed and communities started to contribute to the urban poor fund which will enable the access affordable houses.

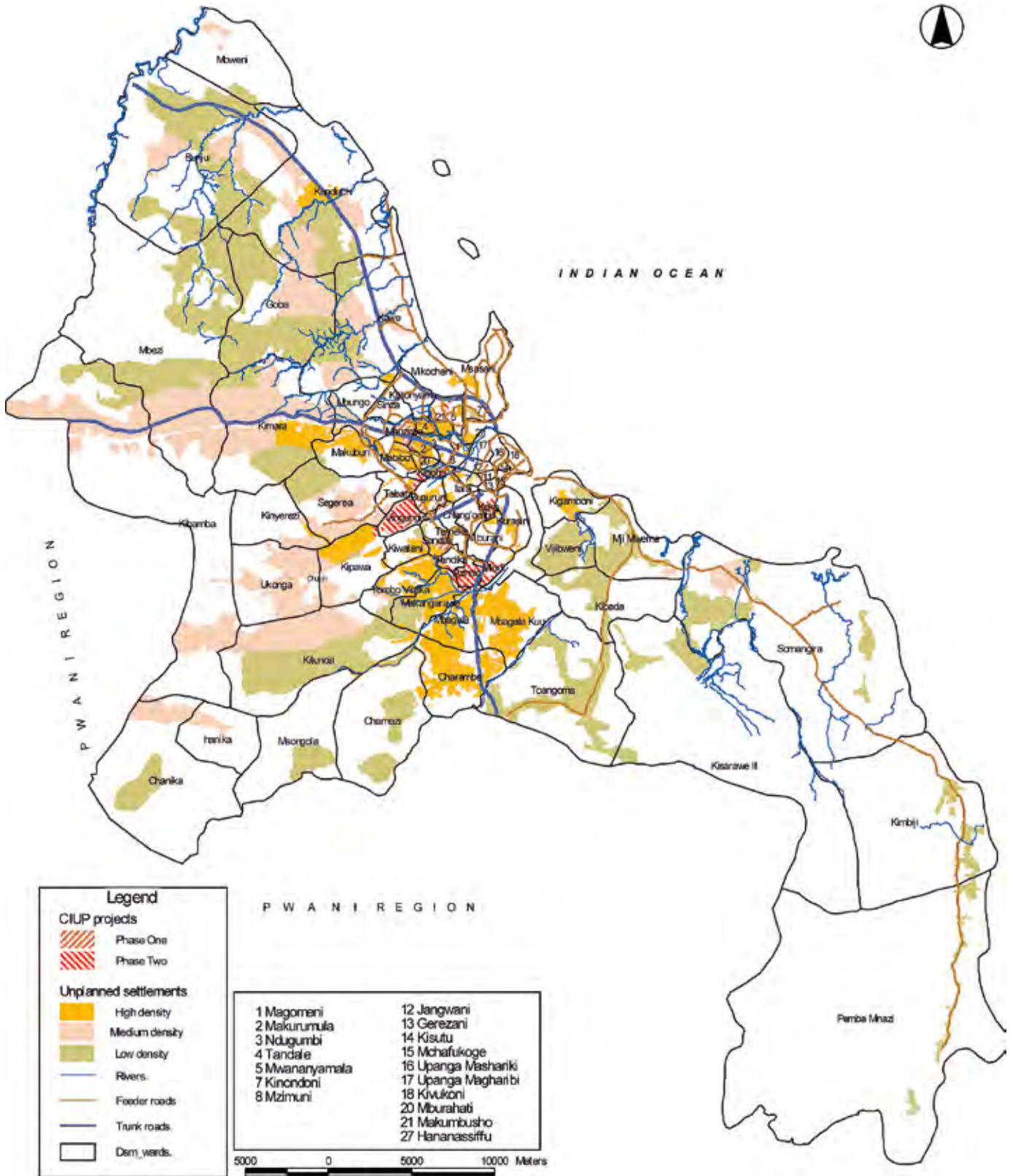
### 3.2.2. The formalisation of unplanned areas through Residential Licences

The issuance of Residential Licences has been conducted through the two-phase project “Creation of a Comprehensive Urban Land Property Register for Economic Empowerment of Residents in Unplanned Settlements in Dar es Salaam”.



Before, during and after Phase I of the Community Infrastructure Upgrading Programme  
Photos © CIUP

FIGURE 7: CIUP PHASE I AND II AREAS



Source: UN-HABITAT / Baraba Novat

Phase I began in May 2005, and has been concluded; Phase II is yet to start. The project activities have included community-assisted field campaigns to map and register house plots in unplanned settlements, and public awareness campaigns to encourage residents to apply for Residential Licences. Efforts to assist and support the process of establishing land registries in local authorities were also undertaken. The objective is to eventually cover all the unplanned areas in Dar es Salaam, while the current focus is on regularising land in unplanned areas where the CIUP has upgraded basic services.

The project budget for Phase I was around USD 1.6 million, which is expected to be recovered from the proceeds of issuing the Residential Licences, land rent and stamp duty. Some 90,000 Residential Licences have been collected so far out of the targeted 220,000 in Phase I.

The Licences are valid for two years but they are renewable and there are proposals to extend this period to five years. The Government is also encouraging Licence holders to use them for obtaining loans.

The issuance of Residential Licences can be seen as a prelude to land regularisation. The information collected during the licensing exercise provides a base on which regularisation can be based. For example, during the licensing process the following information

relevant to settlement upgrading is collected: access to basic services; housing conditions and landowners' priorities; and levels of affordability.

As a follow-up to the issuance of Residential Licences and the upgrading carried out under CIUP, the Government, through the Ministry of Lands, Housing and Human Settlements Development with World Bank funding, is now in the process of implementing a land regularisation scheme in CIUP Phase I areas. This will enable landowners to have their land planned, thus simplifying the provision of basic services the allocation of long-term certificates of title to land.

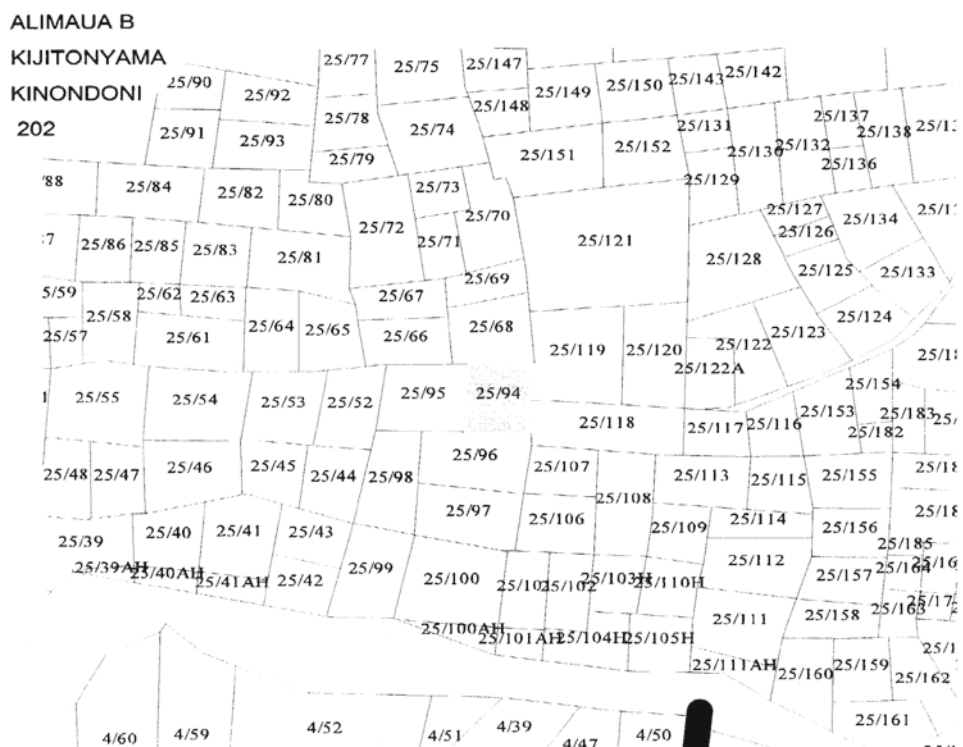
The Ministry of Lands, Housing and Human Settlements Development is conceptualising full land regularisation by addressing land use matters including accessibility and availability of land for public uses. Since this comprehensive regularisation plan will directly impact upon unplanned areas in Dar es Salaam, harmonising it with the Action Plan will be key.

### 3.2.3. The 20,000 Plots Project and its devolution to the Municipalities

In 2002, the Ministry of Lands and Human Settlements Development embarked on the implementation of

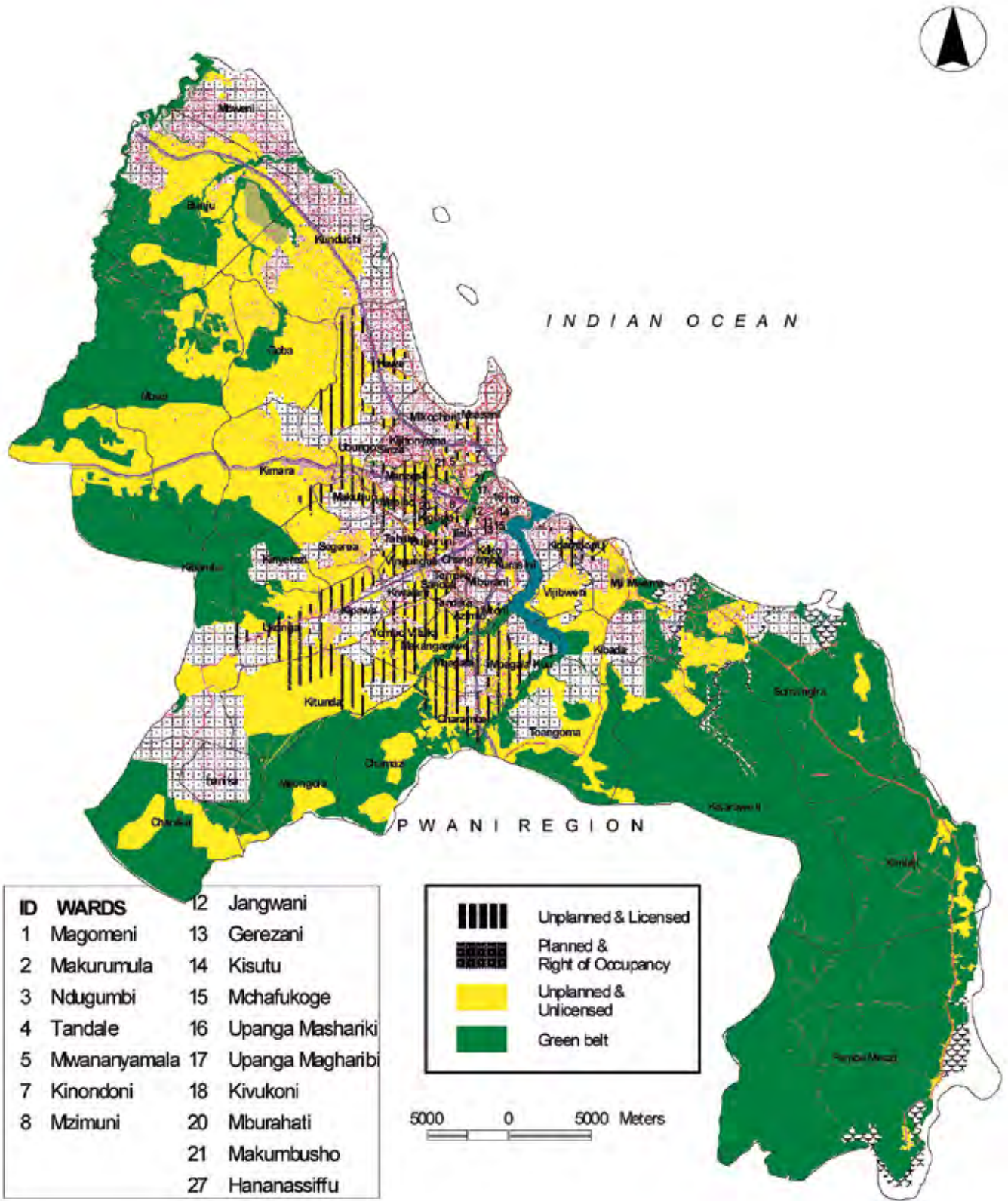
FIGURE 8: PLOTS IN AN UNPLANNED SETTLEMENT

NAMBA YA ENEO LA ARDHI: KND/KJT/ALMB25/94  
 KITALU:  
 MTAA:  
 KATA:  
 MANISPAA:  
 ENEO (MITA MRABA):



Source: Lusugga Kironde

FIGURE 9: UNPLANNED AREAS WHERE RESIDENTIAL LICENCES ARE BEING ALLOCATED



Source: UN-HABITAT / Baraba Novat



a project to plan, survey and make available 20,000 plots in Dar es Salaam. This project was implemented in collaboration with the three Municipalities: Ilala, Kinondoni and Temeke.

The objectives of the project were to:

- Alleviate the shortage of surveyed and serviced plots in the city;
- Tackle the rapid increase of informal settlements;
- Control land speculation;
- Address corruption in land offices;
- Reduce urban poverty;
- Develop satellite towns that would attract residents, create employment and provide services within the new towns; and
- Implement the ruling party's manifesto<sup>3</sup> that insists on the planning and surveying of towns and creation of better human settlements.

This project was financed through a loan of USD 8.9 million from the Treasury, which is expected to be recovered from the sale of the plots to the public.

The project has generally been a success. It is entirely locally financed and implemented - a significant achievement as lack of resources is typically a major impediment to supplying planned urban land. The project achieved an unprecedented quick delivery of serviced plots - at least with regard to rudimentary roads, and certificates of title. The certificates were generally available within two weeks of payment of project costs by the plot buyers.

Sustainability was assured through the full recovery of costs from the beneficiaries. This enabled the Ministry of Lands, Housing and Human Settlements Development to service the loan from the Treasury and to extend resources to address land availability problems in other areas in Dar es Salaam and other urban centres. Speculation in planned plots and corruption that occurred in the supply of land was minimised, at least in the short-term. The use of modern technology allowed for greater efficiency at limited cost.

Although the original objective of completing the project could not be realised in one year and implementation continues today, this project remains the largest planned land development project that Tanzania has ever undertaken. By 2009, the number of surveyed plots had reached 40,000.

The areas covered by the project include: Buyuni and Mwanagati in Ilala Municipality, Mbweni Mpiji, Mbweni JKT, Mbweni Malindi, Bunju A and B, Boko Dovy and Mivumoni in Kinondoni Municipality; and Toangoma, Kisota and Mtoni Kijichi in Temeke Municipality.

The areas in which the project has been implemented have been prevented from developing into unplanned areas. The project has been able to contribute to the Plot Development Revolving Fund from which loans have been extended to the three Municipalities of Dar es Salaam to finance their own plot provision programmes.

A drawback of this project is that the land selected has to be peripheral in order to minimize compensation. This not only increases urban sprawl but low-income households who in most cases need to keep their commuting costs to a minimum do not find peripheral locations suitable for their needs.

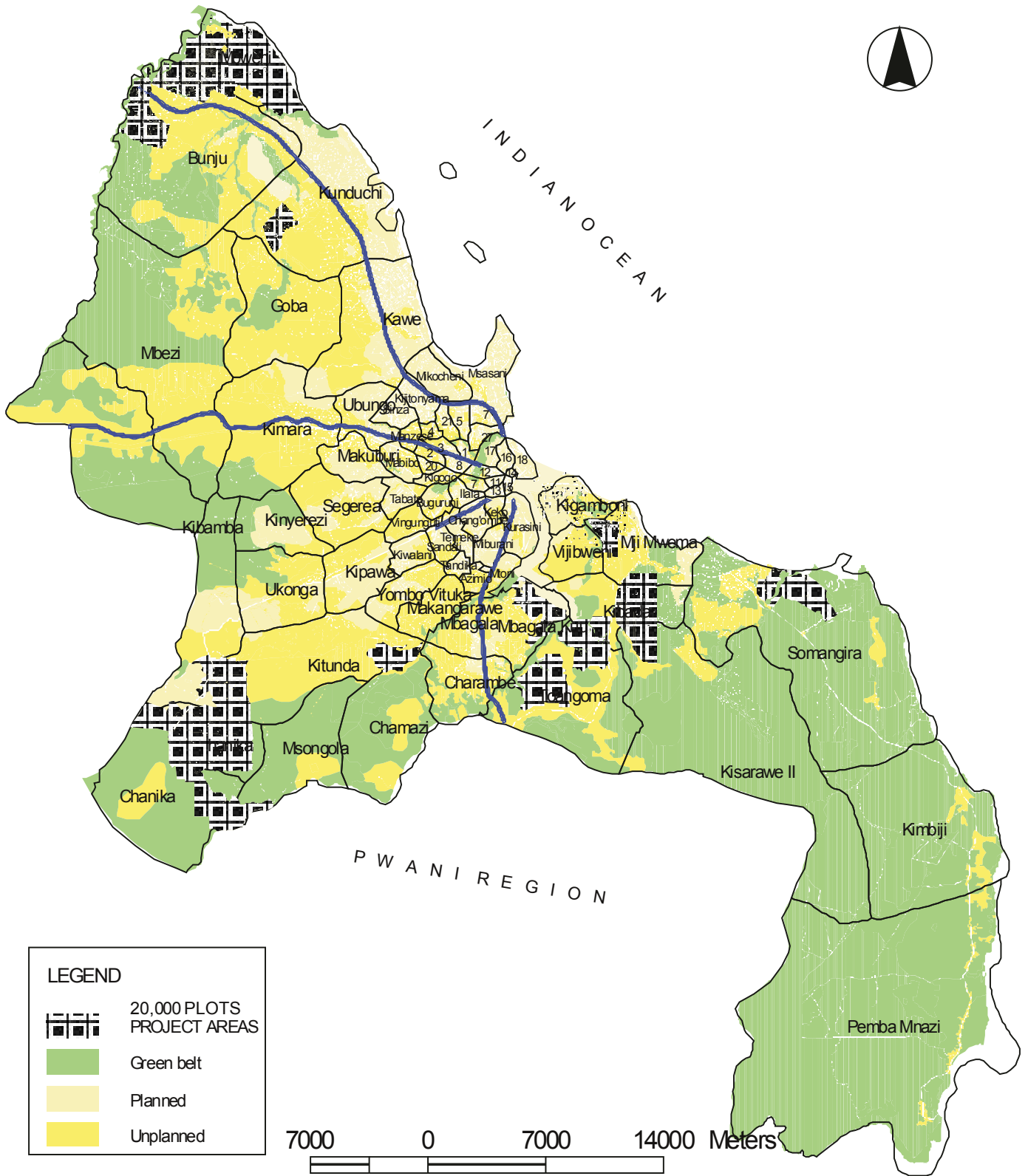
Moreover, the existing space and building standards make such plots too expensive for the poor. Thus, the project has generally served higher income groups. In future projects, the number of smaller, cheaper plots must be increased so as to accommodate lower income households. There is also some evidence that people who get displaced by such projects move into unplanned areas. Planned land schemes therefore need to include sustainable resettlement schemes for those households whose displacement is inevitable.



Plot beacon in a planned new land development scheme  
Photo © Rasmus Precht

<sup>3</sup> No. 33 (i-ii)

FIGURE 10: LOCATIONS OF THE 20,000 PLOTS PROJECT IN DAR ES SALAAM



Source: UN-HABITAT / Baraba Novat

### 3.2.4. Kigamboni New City Project

The government is considering constructing a new urban expansion area in the Kigamboni region of Dar es Salaam. Negotiations are going on between the government, residents and the Temeke Municipality. As there will be households who will have to surrender their land, it is important to ensure they are adequately accommodated in planned areas.

The government has announced that there will be minimal displacement of current residents, but it can be expected that a large proportion of the current landowners in the areas earmarked for the project will have to move. If the resettlement is not guided by international guidelines, the affected households are likely to end up in unplanned areas, leading to further uncontrolled densification and deterioration of living

conditions. The valuation of properties whose acquisition requires compensation was going on in 2009.

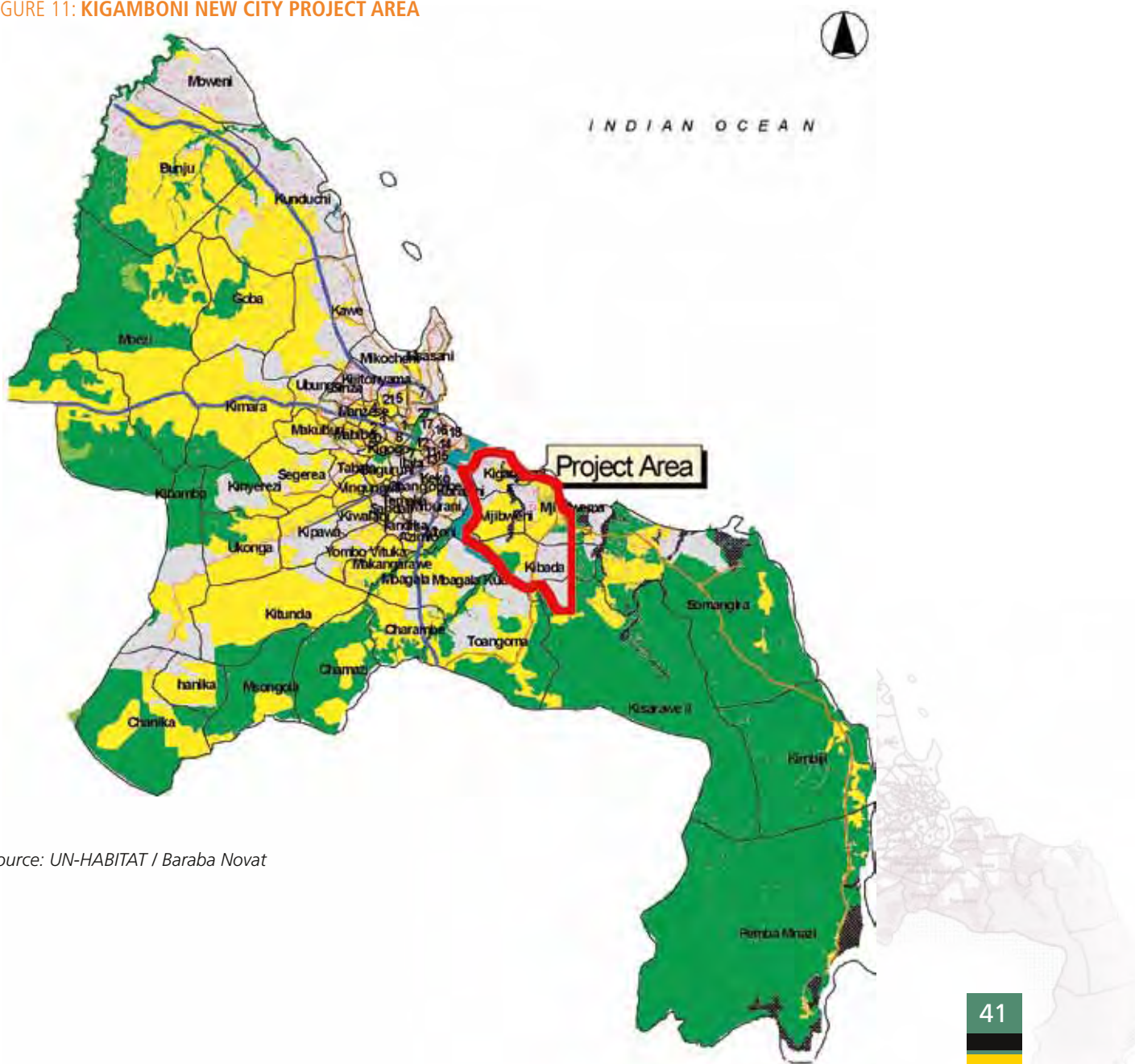
### 3.2.5. The Satellite Cities Project

This project is considered to be a continuation of the property formalization project in Dar es Salaam.

The Government is establishing six satellite towns at the periphery of Dar es Salaam. This project, carried out by the Ministry of Lands, has the following main objectives:

- Reduce the growth of existing unplanned settlements and prevent the formation of new ones
- Stimulate planned land development
- Bring urban services closer to residents thus decongesting the city centre

FIGURE 11: KIGAMBONI NEW CITY PROJECT AREA



Source: UN-HABITAT / Baraba Novat

The proposed centres are Mji Mwema, Kimbiji and Kongowe in the Temeke Municipality; Pugu Kajiungeni in the Ilala Municipality, and Bunju and Luguruni in the Kinondoni Municipality.

The project is funded by the government; the executing agency is Ministry of Lands, Housing and Human Settlement Development and the timeframe is 2006-2010.

The planned activities are: sensitization of property owners to facilitate land acquisition; planning and surveying of the area; valuation and compensation; relocation of existing settlers; sale of plots by tender to prospective developers; and allocation of offers of right of occupancy and title deeds.

In the Kwembe area, the Project has already been implemented through development of plans payment of compensation to owners whose structured have to be demolished. There were several differences between the Ministry and the residents about the adequacy of compensation. The demolition of existing properties started in 2009.

There is a risk that the project will exclude low-income households who cannot afford to live in the new planned neighbourhoods of the satellite cities. During implementation of the Citywide Action Plan, measures need to be taken to prevent the forced eviction of existing settlers from the satellite city areas and their involuntary relocation into unplanned areas. Moreover, unplanned sub-division of land around the project areas needs to be prevented.

### 3.2.6. Preparation of a new Master Plan for Dar es Salaam

The Ministry of Lands has initiated the preparation of a new Master Plan for the City to replace the one from 1979. This Master Plan will no doubt provide the framework for a comprehensive land use plan for the City and should incorporate measures to upgrade existing unplanned settlements and to prevent new unplanned development.

### 3.2.7. Kurasini Redevelopment Project

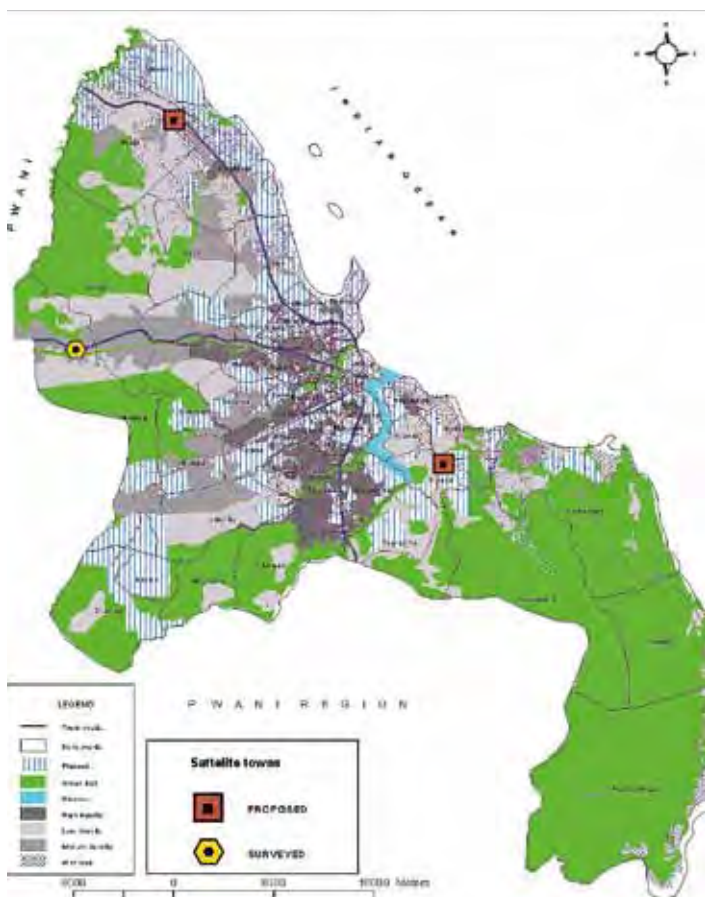
The objective of this project is to expand the port area of Dar es Salaam. It covers 670 hectares, and is estimated to cost TZS 70 billion (USD 51.6 million). Some 2,800 households are to be relocated and compensation has been paid to some land occupiers in the project area. The project timeframe is 2006-2012. These involuntary re-settlers need to be accommodated in planned areas. Some have been offered plots for purchase in the new planned area of Kibada but many are likely to relocate to unplanned areas.

### 3.2.8. Provision of planned land to low-income households through a Community-based approach in Chamazi

Low-income households mobilised by the Centre for Community Initiatives (CCI) put together their savings and acquired 30 acres of land in the Chamazi area of the Temeke Municipality. Community members agreed that a plot size of 200m<sup>2</sup> was adequate for them compared to the official minimum size of 400m<sup>2</sup>. This has been accepted by Temeke Municipality. Cities Alliance assisted the group to plan the land.

Efforts are under way to have the area surveyed and, in time, community members will be able to put up their own dwellings. This case shows that it is possible for low-income households to acquire land formally and live in a planned settlement. The Chamazi approach can be replicated in other places.

FIGURE 12: SATELLITE TOWN PROJECT AREAS



Source: UN-HABITAT / Baraba Novat

### 3.2.9. Dar es Salaam Water Supply and Sanitation Project (DWSSP)

There are at least three distinct projects aimed at improving water and sanitation supply in unplanned areas in Dar es Salaam:

- The Community Water Supply and Sanitation Project (CWSSP), as part of the Dar es Salaam Water Supply and Sanitation Project (DWSSP), aimed at providing reliable, affordable and sustainable water supply and sanitation services to all categories of consumers in the DAWASA designated areas. This project involved three international organisations: Care International, Plan International and WaterAid Tanzania. In total, DWSSP is in the process of providing access to clean water and sanitation for around 200,000 people.
- The CWSSP was aimed at improving access to services for 170,000 people in poor settlements through community-based projects.
- Since 2008, the project for provision of community water supply and sanitation systems in peri-urban low-income settlements of Dar es Salaam has undertaken the following activities: study of the possibilities for ground water supply and existing sanitation facilities; design and installation of water systems giving 130,000 people access to safe drinking water; design and installation of sanitation facilities and training of local organizations and community leaders about management and operation. The project is funded by the Government of Belgium and the European Union.
- The planned upgrading of the Lower Ruvu water works envisages the expansion and rehabilitation of the current water supply infrastructure to augment the pumping by 50 per cent. This would increase the efficiency and capacity of Dar es Salaam's water supply from the current 180 million litres per day to 270 million litres per day, while at the same time reducing water losses caused by leakages in old pipes as well as illegal connections. This project is funded by the United States through the Millennium Challenge Corporation, with a budget of TZS 30 billion (USD 22.1 million).

Despite the completion of some of these projects the demand for water supply and sanitation is still acute and enormous resources are needed to ensure that the water supply system serving Dar es Salaam meets the growing demand.

### 3.2.10. Traffic decongestion through Dar Rapid Transport Project (DART)

Dar es Salaam is suffering from serious traffic congestion as a result of the unprecedented increase in the number of motor vehicles, the limited road network, centralisation of most important activities in

the city, and continued urban sprawl. The Dar Rapid Transport Project (DART) aims to establish a modern public transport system at reasonable cost to the users and yet profitable to the operators using high-capacity buses that will operate on exclusive lanes.

Phase one of this project will be implemented along Kivukoni Road, Sokoine Drive, Morogoro Road, Kawawa Road and Msimbazi Street. The routes to be serviced include Kimara-Kivukoni, Kimara-Kariakoo, Ubungo-Morocco, Morocco-Kivukoni and Ubungo-Kivukoni. The project is expected to cover more than 130 km and is funded by a loan from the World Bank. While the focus is on transport, it will have an impact on the growth of unplanned areas. As with other infrastructure projects, those who will be displaced by the project need to be resettled adequately.

### 3.2.11. Kigamboni oil refinery project

This Project is earmarked to be implemented in the Amani Gomvu area and undertaken by private investors, and may result in the displacement of some 300 households. Care needs to be taken to ensure that these residents are not forcibly evicted and pushed into unplanned settlements due to lack of affordable housing opportunities near their places of work and education.

### 3.2.12. Dar es Salaam road expansion programme

Various trunk, regional and district roads in the City are being constructed or are undergoing rehabilitation. The programme aims at reducing travel times and transportation costs that will lead to increased economic opportunities. Moreover, improved roads will help to connect road users and communities with markets, schools, and health centres, etc. The improvement of Dar es Salaam's roads is a welcome development. Care is needed to ensure that those who have to give way to road construction and expansion are adequately relocated. Better access as a result of better roads may reduce congestion but is also likely to encourage urban sprawl. Ongoing city planning efforts need to take proactive measures to prevent sprawl.

### 3.2.13. Expansion of Julius Nyerere International Airport

Efforts to expand Dar es Salaam's international airport to cope with increasing demand have been ongoing since the 1990s. The project makes the relocation of residents of Kipawa inevitable. Property valuation was completed

and residents were prevented from further investing in their properties. The government, however, could not muster the resources required for compensation so the process was put on hold. The project is being revived. Property owners need to be compensated and resettled. The Tanzanian Civil Aviation Authority is in the process of procuring property valuation services to compensate those who will lose their properties.

### 3.2.14. Tanzania Financial Services for Underserved Settlements (TAFSUS)

TAFSUS has been recently established as a sustainable, financially viable non-bank financial institution with the objective of making financial services accessible to residents in unplanned and unserved settlements in Tanzania, most of whom are excluded from formal finance.

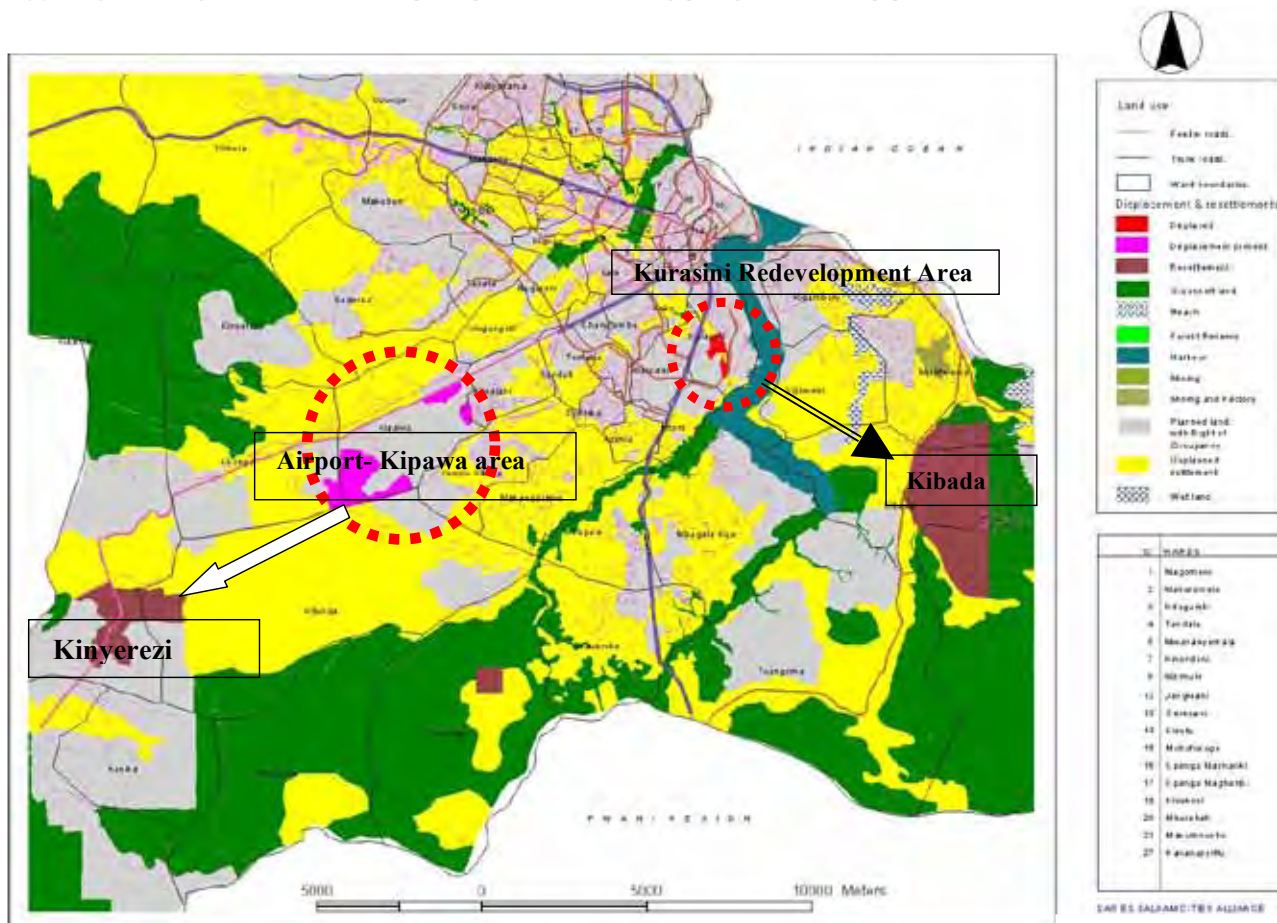
TAFSUS is supported by UN-HABITAT's Slum Upgrading Facility (SUF) which has been working in the country since 2004. TAFSUS was registered in 2009 as a not-for-profit company under the direction of a board of directors drawn from community groups, domestic

banks, municipalities and relevant national ministries. TAFSUS is currently hiring a secretariat team to run the day-to-day operations of the facility.

TAFSUS is designed to offer technical support for project development and credit enhancement, most commonly in the form of guarantees, to support housing and infrastructure improvement for the poor. TAFSUS will seek to finance projects with a combination of community savings, subsidy from the government and local domestic commercial bank lending and USD 1 million has been made available for the provision of credit enhancement to local lending institutions.

As the number of households in unplanned settlements in possession of Residential Licences increases, the demand for housing loans is growing, too. TAFSUS will help bridge the gap between informal settlement dwellers and formal sector lenders. The housing loans will contribute to improvements in the existing housing stock and the construction of additional dwelling units, for ownership, as well as for rental purposes.

FIGURE 13: DEVELOPMENT-DRIVEN DISPLACEMENT AND RELOCATION IN DAR ES SALAAM



Source: UN-HABITAT / Baraba Novat

### 3.3. LESSONS LEARNT FROM ONGOING PROGRAMMES

Important lessons can be learnt from these projects and programmes and how they relate to one another and to the Citywide Action Plan:

#### Need for coordination between various activities and actors:

To achieve better results and avoid duplication, an overall coordination mechanism is needed. For example, the implementation of new land provision schemes does not address the issue of possible unplanned development as a result of such projects. The formalisation project addressed tenure issues but did not deal with basic services issues, while the CIUP addressed basic services but did not address tenure issues. The same can be concluded of the DWSSP.

#### The problem of development-driven displacement:

Another key insight is the importance of precautionary steps to ensure that the ongoing activities benefit the poor, and do not lead to the formation of more unplanned areas. While some of the ongoing projects such as CIUP, Residential Licences Project, DWSSP and TAFSUS, clearly improve the situation in unplanned areas in Dar es Salaam, others carry the risk of adverse effects.

Those projects likely to displace the current population in the project areas will lead to further unplanned densification of existing unplanned settlements and the formation of new ones. These projects need to develop sustainable resettlement plans that are negotiated and agreed with the affected communities and in line with international human rights instruments to which Tanzania is a signatory, and in particular the international guidelines on development-driven displacement.<sup>4</sup>

If these guidelines are not respected, development projects can easily lead to forced evictions and other human rights violations. The community-based resettlement in Chamazi is a scheme that needs to be emulated. One lesson that can be learnt from this case is the need for a resettlement policy that takes into consideration all persons affected by the project. These include owners as well as tenants.

<sup>4</sup> In particular, the provisions in the International Covenant on Economic, Social and Cultural Rights and its General Comment 7 - The right to adequate housing (Art.11.1): forced evictions: 20/05/97. Guidance on displacement is provided in the "Basic Principles and Guidelines on Development-Based Evictions and Displacement", developed by the Special Rapporteur on adequate housing as a component of the right to an adequate standard of living (published in Annex 1 of his report to the Human Rights Council, A/HRC/4/18, February 2007).

In the Kurasini Project tenants were not considered for compensation, a situation which may be repeated in the Kipawa areas unless a new approach, commensurate with international practice, is adopted.

#### Importance of development control:

New town development, like the Satellite Cities Project, is likely to generate land speculation and illegal subdivision in the surrounding areas which usually are under customary tenure and appreciate significantly in value as a result of the adjacent development. It is therefore necessary to enforce development control in order to prevent new unplanned developments adjacent to the new planned settlements.

#### Community involvement:

One of the positive lessons from CIUP is the importance of community involvement. The Community Planning Model used in the CIUP implementation has been adopted in the proposed implementation arrangements for the Citywide Action Plan.

All in all, it is evident that the challenge of citywide upgrading calls for a new, comprehensive, participatory and well-coordinated approach that avoids negative effects of upgrading and new developments on resident communities and prevents parallel expansion of unplanned developments.

The Citywide Action Plan offers a framework through which all these projects/programmes and their stakeholders such as the Government of Tanzania, Dar es Salaam Local Authorities, Development Partners, the private sector and communities can work together towards the common goal of citywide settlement upgrading.



Community planning session  
Photo © UN-HABITAT / Maria Marealle



Photo © Rasmus Precht



# CHAPTER 4

## IMPLEMENTATION ARRANGEMENTS

---

This chapter summarises the proposed arrangements for implementing the Action Plan. It summarises the role of the main actors, introduces the recommended institutional framework, provides an overview of financial requirements, and points out some monitoring and evaluation mechanisms.

### 4.1. ROLE OF KEY PLAYERS

Upgrading involves a number of institutions and organizations, all with important roles to play. At national level, the Prime Minister's Office, Regional Administration and Local Government (PMO-RALG), as well as the Ministries of Lands, Housing and Human Settlements Development, and Water are key stakeholders in upgrading. At the local level, there are the Dar es Salaam Local Government Authorities. Other key players are research and academic institutions, communities and the private sector. The various Development Partners are pivotal players for all stages of the planning process but in particular for the implementation of the Action Plan.

#### Prime Minister's Office, Regional Administration and Local Government (PMO-RALG):

Besides regional administration and rural development management policy, PMO-RALG is responsible for urban development management policy, and integration and financial development of local authorities. What is most relevant for the Citywide Action Plan is that PMO-RALG oversees the operations of local authorities. Its role is to ensure proper local financial management through the issuance of guidelines for local budget development, technical support and capacity building.

PMO-RALG monitors local expenditures and revenue collection and approves and audits local budgets. All plans to increase local revenue to finance upgrading or land delivery must be sanctioned by PMO-RALG. Financial commitments by Development Partners have to go through PMORALG as well as the Treasury.

#### Ministry of Lands, Housing and Human Settlements Development (MLHSD):

The responsibilities of MLHSD include land policy and its implementation, land development, human settlements development, surveys, valuations, sites and services projects, registration of land, documents and chattels, transfer and mortgage financing, building research, town planning, master plans, maps, regional physical planning, as well as the formulation and implementation of the National Housing Policy and Urban Physical Structures Policy.

MLHSD has a key role to play in upgrading. It has the authority to approve land use regulations and planning schemes. It can undertake direct action as it did with the 20,000 Plots Project and with the issuance of Residential Licences. It can also mobilize and make resources available to municipal authorities. For example, the Ministry has recently made available to municipal authorities funds to prepare new plots for planned urban development.

Currently, the Ministry is planning the preparation of a Master Plan for Dar es Salaam. It also intends to undertake land regularization in CIUP areas and areas where Residential Licences were issued. Future projects that are being carried out or are under consideration

which will have an impact on the upgrading of Dar es Salaam, include the development of satellite towns at the periphery of the three municipalities; the planning and development of a new city at Kigamboni and the redevelopment of Kurasini.

MLHSD is a key stakeholder in facilitating the decentralization of the land registry to municipal authorities, the administration of land rent, including the decision on the share to remain at local government level. MLHSD has been instrumental in establishing or improving Lands Offices in the Dar es Salaam Local Authorities.

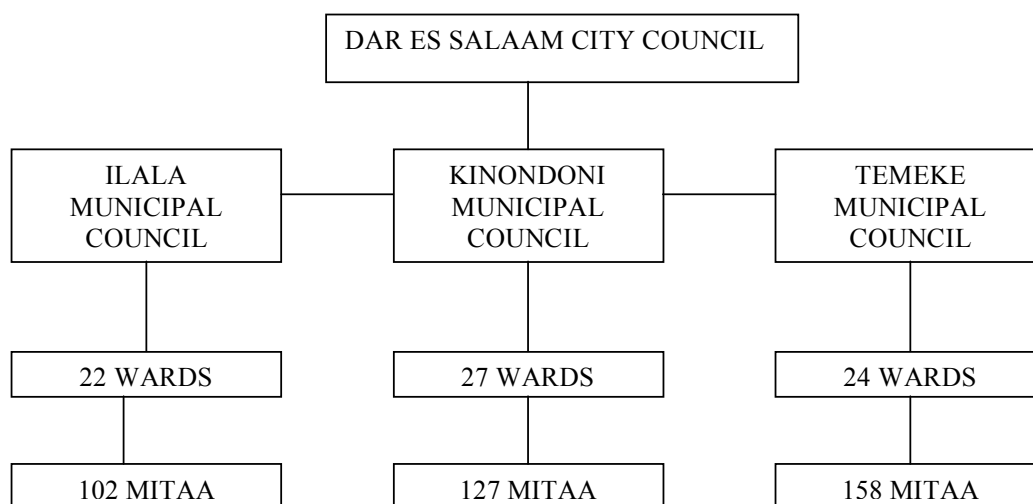
### Ministry of Water and Irrigation (MoWI) and its agencies:

Among the numerous responsibilities of this Ministry is the development of both rural and urban water supplies, and sewage and drainage. The Ministry's

mission is to develop the capacity of local government authorities, the private sector and autonomous bodies to provide water and advisory services effectively and which are commensurate with public demand. Among the objectives of the Ministry is to meet the water and sanitation needs for all types of socio-economic use in peri-urban, urban and rural areas.

The Ministry, particularly through its main agency the Dar es Salaam Water and Sanitation Authority (DAWASA), will be an important partner in ensuring the upgrading of unplanned settlements in Dar es Salaam. DAWASA is currently implementing a number of projects to improve water supply to Dar es Salaam in general, and to improve community water and sanitation services in unplanned and peri-urban areas in particular. These projects are financed by the World Bank, European Union and other Development Partners.

FIGURE 14: DIVISION OF DAR ES SALAAM INTO MUNICIPALITIES, WARDS AND MITAA



Source: Lusugga Kironde

### Dar es Salaam Local Authorities:

Dar es Salaam's structure of local governance is unique in Tanzania. It has three Municipalities (Ilala, Kinondoni and Temeke) and the Dar es Salaam City Council which coordinates the activities of the three municipalities and deals with cross-cutting issues such as roads, transportation, waste management (dump sites) and markets.<sup>5</sup> The latter include infrastructure development, waste disposal, and transportation.

The City Council will be the overall coordinator of the upgrading activities. Both the City Council and the

Municipalities will embark on resource mobilization to implement projects related to upgrading and to enact bylaws related to land use development that will minimise the growth of unplanned areas. They will also provide the staff time that is required for the implementation of the various activities and will organise public awareness campaigns.

### Ward and Ward Development Committees:

A Ward is a subdivision of a Municipal Council area aimed at enhancing efficiency and coordination. The Ward has the responsibility of proposing development plans for their area to the Municipal Council, and to receive and implement Council decisions, orders and directives. Each Ward has a Ward Development Committee that consists of a chairperson (normally the

<sup>5</sup> Since the Dar es Salaam City Council is created over a geographic area where there are other local authorities, the Local Government (Urban Authorities) Act 1982 had to be amended through Government Notice (GN) No. 319B of 2000 to define the role and jurisdiction of the City Council.

Elected Ward Councillor), *Mtaa* Chairmen in the ward, Councillors of municipal authorities who are residents in the ward, and the Member of Parliament who resides in the ward. The Ward promotes economic and social development through, for example, cooperative activities, and is responsible for the coordination of property tax collection.

**Mtaa (sub-Ward):**

The *Mtaa*, or sub-Ward, is the lowest level of implementation of all Municipal Council plans and is therefore the centre of all community-based development activities. This is where community participation will be taking place during the implementation of the Citywide Action Plan.

Each *Mtaa* has a *Mtaa* Committee, which is composed of six members elected from among the *Mtaa* residents. This Committee has the following functions: implementation of policies of the Municipal Council; advice to the Municipal Council on development activities; maintenance of a residents' register and revenue collection for remittance to the Municipal Council.

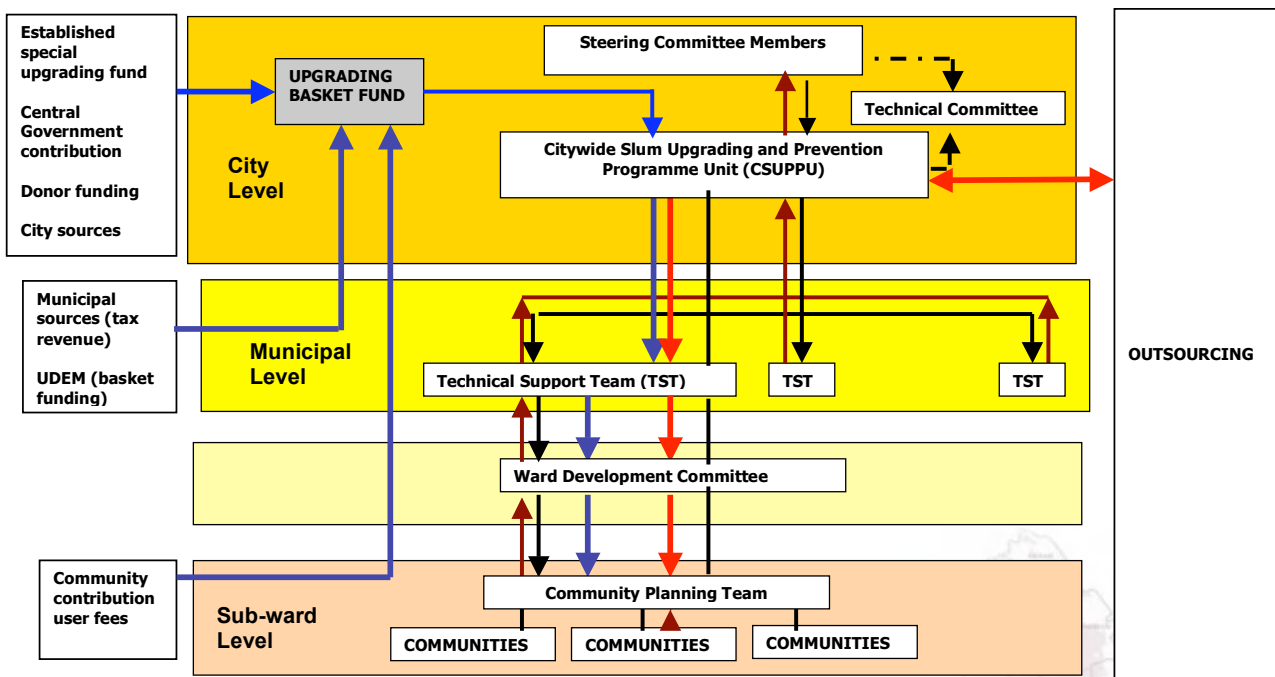
**Development Partners:**

Without the support of Development Partners it will be impossible to implement the Citywide Action Plan. It is therefore important that long-standing partners such as the European Union, the Japan International Cooperation Agency (JICA), UN-HABITAT and the World Bank continue to support projects and programmes that contribute to citywide upgrading, through technical assistance, loans and grants.

**4.2. INSTITUTIONAL FRAMEWORK**

The institutional framework for the implementation of the Action Plan is modelled on that of the CIUP, which has proved to be robust and has worked well in past project implementation. This could serve as the initial configuration, with the possibility of restructuring in later years to a system that would give mayors more authority. The figure below visualises this set-up and shows the relationships between various units, including horizontal relationships between the Municipality and the Private Sector, and with Development Partners.

FIGURE 15: THE INSTITUTIONAL FRAMEWORK FOR IMPLEMENTING THE CITYWIDE ACTION PLAN



Source: Action Plan Working Groups

**Citywide Slum Upgrading and Prevention Programme Unit (CSUPPU):**

This Unit will spearhead the citywide implementation of the Action Plan. CSUPPU will be an independent unit at the city level with full-time staff qualified and competent to coordinate and manage this ambitious

initiative. The CSUPPU Coordinator will be recruited through an open competitive process and will report to the Dar es Salaam City Director. Staff from the four Local Authorities will fill the other positions, such as Assistant Programme Manager, Financial/Procurement Specialist and administrative and logistical support staff.

### Steering Committee:

The implementation process will be overseen by a Steering Committee. Its role is to determine overall policy and approve the work of CSUPPU.

Membership will be as follows:

- Regional Administrative Secretary (chairperson)
- City Director (secretary)
- Municipal Directors
- City Planner
- Ministry of Lands
- PMO-RALG
- Ministry of Finance and Economic Affairs
- UN-HABITAT
- World Bank
- Academic and research institutions
- CSUPPU Coordinator

### Technical Committee:

Both CSUPPU and the Steering Committee will be assisted by the Technical Committee which will serve as advisory organ on technical matters. It will link CSUPPU with other related programmes and prepare technical reports for the Steering Committee. Membership will be as follows:

- City Planner (chairperson)
- Six members from Technical Support Teams from the three Municipal Councils
- DAWASA
- Academic and research institutions
- CBOs, Youth representative, Gender representative
- Four coordinators from related projects (e.g. CIUP, Regularization)
- City Engineer
- City Solid Waste Head
- City Public Health Officer
- Tanzania Financial Services for Underserved Settlement (TAFSUS) Coordinator
- CSUPPU Coordinator (secretary)

### Technical Support Teams:

In each Municipality, there will be a Technical Support Team to link the CSUPPU and the communities.

The teams will be made up of the following municipal officials:

- Civil Engineer
- Valuer
- Community Development Officer
- Solid Waste Officer/Health Officer
- Planner
- Quantity Surveyor
- Ward Executive Officer
- Ward Community Development Officer
- CSUPPU Coordinator

### Community Planning Teams:

Community Planning Team will be established based on the experience of the CIUP. Every *Mtaa* will be subdivided into clusters of about 20-40 houses to enable smooth implementation of upgrading projects. Two representatives (a woman and a man) who are volunteers are elected by the residents from each housing cluster and one *Mtaa* may have four or more housing clusters depending on its size.

The elected representatives from the housing clusters form the Community Planning Team sub-committee of the *Mtaa*. The roles and functions of the sub-committee are to plan and supervise implementation of upgrading activities; create public awareness; collect various charges; and manage routine operation and maintenance.

## 4.3. FINANCIAL REQUIREMENTS FOR IMPLEMENTATION

The following table summarises the estimated financial requirement for the implementation of the Action Plan.

The estimated funds required to realise the Citywide Action Plan by 2020 amount to TZS **1.58 trillion** (USD 1.2 billion). TZS **74.2 billion** (USD 54.7 million) are needed for short-term activities; TZS **1.25 trillion** (USD 923.5 million) for medium-term period activities, when the most capital-intensive operations are to be undertaken; and TZS **253.2 billion** (USD 186.6 million) for long-term activities. A capacity building component of about TZS **5.4 billion** (USD 4.0 million) to strengthen existing communities and institutions, is included in this estimated budget.

This large amount of money will have to be raised from various sources which include: community contributions, the private sector; municipal and city revenue sources; the central government and Development Partners. The funding will be channelled through an Upgrading Basket Fund to the various levels where upgrading activities are undertaken.

TABLE 3: ESTIMATED COST FOR IMPLEMENTATION OF CITYWIDE ACTION PLAN

THEMATIC ACTION PLAN	SHORT TERM	MEDIUM TERM	LONG TERM	TOTAL (TZS BILLIONS)	TOTAL (USD MILLIONS)
Land Action Plan	1.42	864.59	16.00	882.01	649.97
Basic Services Action Plan	56.90	154.40	191.18	402.48	296.60
Housing Action Plan	1.53	21.97	3.69	27.19	20.04
Capacity Building Action Plan	1.97	3.34	0.12	5.43	4.00
Total	<b>61.81</b>	<b>1,044.30</b>	<b>210.99</b>	<b>1,317.10</b>	<b>970.60</b>
Contingency	12.36	208.86	42.20	263.42	194.12
<b>Grand Total Estimated Cost (TZS billions)</b>	<b>74.18</b>	<b>1,253.16</b>	<b>253.19</b>	<b>1,580.53</b>	<b>1,164.72</b>
<b>Grand Total Estimated Cost (USD millions)</b>	<b>54.66</b>	<b>923.48</b>	<b>186.58</b>	<b>1,164.72</b>	

Source: Financing Expert Henry Chalu

TZS 1,357 = USD 1 (according to official United Nations rate of exchange in April 2010)

#### 4.4. MONITORING AND EVALUATION

Monitoring and evaluation will be undertaken at all levels: activities, outputs and achievement indicators. Most emphasis will be on monitoring achievement indicators. Progress reports will be prepared every six months. In June 2012, halfway into the medium-term phase, a review of the implementation process will be carried out.

An independent evaluation is scheduled for 2015. Monitoring and evaluation information will be gathered through progress reports, focus group and consultative meetings, as well as meetings of the Technical Committee and the Steering Committee. The detailed monitoring and evaluation arrangements are presented in a table in the annex.



Vision for Dar es Salaam in 2020: Clean water supply, adequate housing and prevention of unplanned development in the City's periphery Photos © Rasmus Precht



Photo © Rasmus Precht

# ANNEX 1

## THEMATIC ACTION PLANS

---

The tables in this section present the specific activities that have been planned and agreed upon for each thematic area: Land, Basic Services, Housing, and Capacity Building. The activities are to be carried out in three phases: short term (2010), medium term (2011-15) and long term (2016-20).

The content of the following thematic action plans was prepared by the four Working Groups on Land, Basic Services, Housing and Implementation Arrangements, and compiled by the Resource Person, Professor Lusugga Kironde. The Working Groups comprised community representatives, local and national government officials and representatives of the private sector and NGOs. The preliminary costing of activities was undertaken by Henry Chalu, the consultant

responsible for developing the Action Plan budget and a long-term and sustainable financing strategy for settlement upgrading. The amounts for each activity, indicated in the budget column of the thematic action plan tables, are estimations.

The following figure provides an overview of the results-based structure of the Action Plan. The overall goal will be achieved through a series of outcomes and sub-outcomes in the three thematic areas of Land, Basic Services and Housing.<sup>6</sup> The outcomes and sub-outcomes are attained through outputs that are produced through specific activities. The outputs and activities are presented in detail in the thematic action plan tables in this annex.

<sup>6</sup> The action plan for capacity building, which is of cross-cutting nature, is not included in this figure. It is presented in table format in section 4.

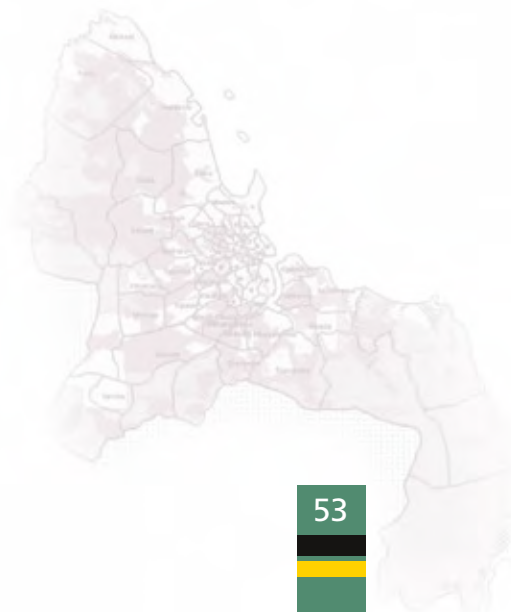
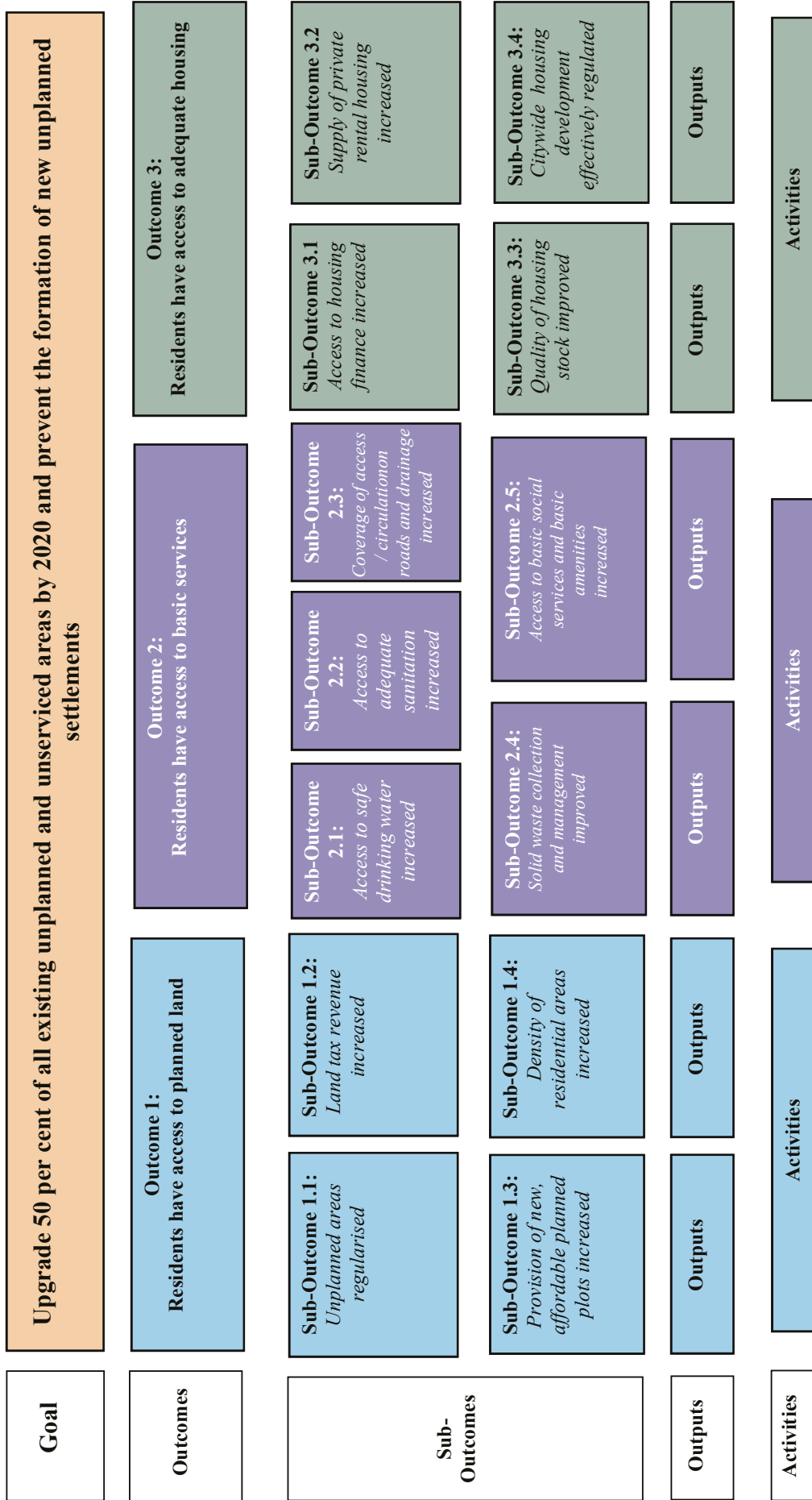


FIGURE 16: RESULTS-BASED STRUCTURE OF THE CITYWIDE ACTION PLAN



Source: Action Plan Working Groups



## I.1. LAND ACTION PLAN

### Outcome 1: Residents have access to planned land

SUB-OUTCOME 1.1: UNPLANNED AREAS REGULARISED					
Outputs	Activities	Budget (TZS)	Budget (USD)	Responsible	Location
<b>SHORT TERM</b>					
<b>Regulatory framework, including space standards and guidelines for upgrading unplanned areas developed, published by government and disseminated</b>	Prepare proposal for regulatory framework and submit for approval (through consultant and 2 stakeholder consultative meetings)	61,916,300	45,627	Steering Committee	Citywide
	Publicize and disseminate information on approved space standards and guidelines for unplanned areas through 10 workshops; 24 radio and TV programmes (for 6 weeks); 12 newspapers insertions; 100,000 brochures in Kiswahili; and 10 community meetings	316,139,300	232,969	Municipalities	Citywide
<b>Profiles of densely unplanned settlements</b>	Identify and profile all densely populated unplanned settlements	58,319,550	42,977	Municipalities	Citywide
<b>MEDIUM TERM</b>					
<b>Settlement base maps updated</b>	Undertake reconnaissance survey for updating base maps	149,398,500	110,095	Local Authorities	Manzese, Buguruni, Vingunguti, Sandali and Chang'ombe, Azimio, Keko, Kigogo, Makurumla, Mwananyara
<b>Layout plans for 31 CIUP Phases I &amp; II areas produced</b>	Design settlement layout plan, including 10 community sensitisation meeting and workshops	3,316,139,300	2,443,728	Local Authorities	
<b>Layout plans approved</b>	Obtain approval of layout plans from urban planning committee and MLHSD	5,000,000	3,685	Local Authorities	
<b>Regularization scheme</b>	Land demarcation and surveying of roads and other linear utility engineering works	948,195,500	698,744	Local Authorities	
<b>Land for upgrading-induced resettlement available</b>	Acquire land, compensate and resettle	750,134,398,500	552,788,798	Local Authorities	
<b>Certificates of Right of Occupancy issued</b>	Titling of land parcels	45,000,000	33,161		
<b>30 medium and low-density unplanned settlements regularized</b>	Implement regularisation schemes in 30 medium and low-density unplanned settlements	105,004,560,000	77,379,926	Municipalities	Kimara, Goba, Kitunda, Kinyerezi, Chamazi, Vituka
<b>30 high-density unplanned settlements block-surveyed</b>	Conduct block surveys in 30 high density unplanned settlements and issue group tenure titles	306,000,000	225,497	Municipalities	Kipawa, Vingunguti, Makuburi, Mabibo, Mbezi Luis, Mbagala, Mbagala Kuu
<b>LONG TERM</b>					
<b>20 high-density unplanned settlements block-surveyed</b>	Conduct block surveys in 20 high-density unplanned settlements and issue group tenure titles	204,000,000	150,332	Municipalities	Yombo Vituka, Makangarawe, Tandika, Buguruni, Kigogo, Tabata, Kunduchi, Kawe

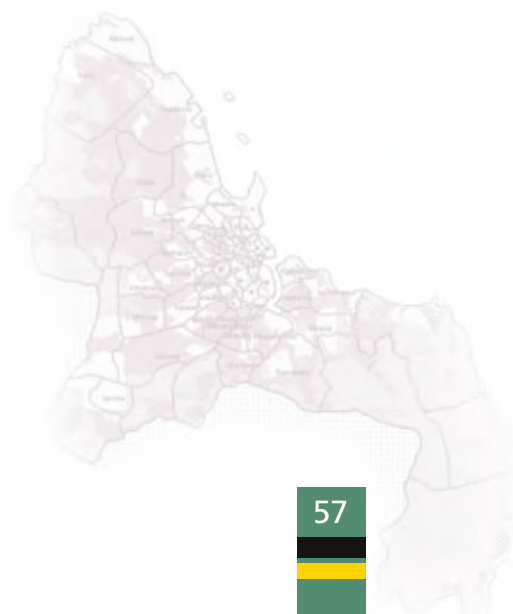
**SUB-OUTCOME 1.2: LAND TAX REVENUE INCREASED**

Outputs	Activities	Estimated budget (TZS)	Estimated budget (USD)	Responsible	Location
<b>SHORT TERM</b>					
<b>Integrated Land Information System centres set up in each Municipality</b>	Procure and install hardware and software for land information systems in Municipalities (6 computers in each)	92,000,000	67,797	Municipalities	Citywide
<b>Communities sensitised on the importance of paying land and property taxes</b>	Conduct 16 Radio and TV programmes for 6 weeks; 12 newspaper insertions; produce and disseminate 100,000 brochures and posters in Kiswahili; hold 10 community meetings	60,751,500	44,769	Municipalities	Citywide
<b>Byelaws to empower grassroots leaders to facilitate collection of land rent and property tax developed and adopted</b>	Develop byelaws that require Mtaa leaders to effectively oversee collection of land rent and property tax	31,439,850	23,169	Municipalities	Citywide
<b>MEDIUM TERM</b>					
<b>Land rent database for municipalities established</b>	Link land database from MLHSD and link with land parcels (spatial objects) within municipalities	112,500,000	82,903		Municipalities
<b>Land rent tariffs revised</b>	Review, revise and adopt land rent tariffs according to location and land uses	97,199,250	71,628	Municipalities, MLHSD	Citywide
<b>LONG TERM</b>					
<b>Land registries established in all municipalities</b>	Establish special land registries in each municipality to fast-track issuance of Certificates of Occupancy	92,000,000	67,797	MLHSD, Municipalities	Municipalities

**SUB-OUTCOME 1.3: PROVISION OF NEW AFFORDABLE PLANNED PLOTS INCREASED**

Outputs	Activities	Estimated budget (TZS)	Estimated budget (USD)	Responsible	Location
<b>SHORT TERM</b>					
<b>Affordable land use space standards for new settlements and upgrading developed and approved</b>	Assess existing land use standards on plot sizes and affordability in planned and unplanned settlements (through consultant and 2 consultative workshops for decision makers - to be linked with Sub-Outcome 1.1); develop cost-recovery strategy; obtain approval of revised land-use space standards	60,366,300	44,485	Steering Committee	Citywide
<b>Private developers, landowners and communities engaged in provision of planned plots</b>	Sensitise private developers, landowners and communities to provide planned plots in collaboration with, and approval of, planning authorities, through: 3 sensitisation meetings with stakeholders; 7 radio programmes; 5 TV programmes; and the production and dissemination of 200,000 brochures	99,443,500	73,282	Municipalities	Citywide
<b>MEDIUM TERM</b>					
<b>Conceptual land use designs prepared to safeguard space for public infrastructure</b>	Prepare conceptual land use designs and carry out block surveys to safeguard space for public infrastructure (roads, schools, health centres, markets, areas of worship, recreational areas, etc.)	389,875,950	287,307	Municipalities	Pemba Mnazi, Kimbiji, Kiserawe II, Mbezi, Kibamba, Chanika, Pugu, Msongola, Somangila
<b>40,000 plots provided</b>	Plan and survey 40,000 new plots in existing medium and low-density unplanned areas, ensuring that the proportion of plots for low income housing in all planning schemes is at least 60 per cent	4,000,000,000	2,947,679	Municipalities	Kitunda, Segerea, Mbezi, Goba, Chamazi, Tuangoma, Charambe
<b>LONG TERM</b>					
<b>150,000 plots provided</b>	Plan and survey 150,000 new plots in existing medium and low-density unplanned areas, ensuring that the proportion of plots for low income housing in all planning schemes is at least 60 per cent	15,000,000,000	11,053,795	Municipalities	Bunju, Kibamba, Pugu, Chanika, Kimara, Kawe, Kunduchi,

SUB-OUTCOME 1.4: DENSITY OF RESIDENTIAL AREAS INCREASED					
Outputs	Activities	Estimated budget (TZS)	Estimated budget (USD)	Responsible	Location
<b>SHORT TERM</b>					
<b>Greenbelt zones planned</b>	Zone areas for green belting to concentrate development inside and halt urban sprawl beyond the belt	259,917,300	191,538	Municipalities, MLHHS	Citywide
<b>Awareness created among developers and communities on application of Unit Titles Act</b>	Create awareness through sensitisation workshops; radio and TV programmes; newspaper insertions; and brochures	336,139,300	247,708	Municipalities, MLHHS	Citywide
<b>Bylaws developed requiring Mtaa leaders to enforce development control</b>	Develop bylaws	44,879,700	33,073	Municipalities	Citywide
<b>MEDIUM TERM</b>					
<b>Green areas in the city created</b>	Plant trees in identified zones and all hazardous areas in planned and unplanned areas and explore possibilities to earn carbon credit	33,000,000.00	24,318	Municipalities	Pande, Kazimzumbwi and Pugu Forests Mbezi, Kibamba, Chanika, Msongola, Chamazi, Kiserawe II, Somangila, Kimbiji, Pemba Mnazi, all 20,000 Plots Project areas
<b>Areas prepared for condominium property development</b>	Prepare selected areas for condominium property development under the Unit Titles Act	44,879,700.00	33,073	Municipalities	Inner city unplanned areas such as Keko, Ilala, Magomeni, Mwananyamara, Chang'ombe, Kinondoni
<b>LONG TERM</b>					
<b>Layout plans for controlled densification prepared and implemented</b>	Prepare and implement land use layout plans for densification in low-density unplanned areas			Municipalities	Msongola, Bunju, Kunduchi, Goba, Chanika, Tuangoma, Somangila, Kitunda Chamazi, Kibada, Mjimwema, Vijibweni, Segerea, Kimara
<b>Long-term physical concept plans prepared</b>	Develop physical concept plans for undeveloped areas beyond the green belt in anticipation of long-term future development			Municipalities	Kibamba, Kinyerezi, Msongola, Chamazi, Tuangoma, Chanika, Kiserawe II, Somangila, Kimbiji, pembamnazi, Mbezi, Pugu



## 2. BASIC SERVICES ACTION PLAN

### Outcome 2: Residents have access to basic services

SUB - OUTCOME 2.1: ACCESS TO SAFE DRINKING WATER INCREASED FROM 30 PER CENT TO 60 PER CENT					
Outputs	Activities	Estimated budget (TZS)	Estimated budget (USD)	Responsible	Location
<b>SHORT TERM</b>					
<b>Inventory of water providers</b>	Identify water providers (besides DAWASA) and their areas of operation	44,879,700	33,073	CSUPPU	Citywide
<b>Prioritized list of settlements to be considered for water provision</b>	Conduct consultative meeting with relevant water operators to confirm existing and future coverage and synchronize activities	69,182,945	50,982	CSUPPU	Citywide
<b>Assessment report of water user needs and priorities</b>	Conduct 30 sensitisation meetings with community members and 5 seminars for politicians and leaders and prepare assessment report	153,660,350	113,235	CSUPPU	28 unplanned wards
<b>Location plan of future boreholes, water kiosks, individual house connections</b>	Conduct 90 meetings at sub-ward level to identify points where boreholes and water kiosks will be located and individual house connections	4,050,000	2,985	Technical Support Teams	28 unplanned wards
<b>Guidelines for rationalized water fees and management</b>	Conduct a study on best practises in collecting user fees (based on location and cost) and set up proper water kiosk management system	44,879,700	33,073	CSUPPU	Citywide
<b>Implementation plan for water kiosk management system</b>	Develop implementation plan	25,000,000	18,423	CSUPPU	28 unplanned wards
<b>MEDIUM TERM</b>					
<b>Design for local water supply system</b>	Design boreholes, water kiosks points and individual house connections (through technical consultant)	104,735,850	77,182		Citywide
<b>30 boreholes, 90 water kiosks, individual houses connected</b>	Construct boreholes, water kiosks points and individual house connection distribution (through contractors)	171,761,250	126,574		28 unplanned wards
<b>Management system for 28 water kiosks in place</b>	Establish management system for 28 water kiosks and boreholes (through water user associations)	43,270,325	31,887		28 unplanned wards
<b>Progress reports</b>	Conduct quarterly consultative technical committee meetings involving Local Authorities, DAWASA and DAWASCO to monitor progress in extending water supply to unplanned settlements	39,950,000	29,440		Citywide
<b>LONG TERM</b>					
<b>Annual implementation/ progress reports</b>	Conduct annual follow-up meetings on DAWASA strategic plan to increase water provision in unplanned settlements	11,900,000	8,769		Citywide

SUB-OUTCOME 2.2: ACCESSES TO ADEQUATE SANITATION INCREASED FROM 30 PER CENT TO 60 PER CENT					
Outputs	Activities	Estimated budget (TZS)	Estimated budget (USD)	Responsible	Location
<b>SHORT TERM</b>					
<b>Inventory of sanitation service providers</b>	Identify operators who provide services for adequate sanitation and their areas of operation	22,439,850	16,536		Citywide
<b>Prioritized list of settlements to be considered for the provision of adequate sanitation</b>	Conduct consultative meeting with relevant water operators to confirm existing and future coverage and synchronize activities	4,874,000	3,592		53 unplanned wards
<b>Evaluation report on low-cost sanitation options</b>	Evaluate existing low-cost sanitation options	44,879,700	33,073		53 unplanned wards
<b>Assessment report on user demand and priorities concerning sanitation solutions</b>	Conduct 53 sensitisation meetings with community members and 5 seminars for politicians and leaders to disseminate and promote low-cost sanitation focussing on space availability, acceptability and affordability	89,814,850	66,186		53 unplanned wards
<b>Work plan for implementing low-cost sanitation options</b>	Develop work plan for implementing low-cost sanitation options	44,879,700	33,073		Citywide
<b>Demonstration toilets</b>	Construct 3 low-cost sanitation solutions in each Municipal Council for demonstration purposes	50,923,200	37,526		Municipalities
<b>Location plan of 53 communal toilets</b>	Conduct 159 meetings to identify points where communal toilets will be located	49,290,000	36,323		53 unplanned wards
<b>Guidelines for rationalized communal toilet fees based on location and means</b>	Conduct a study on best practises in collecting user fees and set up proper communal toilet management system				Citywide
<b>MEDIUM TERM</b>					
<b>Design for communal toilets</b>	Design communal toilets (through technical consultant, based on inputs from community members)	86,796,000	63,962		53 unplanned wards
<b>Systems for management, operation and maintenance of communal toilets established</b>	Establish communal toilets management system through 30 community workshops on building technology, management and maintenance of communal toilets	192,338,080	141,738		53 unplanned wards
<b>159 communal toilets constructed</b>	Construct communal toilets	2,726,690,850	2,009,352		53 unplanned wards
<b>Regulatory framework for emptying services established</b>	Establish regulatory framework for providers of primary emptying services	44,879,700	33,073		Citywide
<b>LONG TERM</b>					
<b>Annual implementation/ progress reports</b>	Conduct annual meetings to follow up on DAWASA to increase percentage of sewerage coverage from 10 to 30 per cent	11,900,000	8,769		Citywide

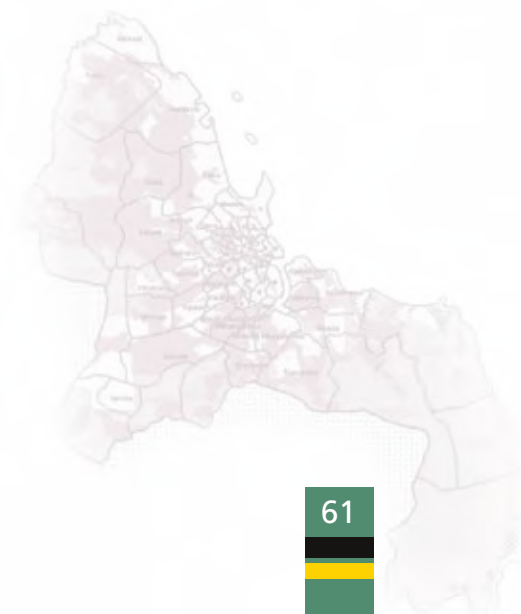
CITYWIDE ACTION PLAN FOR UPGRADING UNPLANNED AND UNSERVICED SETTLEMENTS IN DAR ES SALAAM

**SUB-OUTCOME 2.3: COVERAGE OF ACCESS AND CIRCULATION ROADS AND DRAINAGE INCREASED**

Outputs	Activities	Estimated budget (TZS)	Estimated budget (USD)	Responsible	Location
<b>SHORT TERM</b>					
<b>Geo-database for road and storm water drainage networks developed</b>	Develop geo-database for road and storm water drainage networks	44,879,700	33,073		Citywide
<b>54 km of gravel roads and 20 km of tarmac roads (with drainage) constructed</b>	Upgrade 54 km of earth roads to gravel and construct 20 km of tarmac road (with drainage)	41,600,000,000	30,655,859		CIUP Phase 2 areas
<b>Upgrading plan for CIUP Phase 3 areas</b>	Design upgrading plan for existing roads and drainage in CIUP Phase 3 areas	1,440,000,000	1,061,164		CIUP Phase 3 areas
<b>Upgrading plan for 30 settlements outside of CIUP areas</b>	Design upgrading plan for 30 settlements outside of CIUP areas (gravel roads, tarmac and drainage)	900,000,000	663,228		Prioritized unplanned settlements
<b>MEDIUM TERM</b>					
<b>Contractors in place</b>	Procure contractors for construction of 100 km gravel and 30 tarmac roads	70,030,000,000	51,606,485		Citywide
<b>100 km of gravel roads and 30 km of gravel road constructed</b>	Construct earth roads to gravel and tarmac level with storm water drainage in 9 wards of the CIUP areas	70,000,000,000	51,584,377		Prioritized unplanned settlements
<b>100 km of gravel roads and 30 km of gravel road constructed</b>	To construct earth roads to gravel and tarmac level with storm water drainage in the 9 wards other than CIUP areas	70,000,000,000	51,584,377		Prioritized unplanned settlements
<b>Operation and maintenance system adopted</b>	Adopt the existing participatory CIUP planning, operation and maintenance systems	25,000,000	18,423		Citywide
<b>LONG TERM</b>					
<b>Consultant in place</b>	Procure consultant for designing upgrading of existing roads and drainage in remaining 63 unplanned settlements	46,416,300	34,205		Citywide
<b>Contractors in place</b>	Procure contractors for construction of 300 km of gravel roads and 60 tarmac roads in the remaining 63 unplanned settlements	27,761,250	20,458		Citywide
<b>300 km of gravel roads and 60 km of tarmac and drainage constructed.</b>	Construct 300 km of gravel roads and 60 km of tarmac roads and drainage in remaining 63 unplanned settlements	180,000,000,000	132,645,542		Prioritized unplanned settlements

## SUB-OUTCOME 2.4: SOLID WASTE COLLECTION AND MANAGEMENT IMPROVED FROM 30 PER CENT TO 60 PER CENT

Outputs	Activities	Estimated budget (TZS)	Estimated budget (USD)	Responsible	Location
<b>SHORT TERM</b>					
<b>Geo-database for solid waste collection nodes established</b>	Establish geo-database of existing (formal and informal) and proposed waste management collection points (primary and secondary)	389,875,950	287,307		Citywide
<b>New public collection points established</b>	Establish new primary public collection points	389,875,950	287,307		Prioritized unplanned settlements
<b>Solid waste collected</b>	Involve private sector and private entrepreneurs interested in transferring solid waste from primary collection points to transfer stations up to the sanitary land fill	26,160,890	19,278		Prioritized unplanned settlements
<b>Assessment report</b>	Assess recycling activities and potential in Dar es Salaam	40,379,700	29,757		Prioritized unplanned settlements
<b>Solid waste collectors educated</b>	Conduct 10 seminars for solid waste collector groups to train them on solid waste management	336,139,300	247,708		Prioritized unplanned settlements
<b>Sensitised communities</b>	Conduct 30 sensitisation meetings to create awareness for communities for solid waste management	2,100,000	1,548		Prioritized unplanned settlements
<b>Strategy developed</b>	Develop strategy for sorting of waste at household level in all unplanned settlements	44,879,700	33,073		Prioritized unplanned settlements
<b>Guidelines for solid waste management fees and management system developed</b>	Conduct a study on best practises in collecting user fees and set up proper solid waste management system	44,879,700	33,073		Prioritized unplanned settlements
<b>MEDIUM TERM</b>					
<b>Consultant in place</b>	Procure consultant for designing one transfer station in each Municipal Council	46,416,300	34,205		Citywide
<b>Contractors in place</b>	Procure contractors for construction of one transfer station in each Municipal Council	27,761,250	20,458		Citywide
<b>One dumpsite and sanitary landfill in each Municipal Council</b>	Construct one transfer station in each Municipal Council	90,000,000	66,323		Identified locations
<b>LONG TERM</b>					
<b>Consultant in place</b>	Procure consultant for designing development plan for a sanitary landfill for the city	46,416,300	34,205		Citywide
<b>Sanitary landfill constructed in the city</b>	Dar es Salaam City Council to develop a sanitary landfill for the city	250,000,000	184,230		Citywide



CITYWIDE ACTION PLAN FOR UPGRADING UNPLANNED AND UNSERVICED SETTLEMENTS IN DAR ES SALAAM

**SUB-OUTCOME 2.5: ACCESS TO BASIC SOCIAL SERVICES AND AMENITIES INCREASED**

Outputs	Activities	Estimated budget (TZS)	Estimated budget (USD)	Responsible	Location
<b>SHORT TERM</b>					
<b>Status of other basic services in unplanned settlements</b>	Assess other basic services, such as schools and health services, in prioritized unplanned settlements	31,439,850.00	23,169		Citywide
<b>Upgrading plan for social amenities</b>	Procure consultant for designing upgrading plan for other social amenities in identified unplanned settlements (Phase 1)	46,416,300.00	34,205		Prioritized unplanned settlements
<b>Resources mobilized</b>	Mobilize resources for constructing schools, dispensaries and markets according to need	2,500,000.00	1,842		Prioritized unplanned settlements
<b>Contractors in place</b>	Procure contractors for construction of other social amenities in identified unplanned settlements according to need	27,761,250.00	20,458		Prioritized unplanned settlements
<b>10 primary schools, 20 markets and 20 dispensaries constructed</b>	Construct 10 schools, 20 dispensaries and 20 markets according to the need of settlements	27,761,250.00	20,458		Prioritized unplanned settlements
<b>Dispensaries and schools in operation</b>	Hand over dispensaries and schools to the Ministry of Health and Education for operation	10,711,200,000.00	7,893,294		Prioritized unplanned settlements
<b>MEDIUM TERM</b>					
<b>Contractors in place</b>	Procure contractors for designing upgrading plan for other social amenities in identified unplanned settlements according to need	27,761,250	20,458		Prioritized unplanned settlements
<b>10 primary schools, 20 markets and 20 dispensaries constructed</b>	Construct 10 schools, 20 dispensaries and 20 markets according to the need of settlements	10,711,200,000	7,893,294		Prioritized unplanned settlements
<b>Dispensaries and schools in operation</b>	Hand over dispensaries and schools to the Ministry of Health and Education for operation	3,000,000	2,211		Prioritized unplanned settlements
<b>LONG TERM</b>					
<b>Consultant in place</b>	Procure consultant for designing upgrading of other social amenities in identified unplanned settlements (Phase 2)	46,416,300.00	34,205		Prioritized unplanned settlements
<b>Contractors in place</b>	Procure contractors for construction of other social amenities in identified unplanned settlements according to need	27,761,250.00	20,458		Prioritized unplanned settlements
<b>10 primary schools, 20 markets and 20 dispensaries constructed</b>	Construct 10 schools, 20 dispensaries and 20 markets, according to need of settlements	10,711,200,000.00	7,893,294		Prioritized unplanned settlements
<b>Dispensaries and schools in operation</b>	Hand over dispensaries and schools to the Ministry of Health and Education for operation	3,000,000.00	2,211		Prioritized unplanned settlements



### 3. HOUSING ACTION PLAN

#### Outcome 3: Residents have access to adequate Housing

SUB-OUTCOME 3.1: ACCESS TO HOUSING FINANCE INCREASED					
Outputs	Activities	Estimated budget (TZS)	Estimated budget (USD)	Responsible	Location
<b>SHORT TERM</b>					
<b>Inventory of institutions offering housing finance</b>	Develop database of organisations / financial institutions offering housing finance, including products offered, target groups/clients	22,439,850	16,536	City Council	Citywide
<b>ASSESSMENT REPORT</b>	Conduct housing finance needs assessment for unplanned settlement	22,439,850	16,536	City Council	Citywide
<b>Housing finance products and mechanism for collateralization (social, land, etc) for upgrading</b>	Conduct consultative workshops with financial institutions to design and document housing finance products and collateralizations	26,160,890	19,278	City Council	Citywide
<b>Home improvement loans</b>	Facilitate micro-finance institutions and community-based financial organization (Savings and Credit Cooperative Societies - SACCOS) to open window for home improvement loans	82,500,000	60,796	City Council	Citywide
<b>Guidelines for municipal housing loan fund</b>	Create guidelines for municipal housing loan fund	22,439,850	16,536	City Council	Citywide
<b>MEDIUM TERM</b>					
<b>Organisation offering housing finance products</b>	Disseminate information on demand and supply of housing finance for unplanned and unserved settlement	53,822,500	39,663	Municipal Councils	Unplanned settlements
<b>Board, staff and initial capital for citywide housing loan fund in place</b>	Create citywide housing loan fund through establishment of municipal housing loan board	10,022,000,000	7,385,409		
<b>Long-term funds for housing finance</b>	Identify sources for long-term housing finance provided through community-based financial institutions	44,879,700	33,073		
<b>Long-term funds for housing finance</b>	Provide wholesale lending of long-term housing finance to community-based financial institutions (e.g. SACCOS) from citywide housing loan fund				Unplanned settlements
<b>Employment creation, increased household budget allocations for housing</b>	Facilitate youth and women groups to undertake upgrading activities as income generating activities	72,029,700	53,080		Unplanned settlements
<b>LONG TERM</b>					
<b>Operationalisation of municipal housing loan board</b>	Finance housing development through municipal housing loan fund	3,659,000,000	2,696,389		
<b>Availability of affordable housing finance</b>	Provision of wholesale lending of long-term housing finance to community based financial institutions (e.g. SACCOS)				Citywide

CITYWIDE ACTION PLAN FOR UPGRADING UNPLANNED AND UNSERVICED SETTLEMENTS IN DAR ES SALAAM

SUB-OUTCOME 3.2: SUPPLY OF PRIVATE RENTAL HOUSING INCREASED

Outputs	Activities	Estimated budget (TZS)	Estimated budget (USD)	Responsible	Location
<b>SHORT TERM</b>					
<b>Register of rental agencies</b>	Create database of formal and informal rental agencies	5,000,000	3,685		Citywide
<b>Criteria for land provision for rental housing development</b>	Design guidelines for allocation of land for private rental housing in planning schemes and application for change in land use	44,879,700	33,073		Citywide
<b>Assessment report of current private rental housing development, including recommendations for regulations/development control</b>	Evaluate ongoing high-value rental developments (Kariako) to inform partnership strategy for supplying private rental housing	44,879,700	33,073		Kariako
<b>Location plan of potential areas for rental housing investment</b>	Identify potential areas for rental housing development in prime areas in unplanned areas	44,879,700	33,073		Unplanned areas within a radius of 10 km from city centre
<b>Incentives for investing in rental housing</b>	Develop incentives for investing in rental housing (for public and private developers and communities)	44,879,700	33,073		Citywide
<b>Partnership strategy for low-income rental housing development</b>	Develop partnership strategy for supplying low-income rental housing based on recommendation Kariako from evaluation	44,879,700	33,073		Citywide
<b>Rental regulations/guidelines and reduced number of unscrupulous rental agencies</b>	Regulate citywide rental market	44,879,700	33,073		Citywide
<b>Guidelines and strategies for rental housing development</b>	Develop guidelines and strategies for rental housing development in identified areas	44,879,700	33,073		Unplanned areas within a radius of 10 km from city centre
<b>MEDIUM TERM</b>					
<b>Incentives for rental housing provision</b>	Provide incentives for investing in rental housing (high-rise in prime areas of unplanned settlements) for developers (public, private, communities)	53,822,500	39,663		Citywide
<b>Independent public company for rental housing development</b>	Form city housing development company to facilitate citywide rental housing development	10,032,000,000	7,392,778		Citywide
<b>Landlords have Residential Licenses/unity titles</b>	Sensitise landlords in unplanned settlements to acquire Residential Licenses and unit titles to leverage funds for building new and improving existing rental housing units	72,029,700	53,080	City Council	Unplanned settlements
<b>MEDIUM TO LONG TERM</b>					
<b>Viable partnership projects for rental housing production</b>	Seek investors for affordable rental housing development and facilitate partnership projects between investors and communities for mutual benefit through creation of linkages, regulation, and technical assistance	31,439,850	23,169		Citywide

SUB-OUTCOME 3.3: QUALITY OF HOUSING STOCK IMPROVED					
Outputs	Activities	Estimated budget (TZS)	Estimated budget (USD)	Responsible	Location
<b>SHORT TERM</b>					
<b>Situation analysis/baseline survey of the city's housing stock with recommendations for technical assistance for housing improvements</b>	Undertake baseline survey on current housing stock: quantity, quality, conditions, types, occupancy rates, building materials, sizes, tenure, services, annual needs of new housing units/backlog, assessment of existing building codes, standards and procedures	358,797,000	264,405		Citywide
<b>Guidelines, standards and codes for development of new affordable housing</b>	Develop, approve and adopt affordable building codes, standards and procedures (including issuance of building permits) for development of new housing units	44,879,700	33,073		Citywide
<b>Guidelines, standards and codes for the upgrading on housing in unplanned areas</b>	Develop and approve building codes, standards and processes for application to housing improvements in Upgrading unplanned settlements	44,879,700	33,073		Citywide
<b>MEDIUM TERM</b>					
<b>Citywide housing development programme</b>	Develop a citywide housing programme (based on provisions in the National Housing Policy)	31,439,850	23,169		Citywide
<b>Houses in unplanned areas upgraded</b>	Implement housing upgrading programme according to approved building codes, standards				Unplanned
<b>Urban development control enforced</b>	Develop and implement mechanism to enforce urban development control and strengthen municipal supervisory role in housing development	31,439,850	23,169		Citywide
<b>Increased capacity of artisans and youth in housing improvement</b>	Build the capacity of local artisans and youth in housing improvement in unplanned settlements (based on building codes and standards)	1,080,445,500	796,202		Citywide
<b>Performance standards for building materials, technologies and designs</b>	Collect and disseminate information (performance standards) on affordable building designs, materials and technology	31,439,850	23,169		Citywide
<b>LONG TERM</b>					
<b>Houses in unplanned areas upgraded</b>	Implement housing upgrading programme according to approved building codes, standards				Citywide
<b>Availability of affordable building materials and skilled labour; local income generation</b>	Undertake housing upgrading activities through youth and women groups (local production of building materials and supply of skilled labour)				Unplanned areas
<b>SUB-OUTCOME 3.4: CITYWIDE HOUSING DEVELOPMENT EFFECTIVELY REGULATED</b>					
Outputs	Activities	Estimated budget (TZS)	Estimated budget (USD)	Responsible	Location
<b>SHORT TERM</b>					
<b>Municipal Housing Sections established</b>	Establish a Housing Section within the Urban Planning Department in each Municipality	492,000,000	362,564		Municipalities
<b>Capacity needs assessment report for housing production by local artisans and youth</b>	Identify capacity needs for local artisans and youth in housing improvement in unplanned settlements as per building codes and standards	44,879,700	33,073		Citywide
<b>Strategy for improved development control</b>	Identify gaps in mechanisms for enforcement of urban development control, including approved building codes and standards, and develop recommendations on how to strengthen municipal supervisory role in housing development	44,879,700	33,073		Citywide
<b>MEDIUM TERM</b>					
<b>Municipal Housing Departments established</b>	Establish a Housing Department in each Municipality by upgrading the Housing Sections set up during short-term phase				Municipalities
<b>MEDIUM TO LONG TERM</b>					
Housing development control established	Enforce housing development control				Citywide

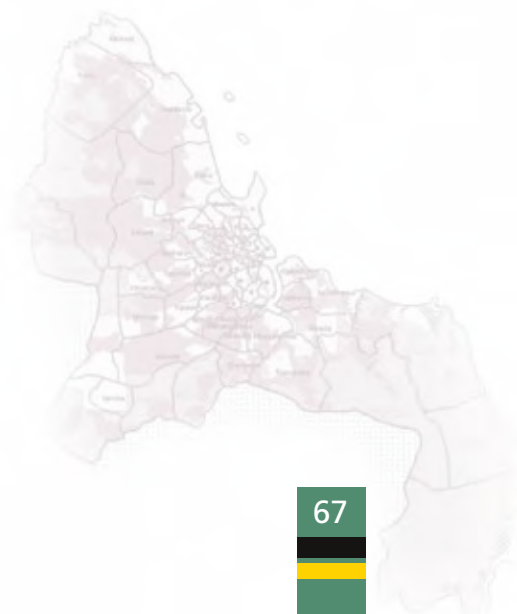
## 4. CAPACITY BUILDING ACTION PLAN

### Outcome 4: Communities and institutions have the capacity to carry out settlement upgrading and to prevent new unplanned development

SUB-OUTCOME 4.1: KEY STAKEHOLDERS ARE EQUIPPED WITH KNOWLEDGE AND SKILLS FOR SETTLEMENT UPGRADING					
Outputs	Activities	Estimated budget (TZS)	Estimated budget (USD)	Responsible	Location
<b>SHORT TERM</b>					
<b>Consultant in place</b>	Procure consultant to develop awareness creation programme	46,416,300	34,205	City Council	Citywide
<b>Sensitisation messages and materials</b>	Develop and produce sensitisation messages and materials in easy-to-understand language and format, well illustrated with sketches and photos referring to global and national policies, legislation and commitments related to upgrading unplanned and unserviced settlements, explaining the relationship between policies and citywide upgrading; magnitude of the problem of unplanned and unserviced development; and goals and expected outcomes of citywide upgrading and prevention programme	58,319,550	42,977	Steering Committee	Citywide
<b>Multi-media awareness campaign</b>	Disseminate awareness messages through multi-media campaign, consisting of: <ul style="list-style-type: none"> <li>• 24 TV programmes (one hour using political leaders and influential persons from national and local levels)</li> <li>• 1,000,000 brochures</li> <li>• 1,000,000 posters</li> <li>• Essay competitions through the use of NGOs and strategic outlets such as schools, places of worship and hospitals</li> <li>• 100 public meetings at house cluster level within the Mtaa for the purpose of empowering communities</li> </ul>	1,306,395,700	962,709	Steering Committee	Citywide
<b>Consultant in place</b>	Procure consultant for preparation of training materials	46,416,300	34,205	Steering Committee	Citywide
<b>Training materials developed</b>	Prepare training materials on all relevant aspects of upgrading and prevention of further unplanned development	58,319,550	42,977	Steering Committee	Citywide
<b>MEDIUM TERM</b>					
<b>Well equipped municipal public relation offices</b>	Strengthen public relations offices within Municipalities so that they can effectively provide up-to-date quality information to the general public, through equipment with: <ul style="list-style-type: none"> <li>• 2 computers connected to high-speed internet</li> <li>• 1 digital video camera</li> <li>• 1 still picture camera</li> <li>• 1 heavy-duty colour printer</li> <li>• Notice boards</li> </ul>	27,000,000	19,897	Municipalities	Citywide
<b>Well equipped decentralised and functional information centres at ward levels</b>	Establish decentralised and well-functioning information centres at ward levels, by providing: <ul style="list-style-type: none"> <li>• 1 computer connected to high-speed internet</li> <li>• 1 digital video camera</li> <li>• 1 still picture camera</li> <li>• 1 ordinary colour printer</li> <li>• Notice boards</li> </ul>	513,920,000	378,718	Municipalities	Citywide
<b>Upgrading courses offered by training institutions</b>	Conduct one-week workshop in each Municipal Council to orient the capacity building providers / suppliers on the challenges and needs of settlement upgrading and slum prevention so that they can the knowledge acquired in their respective activities and in the curricula of the training events they organize	26,160,890	19,278	Steering Committee	Citywide
<b>Trainers trained</b>	Conduct 10 Training of Trainers (ToT) sessions through tailor-made courses	26,160,890	19,278	Steering Committee	Citywide

## SUB-OUTCOME 4.1: KEY STAKEHOLDERS ARE EQUIPPED WITH KNOWLEDGE AND SKILLS FOR SETTLEMENT UPGRADING

Outputs	Activities	Estimated budget (TZS)	Estimated budget (USD)	Responsible	Location
<b>Stakeholders trained</b>	<p>Conduct training sessions for Municipal staff, CSUPPU, Technical Support Teams from 3 Municipal Councils, executive councils from 72 wards, and Community Planning Team members. Emphasis will be on capacity building activities directed at learning-by-doing and on-the-job training approaches. Incorporate incentives and penalties in the capacity building programme to ensure changed attitude and behaviour. The skills to be acquired include:</p> <ul style="list-style-type: none"> <li>• Participatory project planning and management</li> <li>• Resource mobilization and management</li> <li>• Community mobilisation to participate in upgrading work</li> <li>• Collection, storage, retrieval and use of information</li> <li>• Operation and maintenance</li> <li>• Monitoring and evaluation,</li> <li>• Design and enforcement of bylaws</li> <li>• Land Information Systems</li> </ul>	1,306,295,700	962,635	Steering Committee	Citywide
<b>LONG TERM</b>					
<b>Monitoring and evaluation strategies in place</b>	Strengthen human resource offices in the Municipalities to coordinate planning and implementation of capacity building activities by conducting a one-week monitoring and evaluation seminar once a year	26,160,890	19,278	Steering Committee	Citywide



**SUB-OUTCOME 4.2: INSTITUTIONAL PROCEDURES AND SYSTEMS ESTABLISHED FOR SETTLEMENT UPGRADING AND PREVENTION OF NEW UNPLANNED DEVELOPMENT**

Outputs	Activities	Estimated budget (TZS)	Estimated budget (USD)	Responsible	Location
<b>SHORT TERM</b>					
<b>Institutional arrangements for implementation of the Action Plan in place</b>	Present the revisited institutional arrangements to management teams of the Municipalities	44,879,700	33,073	Action Plan resource person / consultant	Citywide
<b>Roles and relationships of stakeholders in settlement upgrading activities defined and clarified</b>	Develop a standardised template that clearly outlines the mandate, methods of interaction, information sharing, etc. among various stakeholders	44,879,700	33,073	Action Plan resource person / consultant	Citywide
<b>CSUPPU Coordinator in place</b>	Recruitment of CSUPPU Coordinator to oversee the coordination and management of programme implementation	268,000,000	197,494	City Council	Citywide
<b>Steering Committee in place</b>	Formal launching of the Steering Committee	1,000,000	737	City Council	Citywide
<b>Technical Committee in place</b>	Formal launching of the Technical Committee	1,000,000	737	Steering Committee	Citywide
<b>Resources for upgrading</b>	Establish links with the PMO-RALG, Ministries of Finance and Infrastructure Development, and President's Office that ensure transfer of resources to settlement upgrading basket fund			Municipalities	Citywide
<b>Upgrading basket fund in place</b>	Formal launching of the upgrading basket fund	1,000,000	737	Steering Committee	Citywide
<b>Coordination mechanism in place</b>	Establish adequate links and coordination with programmes implemented in the city by central government (MLHHSD, Local Government Reform Programme, etc.), CBOs and other stakeholders	44,879,700	33,073	Steering Committee	Citywide
<b>Municipalities adequately staffed</b>	Revise and adjust the staffing levels and structures	44,879,700	33,073	Municipalities	Municipalities
<b>MEDIUM TERM</b>					
<b>Additional staff in place</b>	Recruit additional staff in the four Municipalities (urban planners, land officers, housing experts to serve in the wards) while ensuring "quality at the gate" to minimise future capacity building	21,900,000	16,139	Municipalities	Municipalities
<b>Additional staff equipped with necessary tools</b>	Provide staff with the necessary tools and equipment to execute their duties	1,419,050,000	1,045,726	Municipalities	Municipalities
<b>Policies, legislation and guidelines formulated and implemented</b>	Present the recommended planning standards and guidelines for approval	2,750,000	2,027	Steering Committee	Citywide
<b>LONG TERM</b>					
<b>Laws enforced</b>	Develop and adhere to cost-effective user-friendly systems of law enforcement, including encouraging community-based self regulation approaches and mechanisms	97,199,250	71,628	CSUPPU	Citywide

# ANNEX 2

## MONITORING AND EVALUATION

The monitoring and evaluation arrangements presented in this annex were developed by the thematic Working Groups and compiled by the Resource Person, Professor Lusugga Kironde.

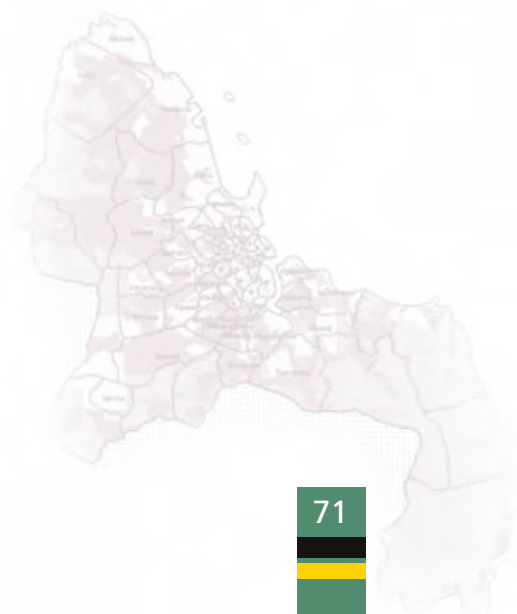
Outcomes	Sub-outcomes	Indicators of achievement	Means of verification	Assumptions and risks
<b>1. RESIDENTS HAVE ACCESS TO PLANNED LAND</b>	1.1. Unplanned areas regularised	<ul style="list-style-type: none"> <li>Standards and guidelines for upgrading unplanned areas developed and applied</li> <li>Number of households in unplanned areas that have received Certificates of Occupancy</li> </ul>	<ul style="list-style-type: none"> <li>Physical survey of standards applied in upgraded area</li> <li>Survey at the end of evaluation period of the number of Certificates of Occupancy handed over to residents</li> <li>Official land records</li> </ul>	<ul style="list-style-type: none"> <li>All regularised settlements are registered</li> <li>Government continues to implement the project for formalisation of unplanned areas through Residential Licences</li> <li>Donor support for upgrading continues</li> <li>Development control in unplanned areas remains effective</li> <li>Development of new unplanned areas monitored</li> </ul>
	1.2. Land tax revenue increased	<ul style="list-style-type: none"> <li>Number of communities aware of their responsibilities to pay land rent and property tax</li> <li>Proportion of land rent due to Municipalities increased from 20 per cent to 40 per cent by December 2015</li> <li>Annual increase in amount of land rent and property tax collected</li> </ul>	<ul style="list-style-type: none"> <li>Household interviews – random sample of 10 per cent of targeted total</li> <li>Records of land rent, property tax and certificates of title returns</li> </ul>	<ul style="list-style-type: none"> <li>Communities' support to this initiative</li> <li>Government cedes powers and responsibilities for land rent collection to the Municipalities and capacitates them accordingly</li> <li>Government increases the percentage of land rent that is to be collected by Municipalities</li> </ul>
	1.3. Provision of new affordable planned plots increased	<ul style="list-style-type: none"> <li>Increased access to affordable planned plots</li> <li>Proportion of plots with reduced minimum size in land development schemes</li> </ul>	<ul style="list-style-type: none"> <li>Focus group discussions with communities in each targeted group</li> <li>Household surveys of characteristics of plot beneficiaries</li> </ul>	<ul style="list-style-type: none"> <li>Obstacles related to regulatory procedures are addressed</li> <li>Government increases financial resources for compensation in acquired land</li> <li>Public opposition to land acquisition for urban development does not grow</li> <li>Government and professional bodies agree on smaller space standards in land use planning and upgrading</li> </ul>
	1.4. Density of residential areas increased	<ul style="list-style-type: none"> <li>Extent to which Local Authorities and private developers utilise affordable land use space standards for upgrading and new developments</li> <li>Urban sprawl contained within the greenbelt</li> <li>Number of condominium properties developed annually</li> </ul>	<ul style="list-style-type: none"> <li>Surveys to evaluate densities in specified areas</li> </ul>	<ul style="list-style-type: none"> <li>Greenbelt proposal accepted by Government and Local Authorities</li> <li>No changes in city/regional boundaries</li> <li>Development in neighbouring regions does not spill into Dar es Salaam</li> </ul>

CITYWIDE ACTION PLAN FOR UPGRADING UNPLANNED AND UNSERVICED SETTLEMENTS IN DAR ES SALAAM

Outcomes	Sub-outcomes	Indicators of achievement	Means of verification	Assumptions and risks
<b>2. RESIDENTS HAVE ACCESS TO BASIC URBAN SERVICES</b>	2.1. Access to safe drinking water doubled from 30 per cent to 60 per cent	<ul style="list-style-type: none"> <li>Number of households accessing nearby supply of safe and clean drinking water</li> <li>Level of satisfaction of the residents of formerly unserved settlements with available water supply services</li> </ul>	<ul style="list-style-type: none"> <li>Physical surveys to document access to water supply infrastructure at given distances</li> <li>Household surveys to assess satisfaction levels</li> </ul>	<ul style="list-style-type: none"> <li>Current efforts by government and Development Partners to improve water supply for Dar es Salaam continue</li> <li>Development of new unplanned areas halted</li> </ul>
	2.2. Access to adequate sanitation doubled from 30 per cent to 60 per cent	<ul style="list-style-type: none"> <li>Number of households accessing adequate sanitation</li> <li>Level of satisfaction of the residents of formerly unserved settlements with available sanitation solutions</li> </ul>	<ul style="list-style-type: none"> <li>Physical surveys to document access to adequate sanitation</li> <li>Household surveys to assess satisfaction levels</li> </ul>	<ul style="list-style-type: none"> <li>Continuation of current efforts by government and Development Partners to improve water supply for Dar es Salaam in general and the sanitation situation in unplanned areas in particular</li> <li>Development of new unplanned areas halted</li> </ul>
	2.3. Coverage of access and circulation roads and drainage increased	<ul style="list-style-type: none"> <li>Extent of coverage of access and circulation roads and drainage</li> <li>Level of satisfaction of the residents of formerly unserved settlements with available services</li> </ul>	<ul style="list-style-type: none"> <li>Physical surveys to ascertain length of drains constructed and number of properties served over the reporting period</li> <li>Household surveys to assess satisfaction levels</li> </ul>	<ul style="list-style-type: none"> <li>Current programmes by government and Development Partners to regularise and upgrade unplanned areas continue</li> </ul>
	2.4. Solid waste collection and management doubled from 30 per cent to 60 per cent	<ul style="list-style-type: none"> <li>Number and proportion of wards utilising community-based solid waste management systems</li> <li>Number of solid waste collection points established within communities</li> <li>Number of private entrepreneurs and communities engaged in solid waste management</li> </ul>	<ul style="list-style-type: none"> <li>Household surveys to establish increased awareness on community-based solid waste management systems</li> <li>Field surveys to map solid waste collection points</li> <li>Official local records of private entrepreneurs and communities engaged in solid waste management</li> </ul>	<ul style="list-style-type: none"> <li>Communities agree to pay for solid waste collection</li> </ul>
	2.5. Access to basic social services and amenities increased	<ul style="list-style-type: none"> <li>Number of new basic social services and amenities put in place</li> <li>Levels of satisfaction of the residents of formerly unserved settlements with available social services and amenities</li> </ul>	<ul style="list-style-type: none"> <li>Surveys to establish services and amenities put in place over the reporting period</li> <li>Household surveys to assess satisfaction levels</li> </ul>	<ul style="list-style-type: none"> <li>Funds for compensation available</li> <li>Current priority given by government to primary/secondary education and basic health services continues</li> </ul>
<b>3. RESIDENTS HAVE ACCESS TO ADEQUATE HOUSING</b>	3.1. Access to housing finance increased	<ul style="list-style-type: none"> <li>Number and percentage of communities accessing affordable short-term loans for home improvements and long-term loans for new housing construction</li> <li>Proportion of bank loan portfolio utilised for affordable housing finance</li> </ul>	<ul style="list-style-type: none"> <li>Household surveys to establish access to short and long-term housing loans</li> <li>Loan disbursement and repayment data collected from financial institutions</li> </ul>	<ul style="list-style-type: none"> <li>Macro-economic stability maintained</li> <li>Credit management culture inculcated into society</li> </ul>
	3.2. Supply of private rental housing increased	<ul style="list-style-type: none"> <li>Level of integrating guidelines in regulating formal and informal rental markets</li> <li>Quantity of new rental housing stock</li> </ul>	<ul style="list-style-type: none"> <li>Periodic data collection to establish increase in rental housing stock</li> </ul>	<ul style="list-style-type: none"> <li>Role of rental housing recognised at national level</li> <li>Landlords get incentives to produce rental housing</li> </ul>
	3.3. Quality of housing stock improved	<ul style="list-style-type: none"> <li>Extent of integration of affordable building codes, standards and processes for housing improvement and development</li> <li>Number of improvement loans received by homeowners</li> <li>Number of houses provided with basic services</li> </ul>	<ul style="list-style-type: none"> <li>Field surveys to monitor improvements in housing quality over reporting period</li> </ul>	<ul style="list-style-type: none"> <li>Macro-economic stability maintained</li> <li>Cost of construction remains stable</li> </ul>
	3.4. Citywide housing development effectively regulated	<ul style="list-style-type: none"> <li>Number and percentage of houses conforming to revised building codes and standards</li> <li>Level of satisfaction of low-income households with the houses they live in</li> </ul>	<ul style="list-style-type: none"> <li>Field surveys to monitor housing quality over reporting period against approved criteria</li> <li>Household surveys to assess satisfaction levels</li> </ul>	<ul style="list-style-type: none"> <li>Building codes, standards and processes accepted by officials and professionals</li> </ul>



Outcomes	Sub-outcomes	Indicators of achievement	Means of verification	Assumptions and risks
<b>4. COMMUNITIES AND INSTITUTIONS HAVE THE CAPACITY TO CARRY OUT SETTLEMENT UPGRADING AND TO PREVENT NEW UNPLANNED DEVELOPMENT</b>	4.1 Key stakeholders are equipped with knowledge and skills for settlement upgrading and prevention of new unplanned development	<ul style="list-style-type: none"> <li>Number and proportion of key stakeholders who have demonstrated knowledge and skills for settlement upgrading and prevention of new unplanned development</li> </ul>	<ul style="list-style-type: none"> <li>Focus group discussions to establish extent of mastery of upgrading knowledge and skills (as outlined in the Action Plan)</li> </ul>	<ul style="list-style-type: none"> <li>Development control enforced</li> </ul>
	4.2 Institutional procedures and systems established for settlement upgrading and prevention of new unplanned development	<ul style="list-style-type: none"> <li>Extent to which key stakeholders effectively play their respective roles in settlement upgrading and prevention of new unplanned development</li> <li>Extent of progress towards achieving MDG Targets related to water, sanitation and slum upgrading</li> </ul>	<ul style="list-style-type: none"> <li>Interviews to ascertain existence and effectiveness of relevant institutional procedures and systems</li> </ul>	<ul style="list-style-type: none"> <li>Support by government and Development Partners for upgrading continues</li> </ul>



# BIBLIOGRAPHY

Acioly, Claudio. (2007). ***The Rationale of Informal Settlements Regularization Projects: from settlement upgrading to integration approach***. Rotterdam: Institute for Housing and Urban Development Studies (IHS).

Cities Alliance. (2006). ***Guide to City Development Strategies***. Washington, DC: Cities Alliance.

Community Infrastructure Upgrading Programme (CIUP). (2002). ***Proposed Community Selection Process for Unplanned Settlements Ranking and Prioritisation for Upgrading Dar es Salaam City***. President's Office, Regional Administration and Local Government.

Dar es Salaam City Council (DCC). (1997). ***Capacity Building Needs Assessment and Capacity Building Plan, Dar es Salaam***. Cities Alliance Support for Upgrading Dar es Salaam.

Government of Kenya. (2008). ***Nairobi Metro 2030: A World Class African Metropolis***. Ministry of Nairobi Metropolitan Development.

Government of the United Kingdom. (2008). ***Sustainable Development Action Plan 2007-08***.

Department for Communities and Local Government, <http://www.communities.gov.uk/publications/corporate/sustainabledevelopment2007-08>

Gulyani, Sumila. (2006). ***Inside informality: Poverty, jobs, housing and services in Nairobi's slums***, New York City: Columbia University.

Institute for Housing and Urban Development Studies. (2007). ***A Planner's Guide to Action Planning***. Methodology developed by the staff of the Institute for Housing and Urban Development Studies (IHS).

[http://www.claudioacioly.com/downloads/keynotes/Acioly\\_Action%20Planing\\_Introduction.pdf](http://www.claudioacioly.com/downloads/keynotes/Acioly_Action%20Planing_Introduction.pdf)

Institute of Housing and Urban Development Studies. (2008). ***Building Knowledge and Skills to face the Challenges of Slums***. Rotterdam: IHS.

Kiduanga, Juma. (2002). ***The constraints underpinning the provision of rental housing by low-income landlords in Dar es Salaam***. Unpublished Phd Dissertation. University of Dar es Salaam

Kironde, J.M.L. (1995). ***The Evolution of the Land Use Structure of Dar es Salaam 1890-1990: A Study into the Effects of Land Policy***. Phd Dissertation. University of Nairobi.

Kironde, J.M.L. (2006). The Regulatory Framework, unplanned development and urban poverty: Findings from Dar es Salaam, Tanzania. ***Land Use Policy***, Vol 23, pp. 460-472.

Kjellén M. (2006). ***From Public Pipes to Private Hands: Water Access and Distribution in Dar es Salaam***. Department of Human Geography, Stockholm University, Sweden.

Kyessi, A.G. (2002). ***Community Participation in Urban Infrastructure Provision: Servicing informal Settlements in Dar es Salaam***, Spring Research Series No. 33. University of Dortmund, Germany.

- Kyessi, S.A and Kyessi, A.G. (2006). **Formalization of Land Property Rights in Unplanned Settlements: Case of Dar es Salaam**. Unpublished paper.
- Lupala J. (2002). **Urban Types in Rapidly Urbanizing Cities: A Typological Approach in the Analysis of Urban Types in Dar es Salaam**. Phd Dissertation. Royal Institute of Technology, Stockholm. Sweden
- Lupala, A.M. (2002). **Peri-Urban Land Management in Rapidly Urbanising Cities: The Case of Dar es Salaam**. Spring Research Series No. 32. University of Dortmund, Germany.
- Mkenda, D. (2006). **The Effects of Dar es Salaam Twenty Thousand Plots Project on the Poor in the Peri-Urban Zone**. MSc. Thesis (Urban Planning and Management), University of Dar es Salaam.
- Mollel, L. (2006). The Rise and Fall of Informal Settlements in Cities. Paper presented at the **African Regional CASLE Conference on Sustainable Land Management in Africa**, Bagamoyo, Tanzania (14-17 March 2006).
- Mwaiselage, A.N. (2003). **Organised Chaos: Water and Sanitation Systems in Housing Areas in Dar es Salaam, Tanzania**. Lund University, Sweden.
- National Bureau of Statistics. (2002). **Household Budget Survey 2000-2001, Final Report**. Dar es Salaam.
- Nguluma, H.M. (2003). **Housing Themselves: Transformations, modernization and spatial qualities in informal settlements in Dar es Salaam, Tanzania**. Phd Dissertation, Royal Institute of Technology, Sweden.
- Nnkya, T.J. (1999). Towards Strategic Planning in Tanzania: The Case of the Sustainable Dar es Salaam Project. Paper Presented to a **Regional Workshop on Local Government Strategic Planning/Management For Eastern And Southern Africa**, Addis Ababa, May 1999.
- Payne, G. and Majale, M. (2004). **The Urban Housing Manual: Making Regulatory Frameworks Work for the Poor**. London: Earthscan.
- Republic of Uganda. (2008). **National Slum Upgrading Strategy and Action Plan**, Ministry of Lands, Housing and Urban Development.
- Sakijehe, T. (2006). **Formalizing Property Rights in Informal Settlements: The Case of Mnazi- Mmoja in Kinondoni Municipality, Dar es Salaam City**. Unpublished BSc. Thesis. Department of Urban and Regional Planning. UCLAS, University of Dar es Salaam.
- Sustainable Cities Programme. (2000). **Sustainable Cities Programme in Tanzania: Building on Positive Synergies between Development and Environment**. Dar es Salaam, Tanzania.
- UN-HABITAT. (2001). **Cities in a Globalising World: Global Report on Human Settlements**. London: Earthscan.
- UN-HABITAT. (2003). **The Challenges of Slums: Global Report on Human Settlements**. London: Earthscan.
- UN-HABITAT. (2009). **Bossaso: First Steps towards Strategic Planning**. Nairobi: UN-HABITAT.
- UPM. (2006). **The Implication of the 20,000 Plots Project on the Emerging Form of Dar es Salaam City**. MSc. Semester Project, Department of Urban Planning and Management, UCLAS, University of Dar es Salaam.
- URT. (1995). **National Land Policy**. Ministry of Lands and Human Settlements Development, Government Printer, Dar es Salaam.
- URT. (1999). **Strategic Urban Development Plan for Dar es Salaam**. Dar es Salaam City Council.
- URT. (1999). **The National Land Act no 4 of 1999**. Government Printer, Dar es Salaam.

URT. (2000). **National Human Settlements Policy**. Ministry of Lands and Human Settlements Development, Dar es Salaam.

URT. (2001). **20,000 Plots Project in Dar es Salaam**. Ministry of Lands and Human Settlements, Dar es Salaam.

URT. (2002). **National Water Policy**, Ministry of Water, Dar es Salaam.

URT. (2005). **Creation of a Comprehensive Urban Land Property Register for Economic Empowerment of residents in Unplanned Settlements in Dar es Salaam**. Project Document, Ministry of Lands, Housing and Human Settlements Development, Dar es Salaam.

URT. (2005). **Tanzania in Figures 2004**. National Bureau of Statistics, President's Office, Planning and Privatisation, Dar es Salaam.

URT. (2008). **Kigamboni New City Masterplan**. Ministry of Lands and Human Settlements Development, Dar es Salaam (Draft).

URT. (2008). **Redevelopment of the city of Dar es Salaam, Project Document**. Ministry of Lands, Housing and Human Settlements Development, Dar es Salaam.

URT. (2008). **Satellite Cities Project for Dar es Salaam**. Ministry of Lands, Housing and Human Settlements Development, Dar es Salaam.

URT. (2009). **National Housing Policy (Draft)**. Ministry of Lands and Human Settlements Development, Dar es Salaam.

URT. (2000). **National Human Settlement Development Policy**. Ministry of Lands and Human Settlements Development, Dar es Salaam.

Wanzala D.A. (2007). **Executing a Land Delivery Project: Experiences and Lessons from the 20,000 Plots Project**. MSc. Thesis, School of Real Estate Studies, Ardhi University, Dar es Salaam.

Winslow, L. (2007). **Action Plan for the Nairobi Slums**, Online Think Tank, <http://www.worldthinktank.net/pdfs/Nairobi>





### ***About this Action Plan***

The goal of the Citywide Action Plan is to upgrade 50 per cent of the existing unplanned and unserved areas by 2020 while simultaneously preventing the formation of new unplanned settlements in Dar es Salaam. The thematic action plans on land, basic services, housing and capacity building are divided into short-term (2010), medium-term (2011-2015) and long-term (2015-2020) periods and include cost estimates for all actions.

The Action Plan is the result of a consultative process involving all city stakeholders and partners, driven since 2005 by the Government of Tanzania and the Dar es Salaam Local Authorities, with technical assistance from UN-HABITAT and funding from Cities Alliance.

It is intended that the implementation of this Action Plan, in close collaboration with other ongoing programmes, will be managed by a citywide slum upgrading and prevention programme unit, to be established at the Dar es Salaam local authority level. The Action Plan is expected to contribute to achieving the goals of MKUKUTA (National Strategy for Growth and Poverty Reduction), National Vision 2025, National Housing Policy and the MDG targets related to water, sanitation and slums.

**HS: HS/163/10E**  
**ISBN: 978-92-1-132276-7**

**UN  HABITAT**

UNITED NATIONS HUMAN SETTLEMENTS PROGRAMME  
P.O. Box 30030, GPO, Nairobi, 00100, Kenya  
Tel.: +254 (20) 762 3120, Fax: +254 (20) 762 4266  
E-mail: [habitat.publications@unhabitat.org](mailto:habitat.publications@unhabitat.org)  
[www.unhabitat.org](http://www.unhabitat.org)