



**UNHABITAT**

Regional and Technical Cooperation Division



# TANZANIA: BAGAMOYO URBAN SECTOR PROFILE



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UNITED NATIONS HUMAN SETTLEMENTS PROGRAMME  
REGIONAL AND TECHNICAL COOPERATION DIVISION

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## FOREWORD



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

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

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

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

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

Governments of Italy, Belgium and the Netherlands.

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

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

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

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

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

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



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and Executive Director,  
UN-HABITAT

# EXECUTIVE SUMMARY

## INTRODUCTION

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

## BACKGROUND

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

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

## GOVERNANCE

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

## SLUMS

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



## GENDER AND HIV/AIDS

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

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

## ENVIRONMENT

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

# BACKGROUND

## INTRODUCTION

### The Urban Profiling

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

## METHODOLOGY

**The Participatory Slum Upgrading Programme** consists of three phases:

**Phase one** consists of rapid profiling of urban conditions at national and local levels. The capital city, a medium-sized city, and a small town are selected and studied to provide a representative sample in each country. The analysis focuses on four themes: governance, slums, gender and HIV/AIDS, and the environment. Information is collected through standard interviews and discussions with institutions and key informants, in

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

## URBAN PROFILING IN BAGAMOYO

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

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

## REPORT STRUCTURE

This report consists of:

1. a general background of the urban sector in Bagamoyo, based on the findings of the Bagamoyo assessment report, a desk study, interviews, and a consultation held in Bagamoyo on 13–18 September 2005 (see back cover for a list of participants in the City Consultation and a bibliography). The background includes data on administration, urban planning, the economy, the informal sector, the private sector, urban poverty, infrastructure, water, sanitation, public transport, street lighting, energy, health, and education;
2. a synthesis of the four main theme areas – governance, slums, gender and HIV/AIDS, and environment – in terms of the institutional set-up, regulatory framework, resource mobilisation, and performance

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