



TANZANIA: MOROGORO 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.

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

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

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

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

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

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

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



Anna Kajumulo Tibaijuka
Under-Secretary-General of the United Nations,
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 the Arab States. RUSPS uses a structured approach where priority interventions are agreed upon through consultative processes. The urban profiling methodology consists of three phases: (1) a rapid participatory urban profiling, at national and local levels, focusing on Governance, Slums, Gender and, HIV/AIDS, 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 National 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

With an annual urban population growth (1988–2002) of about 2.6 percent, Morogoro municipality is among the fastest growing urban centres in Tanzania. Located about 190 km west of Dar es Salaam, it is situated on the lower slopes of the Uluguru Mountains and covers an area of 260 km². Rich in diversity, culture,

and industry, Morogoro is emerging as a major hub for urban activity. The current population size is about 300,000 people, compared to about 100,000 in 1988 (URT, 1988 and 2002 census reports). Due to the rapid influx of new residents, Morogoro is facing major urban challenges in managing social and economic changes within the municipality. An issue of particular concern is growing urban poverty. Sixty-five percent of the city's population lives on unplanned land, receiving limited or no basic services.

GOVERNANCE

Lack of capacity constrains governance in Morogoro. Human resource and financial capacities are especially weak and the local government is unable to cope with recent social and economic changes within the municipality. Morogoro municipality was among the cities selected in Tanzania for an ongoing local government reform programme study. The adopted approach aims to improve service delivery and open up avenues for community involvement, in the same manner as the Decentralisation by Devolution (D-by-D) Programme in Dar es Salaam. The D-by-D programme works toward the devolution and decentralisation of roles, functions, responsibilities, powers, and resources from the central to the local government.



However, in Morogoro, the local government lacks the human resource capacities to adequately address the reforms required under D-by-D. Strong central control and inadequate financing weaken D-by-D programme implementation. An effective communication strategy on the essentials of D-by-D has not yet been created for residents and politicians in the municipality. Political interference and weak administrative capacities have also constrained effective service delivery on the part of the local government. In order to overcome governance problems, interventions aimed at strengthening institutional coordination mechanisms within the municipality are needed to improve the management of the D-by-D programme. Through improved communication and information exchange, the community can become a central part of the governance reform process.

SLUMS

Morogoro municipality has more than 50 unplanned and unserved settlements. These are high-density settlements with poor infrastructure. Residents of these informal settlements lack basic services such as water and sanitation, and have little or no access to secure tenure. These characteristics are indicative of the inadequate housing needs of the poor in a city where the majority of the population lives below the poverty line of US\$ 1 a day (URT-PRSP, 2004). Poor land development and control, inadequate policy enforcement, poor local level involvement, unaffordable and inadequate housing options for low-income families, and unregulated construction are some of the reasons for the proliferation of unplanned settlements in the municipality. Morogoro Municipal Council (MMC) is unable to meet the demands of the growing population. The council needs to improve its planning strategy by making it more inclusive of stakeholders and the local population. Participatory planning approaches must encourage community involvement in the upgrading and land regularisation process to enable residents' access to secure tenure and social and financial credit.

GENDER AND HIV/AIDS

Gender inequalities are commonplace in Morogoro. From an early age, girls are disadvantaged in the classroom and are not encouraged to take on leadership roles. There is a need to improve policies and legislation aimed at ensuring female school attendance. As a result of poor education, women suffer from human rights abuses in their homes and places of work because they are unaware of their basic rights under the law.

Violence and sexual harassment have exposed women to a number of diseases; females have higher rates of HIV infection than males. The Gender Department within the MMC needs to mainstream gender activities at the village and district levels. In order to raise awareness, reduce stigma, and institutionalise gender and HIV/AIDS in law enforcement, the MMC must promote human rights and the protection of women, children, and other vulnerable groups.

ENVIRONMENT

Morogoro's environment is facing severe challenges from the rapidly growing population, and limited resources exacerbate the situation. The municipality has been unable to exert control and monitor the use of resources. Polluted air and water sources, soil erosion, and poor solid waste management are some of the problems the MMC has not dealt with. The Environmental Management Act of 2004 has been highly ineffective in combating the environmental challenges rapid urbanisation in the region has caused. Enforcement of the Environmental Management Act meanwhile has been hampered by lack of coordination and cohesion among the prime actors, including wards, sub-wards, and departments in the municipality.

There is a great need for more collaboration among all the urban actors. Existing regulations such as the 2004 law need to be enforced. Options for the privatisation of solid and liquid waste management should also be explored to improve the overall management of the urban environment. Rapid growth and development have also affected the public transportation sector in Morogoro. Though the MMC is committed to improving transportation facilities and completing ongoing reforms such as the Rapid Bus Transit Project, inadequate funds, manpower, infrastructure, and accountability, along with increased bureaucracy, have weakened the implementation of reform projects and legislation.

BACKGROUND

INTRODUCTION

The Urban Profiling

The 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. This 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 Urban Profiling consists of three phases:

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

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

URBAN PROFILING IN MOROGORO

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

Morogoro Municipal Council (MMC) representatives participated in the national and city consultation processes together with the Ministry of Lands and Human Settlements Development, the Ministry of Local Government and Administration, and national and international non-governmental organizations (NGOs). The aim is to develop options for formal interagency collaboration so that a coordination body integrating a wide range of urban stakeholders in a single response mechanism can be established.

REPORT STRUCTURE

This report consists of:

1. a general background of the urban sector in Morogoro, based on the findings of a desk review, interviews, key informant discussions, and meetings with the City Planning Committee held in Morogoro in 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 themes – governance, slums, gender and HIV/AIDS, and environment – in terms of the institutional set-up, regulatory

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