

PRACTICES AND OPPORTUNITIES

FOR

EMPLOYMENT INTENSIVE & LABOUR BASED APPROACHES

IN

URBAN INFRASTRUCTURE PROGRAMMES

Case of Unplanned Settlements in Dar es Salaam

TANZANIA

Report for ILO/ASIST - Nairobi

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Preamble

" I would also want to emphasize on the role of the popular sector, that is the NGOs and CBOs. These have a crucial role of effecting government policies through negotiating arrangements with the communities. Experiences show that partnerships between the public sector and these groups can reduce construction costs, increase cost recovery, promote sustainability and respond better to the needs of the users. We would like these groups to work closely with the Commission, the Government and other development partners in order to deliver coordinated results to our communities, within the framework of the law"

Extract from the speech of the Prime Minister, Hon. F.T. Sumaye when launching the Strategic Urban Development Plan - 15 October, 1996.

Executive Summary

Background to the Study:

As part of its Information and Training activities, ILO Advisory Support Information Services and Training (ASIST) has established a programme on employment intensive strategies for urban poverty alleviation in Kenya, Uganda and Tanzania. The programme's main objective is to improve the living conditions and create employment in urban unplanned settlements through infrastructure programmes which are employment intensive and community based.

In order to understand the situation in Tanzania, and particularly in Dar es Salaam, ASIST commissioned the author of this report to carry out a study on the practices, opportunities and shortcomings of employment intensive and community based infrastructure programmes in urban unplanned settlements. The TOR are attached - Appendix 1.

Structure of the Report

The report contains five chapters. Chapter one gives an overview of the magnitude of the unplanned settlements in Dar es Salaam. It also gives an outline of past government policies in upgrading unplanned settlements. The roles of the various Ministries, their policies, strategies and laws in relation to unplanned settlements and employment are included. The chapter ends with a note on available training opportunities.

The second chapter deals with the various aspects of the Dar es Salaam City Commission (DCC) which have a bearing on unplanned settlements: city administration, the Sustainable Dar es Salaam Project (SDP) and main constraints in infrastructure provision.

Chapter three looks at the environment for NGOs and donors in general. The activities of the two umbrella organizations, the Tanzania Council for Social Development (TACOSODE) and Tanzania Association of Non-governmental organization (TANGO) are outlined. Some of the International donors and National Funding agencies who have worked in unplanned settlements are also listed.

Chapter four highlights the situation of Community Based Organizations (CBOs) in the country. Some of the weaknesses of the Hanna Nassif project are listed. Weaknesses of other CBOs are also included.

Chapter five looks at the main issues in infrastructure provision in urban unplanned settlements. The magnitude of unemployment in Dar es Salaam and the potentials for labour based methods in employment generation are outlined. Strengths and weaknesses of the existing situation nationally and locally are also shown. Finally, the chapter ends with some conclusions and recommendations.

Chapter One

1. NATIONAL ENVIRONMENT

1.1 Urbanization and Urban Growth

With a population of 27 million people (1995 estimates) Tanzania is one of the least urbanized countries in the world. It is, however, experiencing high rates of urban growth. The annual urban growth rates rose from 6.3% to 10% between 1957 -1967 and 1967-1978 periods respectively¹. The high rates of urbanization have largely been the result of internal migration rather than natural population increases in the cities and towns.

Projections show that the rates will continue in the foreseeable future and most of the population increase will be concentrated in the City of Dar es Salaam, Arusha, Mbeya and Mwanza².

Rapid urbanization has increased pressure in the existing urban infrastructure and services. Furthermore, the high rate of urbanization has not been matched with an equivalent growth in the supply of formal housing in planned areas. The widening gap between housing demand and supply has stimulated the growth of unplanned settlements.

Studies conducted by the Ministry of Lands, Housing and Urban Development (MLHUD) in 1980 have showed that 65% of all housing constructed in urban areas was to be found in unplanned settlements³. The latest studies conducted in 1995 under the Urban and Housing indicators programme revealed a similar situation: unplanned settlements are housing about 70% of the population in Dar es Salaam, Mbeya and Arusha and 40% in Mwanza⁴.

- *Some characteristics of Unplanned Settlements*

Much of the housing stock in unplanned settlements in Tanzania is of sound quality and improvable. It is, however, faced with environmental and economic problems.

People who build in unplanned settlements usually build without permission from the local planning authorities. Consequently, these settlements lack basic infrastructure and services: roads, drainage, adequate solid and liquid waste disposal facilities, adequate human waste disposal facilities, adequate water supply, electricity, etc.

Depending on the site conditions and origin of the settlements, people of mixed income levels live together. Studies show that some of the unplanned settlements are characterized by high rates of unemployment and under employment⁵. Most people earn their living from the informal sector.

Upgrading Unplanned settlements

Like many other developing countries, Tanzania, in the period just after independence (1964-1968), viewed unplanned settlements as slums which needed to be demolished. In fact, the first slum clearance scheme was carried out at Buguruni in Dar es Salaam. The scheme was halted in the early 1970's because it proved to be costly in social terms and it created more homelessness.

After these bitter experiences, the government adopted more humane policies from 1972. By October 1972, the government had already approved two cabinet papers, Nos. 81 and 106 which paved the way for the improvement of unplanned settlements.

Based on the cabinet papers, the Ministry of Lands, Housing and Urban Development created a special Unit in its Ministry, the Sites and Services and Squatter Upgrade Project Unit, which was given the mandate to upgrade unplanned settlements in six regional towns: Dar es Salaam, Mbeya, Tabora, Iringa, Tanga and Morogoro. Serviced plots were also provided in the above mentioned towns and Mwanza.

The upgrading projects were implemented between 1974 and 1981. Funds were made available by the government of Tanzania and the International Development Agency of the World Bank.

The Sites and Services Project Unit still exists in the Ministry but its

main focus today is in the provision of surveyed plots.

1.2 National Ministries

Several government ministries are in one way or the other responsible for the provision of infrastructure in unplanned settlements. Some of them are:

- Ministry of Lands, Housing and Urban Development - responsible for policies related to lands, housing and urban development.
- Prime Minister's Office (Local Government) - responsible for implementation of the policies prepared by other central government ministries. The Dar es Salaam City Commission is under this Ministry.
- Ministry of Finance - responsible for the preparation of Five year Development Plans (Planning Commission) and makes annual budgetary allocations to the other ministries.
- Ministry of Works - responsible for trunk infrastructure, rural roads and training in labour based methods.
- Ministry of Labour and Youth - responsible for employment, labour laws and youth development.
- Ministry of Higher Education - responsible for training personnel in institutions of higher learning.

Besides National Ministries, Utility agencies, such as the National Urban Water Authority (NUWA) and Tanzania Electric Supply Co. (TANESCO) provide water and electricity respectively to the unplanned settlements.

1.3 National Policies and Strategies

1.3.1 *Housing Policy*

Tanzania's housing policy was endorsed in 1981. Its principal objective was to ensure that all the people of Tanzania had adequate access to shelter and

basic services. The policy was in many ways ahead of its time because it adopted an "enabling approach". The policy was, however, not comprehensive. It focused on housing alone and not the broad aspects of human settlements. Moreover, the Ministry of Lands, Housing and Urban Development did not put up a clear institutional arrangement for implementing the policy, nor did it define the programme of action. As a result, it was partly implemented and has not made significant impact in housing development.

1.3.2 *Strategy for Sustainable Human Settlements Development*

In 1992, Tanzania adopted a National Strategy for Sustainable Human Settlements Development. The objective of the strategy was to create sustainable development in urban centres which will improve living conditions in **informal settlements, alleviate poverty, stimulate economic growth and employment and improve the urban environment.**

Subsequent to the strategy, a 4-5 year National Programme designed to implement the strategy has been put in place. It focuses on **strengthening capacities of the local authorities, non-governmental organizations (NGOs) and the private sector.** The second phase of the Sustainable Dar es Salaam Project (SDP) [see chapter 2], and the extension of SDP to other urban centres is part of the programme.

1.3.3 *National Land Policy (1995)*

The National Land Policy (1995), Appendix 2 provides a comprehensive overview of all matters concerning land tenure, land administration, surveys mapping, urban and rural land use planning and land use management.

Some of the major policy statements on land tenure, urban and rural land use planning as quoted from the Lands Policy (1995) are outlined below:

- Policy Statement on Land Tenure

"All land in Tanzania is public land vested in the President as a trustee on behalf of the citizens".

- . *Land has value;*
- . *Full, fair and prompt compensation shall be paid when land is acquired;*
- . *In order to enhance and guarantee women's access to land and security of tenure, women will be entitled to acquire land in their own right not only through purchase but also through allocation;*
- . *Consent of spouse(s) will be required before disposition of matrimonial or family land;*
- . *Allocation of land for residential and institutional uses whenever possible will be on a cost recovery basis;*

Residents in unplanned settlements shall have their rights recorded and maintained by the relevant land allocating authority and that record will be registered.

- Policy Statement on Urban Planning

- . *"Urban land use and development plans will aim at more intensive use of urban land. In order to achieve this objectives the government will "revise all space and planning standards, including standards for provision of infrastructure".*
- . *Existing unplanned settlements will not be cleared but will be upgraded and provided with facilities for adequate sanitation and other basic services except for unplanned housing in hazardous areas.*
- . *Upgrading plans will be prepared and implemented by local authorities with the participation of residents and their local community organizations. Local resources will be mobilized to finance the plans through appropriate cost recovery systems.*

The national Policy will inevitably require changes in the Town and Country Planning Ordinance (1961), which is the existing principal legislation for spatial planning in Tanzania.

The ordinance stipulates changes which are the concern of spatial/land use planning as follows:

- Use of land and buildings;
- Intensity of use of land and occupancy rate;
- Size, form and construction materials of buildings;
- Siting of buildings, alignment of and reservation of land for roads and other physical infrastructure;
- Preservation of natural and man made features as well as regulating and controlling disposal of refuse and pollutants.

Already a draft new Land Law to effect the 1995 Land Policy is in place. Several workshops are being conducted to discuss the draft law and the Parliament is expected to discuss the bill early 1997.

1.3.4 *Employment*

National Employment Policy (NEP)

The government is in the final stages of preparing the National Employment Policy which also incorporates the Informal Sector Policy. Some of the broad outlines of the policy are:

- . provide an institutional framework for effective coordination of employment promotion;
- . identify sectors of high employment potential and propose ways to increase employment to those areas;
- . provide an enabling environment for local and international organizations to participate in employment promotion.

National Program of Action for Sustainable Income Generation (IGP)

IGP is a five year program of action to create and expand sustainable income generation project in three sectors: agriculture, infrastructure and informal sector.

The IGP has highlighted infrastructure as a sector with great short and medium term income generation potential in urban and rural areas. In its portfolio of proposed projects it proposes to raise an estimated US\$ 1,500,000 for Community Based Settlements upgrading to Alleviate Urban Poverty⁶.

1.3.5 *Labour Laws*

Some of the existing labour laws are:

- Employment Ordinance (1957)
- Regulation of Wages and Terms of Employment Ordinance (1953)
- OTTU Act, 1991
- Workmen's Compensation Act, 1989
- National Provident Fund Act, 1964
- Severance Allowance Act, 1962
- Human Resources Deployment Act, 1983

Employment Ordinance (1957)

The EO regulates conditions of employment for employers and employees in the United Republic of Tanzania. Its provision address:

- the labour advisory board
- appointment, powers and duties of officer
- contracts of service - oral and written
- protection of wages
- employment of women, youths and children
- care and welfare of employees
- recruitment
- forced labour

- remedies, jurisdiction and procedure of courts and
- offence

The EO has undergone minor amendments several times since 1957, as follows:

- In 1962 on the removal rights, ticket contracts, weekly rest, presumptions applied to new contract, termination by notice and payment, operation of contracts and shipmaster registries;
- in 1969 on priority of wages and severance allowances, employment of children, prohibition of recruitment, offence and judicial procedures.

Regulation of Wages and Terms of Employment Ordinance, 1953 (WTE)

The WTE provides for the establishment of minimum wage boards and wages councils and otherwise for the regulation of the remuneration and terms of employment of employees. The most recent Order under this Act became effective on 1 May, 1996 and provides minimum terms for all employees in the country, including domestic and casual as defined - Appendix 2.

The minimum wage contained in the Act is likely to change because the minimum monthly wage today is TShs. 30,500/= against the previous TShs. 17,500. (1 US\$ = TShs. 600)

OTTU Act, 1991

This Act establishes the Organization of Tanzania Trade Unions, OTTU, as the sole union representative of all workers in the United Republic of Tanzania. Persons are not obliged to become a member of OTTU. The Act inter alia, authorizes OTTU to require dues deductions by employers for his/her employees who are members of OTTU.

Workmen's Compensation Act, 1949 (WCA)

The WCA provides for compensation to workmen for injuries suffered in the course of their employment. A range of benefits are provided for incapacitation - temporary/ permanent, partial/complete, as well as in the case of death. It provides for methods of calculation of benefits based on previous earnings of the worker concerned. It covers also disabilities arising from occupational diseases.

National Provident Fund Act, 1964 (NPFA)

The NPFA sets up a savings plan for employee member into which employers are obliged to contribute from deductions from the employee's wages.

Severance Allowance Act, 1962 (SAA)

The SAA was amended in 1975. It essentially provides that a severance allowance shall be paid upon the termination of employment. Provisions are made for harmonization with pensions, gratuities upon termination, gifts, etc. and the terms of "casual employee", "contract of service", "employee" and "employer" are defined as in the Employment Ordinance.

The Severance Allowance Act (1962) requires an employer to pay severance allowance to an employee who is employed on a weekly or monthly basis and has worked for at least three consecutive months. Severance allowance is 5% of the basic wage of 12 months.

Human Resources Deployment Act (1983)

The Act was passed in order to solve the problem of unemployment in the urban areas, particularly among the youth and school leavers. Local authorities were given the mandate to design employment programmes in their areas of jurisdiction.

The Act was a turning point in public policy in the sense that the whole issue of possible income generating activities particularly in urban areas was addressed.

In implementing the act, the City Commission approved and issued licenses to some of the income generating activities conducted on locations approved by the Council. The list of such activities has grown considerably since then.

Some aspects of the Human Resources Deployment Act was now being incorporated in the National Employment Promotion Centres Act which is being proposed.

Finally, it is important to mention that most of labour laws are now being reviewed to reflect the present socio-economic situation of the country which is characterized by:

- the change into a market economy after almost 30 years of socialism and state control;
- opening up of the political system to multi-party democracy, after decades of centralized one party system.

1.4 Training Opportunities

The University College of Lands and Architectural Studies (former Ardhi Institute) is the only college in the country which offers specialized degree courses in fields related to lands and human settlements development. These include: Architecture, Urban and Rural Planning, Environment Engineering, Land Surveying, Building Economics and Land Management and Valuation.

The Institute for Housing and Building Research conducts regular Post Graduate short courses and seminars on a wide range of topics.

The University of Dar es Salaam offers degree courses in Engineering among other things. Three Technical colleges at Mbeya, Arusha and Dar es Salaam offer higher diplomas in Engineering.

Ministry of Works has a small Unit in the Directorate of Rural Roads which is responsible for awareness creation and training in Labour Based (LB) methods and techniques. Awareness creation is usually done through organized workshops and seminars. Training on LB methods and techniques

for rural roads construction and maintenance is being held in two training centres at Lushoto and Mbeya.

While the two training centres have capacities to absorb additional courses a year, the LB Unit in the Ministry is thinly staffed. It needs further strengthening.

The National Construction Council (NCC) which is a parastatal of the Ministry of Works is the government body responsible for the development of local consulting and construction industry in Tanzania. From 1992, NCC has been conducting training courses for small and medium sized contractors in labour based construction techniques in Kilimanjaro and Mwanza regions. The training contractors are expected to work in truck infrastructure and rural roads.

Like the LB Unit in the Ministry of Works, NCC has not carried out LB training which is focused on urban areas. It is not easy at this point to suggest that the LB training for rural roads can be easily adopted in the urban areas, more so when these areas are unplanned. Further research on the adoption/adaption of rural experience in urban settings needs to be conducted.

Outside the country there are also many institutions which offer degree or post degree courses in lands and human settlements development. Regional centres such as the Kisii Training Centre in Kenya, offers specialized courses in LB methods.

Chapter Two

2. THE DAR ES SALAAM CITY COMMISSION (DCC)

2.1 Introduction

The Dar es Salaam City Council was dissolved by the Government on 28 June 1996 because it failed to discharge its duties. After the dissolution, the City Commission was appointed to run the affairs of the City for a period of approximately one year. Some of the broad Terms of Reference given by the Prime Minister to the City Commission and which are of interest to the study include:

- Decentralization of the City Administration, comprising of the Greater City Council and three municipalities i.e. Ilala, Temeke and Kinondoni. This calls for "restructuring" of the Wards (Kata) as nucleus of all economic, political and social development, bearing in mind grassroots participation through such organs as CBOs and NGOs and particularly conceiving their roles and responsibilities within the broader context of City administration, governance, political and democratic process as well as revenue management⁸.
- Legal reforms consisting of main and by-laws
- Review of the 1979 Master Plan and developing a corporate plan embracing the Greater City and the Municipalities and their departments.

It can be assumed from the TOR that when the Commission completes its assignment, the City will have a new and more effective administrative structure.

The former Dar es Salaam City Council, derived its powers from the local government (Urban Authorities Act. No. 8 of 1982 [as amended in 1992]). It had 62 councilors, 52 elected from each of the 52 wards which make the City and 10 nominated under special seats i.e. women.

The Council was presided by an elected Mayor and was being assisted by a Deputy Mayor.

The Management Team of the City Council was headed by the City Director who was assisted by a Deputy Director and heads of various departments as shown in Fig. 1.0. The Central Government through the Ministry of Local Government, appoints top management personnel of the local councils.

2.2 Dar es Salaam City

Dar es Salaam city, the Haven of Peace, is the main engine of socio-economic growth in Tanzania. It has an estimated population of 2.5 to 3.0 million people and a growth rate of 8% per annum, making it one of the fastest growth cities in sub-Saharan Africa⁹.

The City is severely constrained in infrastructure provision. Infrastructure and service investments have lagged behind for effective demand:

- Over 70% of the city population lives in unplanned settlements with limited access to water, sanitation, drainage, roads, electricity, etc. Current estimates show that there are 44 such unplanned settlements in Dar es Salaam.
- about 75% of the households rely on pit latrines, leading to extensive contamination of ground water.
- solid waste collection is seriously deficient, leading to extensive contamination in the streets.
- the daily requirement for water in the city is 80 million gallons whereas only about 60 million are available. Of the 60 only 40 million gallons reach consumers. In 1992 only about 22.6% of the dwelling units in the city had inside piped water connections. Moreover, during the dry seasons, there is inadequate water supply.
- traffic congestion, air pollution and lack of parking facilities are also major problems in the city.

- secondary and tertiary roads are in poor state. Currently the city requires a seed capital of approximately TShs. 25-30 billions to rehabilitate its broken down social and economic infrastructure including roads, bridges, revival of equipment and plant¹⁰.

2.3 Sources of Funds

The local Government Finance Act (1982) and the Urban Authorities (Rating) Act of 1993 are the two major Acts which the Council can use to generate revenue. There are also various Dar es Salaam City Council by-laws which are used in order to raise revenue.

Despite the Acts and by-laws, the dissolved City Council was not able to raise sufficient funds to support the services it is meant to provide. As such, it has always depended on subsidies from the Central Government - which have not been readily forthcoming.

Faced with this situation, the City Council, through the government of Tanzania, sought for technical assistance from the United Nations to assist in building up within the Council a capacity for incorporating environmental concerns into development management practices and procedures. This resulted in the Sustainable Dar es Salaam project.

2.4 Sustainable Dar es Salaam Project (SDP)

SDP was launched in 1992 and became fully operational towards the end of 1993. Its overall objective was to strengthen the City Council's capacity to plan and manage growth and development of the City in partnership with other public sector parties, the private sector, popular sector and interested groups on a sustainable basis.

The SDP process goes through the following stages:

- i) Prioritizing environmental issues
- ii) Preparing environmental strategies
- iii) Preparing action plans (through cross-sectoral and multi-institutional working groups).
- iv) Preparing a strategic Urban Development Plan

In August 1992, the "City Consultation" workshop attended by the public, private and popular sector representatives identified and prioritized the City's most pressing environmental issues as:

- * Improving Solid Waste Management
- * **Upgrading Unserviced Settlements**
- * Servicing City Expansion
- * Managing Surface Waters and Liquid Waste
- * Air Quality Management and Urban Transportation
- * Managing Open Spaces, Recreational areas, Hazard lands, Green belts and Urban Agricultural potential
- * Managing the Economy and Integrated Petty Trading
- * Coordinating City Centre Renewal
- * Managing Coastal Resources

2.4.1 SDP's Strategy for Upgrading Unserviced Settlements

SDP has adopted a two point strategy of action to address the question of upgrading unserviced settlements:

- Encouraging community groups to form associations, define their priority needs, mobilize local human and financial resources, decide affordable standards, seek technical advice, participate in infrastructure construction, and accept management responsibilities for operations and maintenance.
- Encouraging city and central government departments to provide the institutional environment to respond to such community participation, including the formation of a CBO "response" group (Technical Support Unit) of community development officers, planners, surveyors, sanitary engineers etc.

2.4.2 Institutional Framework

Fig. 2.0 shows the Institutional Framework of SDP. One of the most interesting things of the institutional framework is the fact that the staff members from the traditional departments of the City Council

(Fig. 1) are actively involved in the SDP process.

Upgrading of unplanned settlements falls under the Department of Urban Planning and the head of the department is the National Programme Coordinator of SDP.

Although this is the case, the collaborative approach used in the SDP process makes it easy for other environmental coordinators, e.g. open spaces, transport, liquid waste, etc. to have inputs in the upgrading exercise.

2.4.3 Project budget

After three and a half years of operation, (1992-June, 1995) the actual budget for SDP was US\$ 1,754,393. The proposed budget for the second phase (July, 1995-Dec. 1996) is US\$ 816,500. Therefore, the total proposed budget for SDP activities for a five-year period is US\$ 2,517,893.

2.5 Hanna Nassif Pilot Project

One of the immediate objectives of the just ended Hanna Nassif Community Based Upgrading Project (outlined in Chapter 4) was "the capacity of Dar es Salaam City Council to continue to deal in a responsive, enabling manner to community based urban upgrading proposals be created and expanded"¹¹.

Two of the outputs in relation to the objective are:

- i) A technical working group trained in Community Based Upgrading;
- ii) A survey report written identifying and prioritizing the next 10 unplanned settlements in Dar es Salaam for replication of the Community Based Approach.

Output No. 1 has been significantly met. An engineer, surveyor and town planner from City Council have been working in the Hanna Nassif project and have gained practical experience and adequate skills to manage community based upgrading projects.

Regarding output No. 2, SDP has managed to formulate a 5 year programme proposal to improve the living conditions of some 136,000 people living in six settlements (planned and unplanned).

The programme, known as Community Infrastructure Programme (CIP), is being funded by the Irish Government and World Bank at a total cost of US\$ 6.2 million. A brief summary of CIP is included - Appendix No. 3.

2.6 Main constraints of the DCC in infrastructure provision

2.6.1 *DCC is young*

The local authorities in Tanzania, including the DCC were reintroduced in 1984 after having been abolished in 1972. It can therefore be said that they are relatively new - only 12 years old.

The Dar es Salaam City Council has now been dissolved as of 1996 and will have a new improved structure in the foreseeable future.

Because of its infancy (12 years) the DCC does not have adequate experienced staff to handle its challenging tasks. Moreover, the majority of the present staff members have not received training specific to the work of Local government because they were seconded from the Central Government ministries.

2.6.2. *Road Constructions methods*

Road construction and rehabilitation in Dar es Salaam has always been awarded to first, second and third class contractors who are largely equipment based.

At times the DCC has repaired minor roads by using force account. Except for the Hanna Nassif project, there is no other significant project which has applied labour based (LB) methods in the city. Informal discussion with some key DCC staff members have revealed that LB is almost unknown. In fact, some members consider that roads built by using LB methods are "inferior" in quality.

The Engineering Department has several engineers but very few have attended specialized courses in LB methods and techniques. The DCC Engineer and surveyor who worked in the Hanna Nassif project gained experience through practical training. They have never attended workshops or seminars on the subject.

2.6.3 *Weak Revenue Base*

The City Commission has a weak revenue base. Besides being weak, revenue planning and management is poorly coordinated and enforced. As an illustration, the 1995 recurrent expenditure for the DCC was TShs. 7.0 billion but only TShs. 700 million i.e. 10% was collected. In the same year, the projected development budget was TShs. 115 million, but the Central government gave only TShs. 8.0 million¹². This means that the DCC has to depend almost wholly on government subsidies.

Since the appointment of the City Commission, however, the city administration has established and implemented an aggressive revenue collection workplan. Impressive results have been recorded so far. By the end of September, 1996 TShs. 1.10 billion was collected. DCC plans to collect 2.7 billion by the end of the year¹³.

Considering that only TShs. 700 million was collected in 1995, this is by all standards, a very encouraging performance.

2.6.4 *Enforcement of laws*

Although the local council structure goes to as far as the 'mtaa' and Ward level, enforcement of council laws and by-laws is very weak. It is for this reason that one of the activities of the City Commission is to "restructure the Ward as the nucleus of all economic political and social development, bearing in mind people's grassroots participation through such organs as CBOs and NGOs and particularly conceiving their roles and responsibilities within the broader context of the City administration, governance, political and democratic processes as well as Revenue Management.

2.6.5 *Staff Salaries*

Staff salaries in Tanzania are generally low. Equally low are the salaries of local government workers. Some DCC staff are demoralized because of the low salaries, lack of adequate working facilities and poor career prospects.

Chapter Three

3. THE ROLE OF NGOS AND DONOR COMMUNITY

3.1 NGOs

There are two umbrella organizations for NGOs in Tanzania mainland: (i) *The Tanzania Council for Social Development (TACOSODE)*, and (ii) *Tanzania Association of Non Governmental Organizations (TANGO)*

Both are based in Dar es Salaam. TACOSODE is the new name for what was formerly known as National Council on Social Welfare Services which was registered in Tanzania in 1965 as a voluntary coordinating body for NGOs. The new name was adopted in 1978 when the organization changed focus from welfare orientation to social development¹⁴. TACOSODE is affiliated to the International Council on Social Welfare and is a member of several international organizations. The City Commission is a Honorary member of TACOSODE.

The aims of TACOSODE are:

- To promote and strengthen the NGOs professional competence and organization capability through skills training;
- To provide a forum for maintaining, sharing and exchanging information on NGOs activities and for making such information accessible to all interested parties;
- To facilitate and promote cooperation and collaboration among NGOs and between them and the communities;
- To act as a liaison and link between member organizations and relevant Government Ministries and promote general understanding and cooperation between the NGOs and the Government;
- To develop and implement joint programmes for NGOs or Communities and provide or facilitate provision of technical assistance to the same;

- To monitor NGO activities and promote evaluation of these activities in order to improve efficiency in service delivery;
- Where necessary, to act as a clearing house for NGOs/Donor channelling development grants intended for programme implementation; and
- To advise the Government on matters concerning NGOs generally as well as on registration of new NGOs.

TANGO was founded in 1988 and registered in 1989. Its main objectives are:

- To act as a unifying organ among its members
- To establish among its members a forum for coordination and systematic exchange of information and experience;
- To encourage the carrying out of studies and programmes on matters of common interest;
- To establish consultancy services and training programmes in order to sustain activities of constituent NGOs.

As one of the activities, TANGO has produced a Directory of the Non-Governmental organizations in Tanzania. The various national NGOs are classified under AIDS, Education, Environment, Health, Professional, Religious, Socio-Economic Development, Women and Youth¹⁵. There is also a list of some International NGOs based in Tanzania.

Reports from TACOSODE and TANGO show that there are more than 200 registered NGOs in Tanzania. Information on their activities is scanty. However, most of them are hardly 5 years old. As such, they are institutionally weak. Interviews show that many are ill-equipped in terms of qualified personnel and logistics - computers, office stationery, telephones, transport etc.

A quick survey has also shown that there are not many NGOs active in infrastructure provision in unplanned settlements in Dar es Salaam. There is one, however, which is very active in Buguruni and Vingunguti. This is Plan International which provides infrastructural services and community

facilities in the two settlements. Besides infrastructural services, Plan International is involved in solid waster management (composting and recycling) construction of shallow wells, a nursery school, renovation of primary schools etc. Appendix No. 4 gives basic information on Plan International activities in Dar es Salaam.

3.2 Donors

Several donors have and continue to fund infrastructure development in informal settlements in Tanzania. Well known donors include the United Nations Development Programme (UNDP) the Ford Foundation, European Union, the National Income Generation Program (NIGP) and the World Bank.

The Local Initiative Facility for Urban Environment (LIFE) has also contributed significantly to various aspects of infrastructure provision in urban unplanned settlements in Tanzania.

Appendix No. 5.0 gives a detail of the projects funded by LIFE.

As explained in earlier, the Irish Government and the World Bank are jointly funding the Community Infrastructure Programme.

The Japanese Government and the Africa Development Fund have also provided grants worth US\$ 100,000 and US\$ 103,000 respectively to facilitate the provision of water supply in two unplanned settlements in Dar es Salaam - Makongo and Changanyikeni¹⁶.

Under the Decentralized Cooperation Programme (DCP), the European Union has set aside funds for rural and urban projects for the period 1997-2000. Details for these projects are still being worked out.

3.3 Ongoing and Planned Projects

Two major projects are on going in the unplanned settlements of Dar es Salaam. One is the Community Based Settlement Upgrading Project in Hanna Nassif, Kinondoni District. A brief outline of the project is contained Appendix 6.

A project proposal for the Second Phase of the Project (1997-1999) is being prepared and it is expected that the National Income Generation Programme (NIGP) and other donors will fund it.

The other major project which is ongoing is the Community Infrastructure Programme (CIP) in Tabata and Kijitonyama. Although the project is in its early stages, mobilization of the two CBOs in the settlements is highly advanced. A memorandum of understanding which commits the CBOs and the City Commission to undertake specific responsibilities, is about to be signed. An example of the Memorandum of Understanding is attached - Appendix 6.

Both projects employ community based approaches and are expected to influence policy changes in the future.

Although both projects employ community based approaches, it is the Hanna Nassif Project which has been implemented by using labour based approaches and community contracting procedures.

Under CIP work on the primary, secondary and tertiary roads will be undertaken by private contractors.

Besides the two ongoing projects, Dar es Salaam will soon benefit from the Healthy City Project (HCP). The project aims at improving the environmental and health conditions through awareness creation and partnership with local communities, municipalities and other agencies. The focus is on urban low income earners.

One of the outputs of HCP is physically upgraded settlement infrastructure using local materials and labour based appropriate technologies. These include:

- Street drainage, tree planting, repaired/improved public spaces and sporting facilities;
- Improved market places and slaughter houses;
- Sanitation with a strategy of community based labour-intensive

construction of sewerage and stabilization ponds;

- Household water connections installed, quality monitoring upgraded and drinking water and washing stations designed, constructed and used with improved taps;
- Upgrading of houses by individual households with support from community development associations, local NGOs and municipal agencies, using local materials and labour based technologies; training of municipal staff in health principles of housing, and
- Solid waste management with low-technology solid waste collection systems designed and tested; community based management of waste collection established and ongoing; improved management of landfill sites established on non-agricultural land.

Chapter Four

4. COMMUNITY BASED ORGANIZATIONS (CBOs) IN D'SALAAM

4.1 The Environment for CBOs

Like NGOs, there are many environmental CBOs and more are being formed. Some are registered while others are not.

In February, 1995 the University College of Lands and Architectural Studies, (former Ardhi Institute) carried out a survey of unplanned settlements in Dar es Salaam. The selection criteria for the settlements included:

- Presence of active CBOs or NGOs in the area
- nearness to secondary/tertiary infrastructure network
- settlements should not be located in hazard lands

The city-wide survey identified 9 CBOs at varying levels of legality, consolidation and representation:

- i) Mbezi Juu Cooperative Society Ltd - started in 1992 as a cooperative society. Recently it was registered as the Mbezi Development Authority with 122 members. Expressed priority needs included:
 - To develop Mbezi Block "C" market site
 - To Improve physical and social infrastructure in the neighborhood
- ii) Kinondoni Shamba, an emerging CBO - aims at improving access and storm water drainage in the settlement
- iii) Hanna Nassif CBO started in 1994 with the key aim of improving storm-water drainage in the area
- iv) Kigogo Women Advancement Trust - started to combat the severe water shortage in Kigogo and has so far succeeded in repairing part

of the pipeline. It has also constructed a bridge.

- v) Tabata Development Fund - started as a pressure group in 1993 against the City Council's Tabata Dump. Now it has the following priorities:
 - Improvement of water supply, spine road upgrading and drainage
- vi) Kijitonyama Mpakani Development Trust Fund - registered CBO with 106 members. Its main priorities include provision of sewerage followed by access roads and storm water drainage
- vii) Kijitonyama Development Association - registered in March 1993 with 7150 members. Expressed priority needs include access roads, storm-water drainage, followed by construction of bridges.
- viii) Makongo Village Development Fund - aims at preparing a Land Use Plan for the village and implement it, construct the spine road and supply piped water.
- ix) Village Development Fund - started as a pressure group due to water shortages; so far has managed to get piped water although not reliable.

4.2 Limitations

Although there are many CBOs engaged in infrastructure development in Dar es Salaam, literature on their activities is limited and uncoordinated. There is a need therefore, to undertake an in-depth study of some of the CBOs.

The Hanna Nassif Project could be the starting point because it has been widely documented.

Some of the problems the community in Hanna Nassif has faced include:

- the constitution of the CDC had some loopholes which resulted in

conflicts between the CDC members and Trustees;

- information dissemination was weak. This has affected community contribution and regular maintenance of the build infrastructure;
- there was no clear understanding of the roles and responsibilities of the local government leaders (Ward Officer, Community Development Officers, Ward Health Officers etc.) towards the CDC;
- financial regulations and annual reporting requirements for the various donors were not uniform. It was difficult for the CDC to grasp the difference;
- in the early days of the project, there was no qualified labour-based engineer who had prior experience in working in urban unplanned settlements;
- dependency on donor funding;
- task rates from the rural experience were experimented and modified. There were problems in establishing remunerations for the task rates and these need to be developed further;
- community contracts were also widely used but need to be streamlined further;
- official road standards had to be reduced to almost half in order to avoid demolition of properties.

Interviews with people who are working with other CBOs have shown that there are other problems that CBOs face. These include:

- it takes long to register them because the procedures to be fulfilled before registration are lengthy and not clearly understood by many CBOs;
- lack of transparency especially in financial matters;

- weakness in project accounts;
- limited objective. Once the objective is met, the CBO disintegrates;
- lack of training in leadership skills;
- lack of working tools and equipment;
- limited capacity in record keeping, report writing, local resource mobilization, etc.

Chapter Five

5.0 INFRASTRUCTURE PROVISION IN UNPLANNED SETTLEMENTS

5.1 Major findings

- Currently, over 70% of the city population lives in more than 44 unplanned settlements of varying sizes. Urban annual growth rates are high, (8%) and projections show that the trend will continue in the foreseeable future.
- According to the Ministry of Labour and Youth, 700,000 people enter the labour market annually but only 30,000 jobs are available in the formal sector¹⁷. The situation in Dar es Salaam is particularly serious:
 - The economy is growing at 4.7% while the annual urban growth rate is 8%. An estimated 1.2 million people are available for work but only a half (600,000) are employed in the formal sector¹⁸. The figure does not include retrenchees.
 - An estimated 300,000 people, mainly youths, enter Dar es Salaam annually seeking for employment.
 - In executing the Hanna Nassif project, there were more laborers daily than the project could employ.
- The National Programme of Action for Sustainable Income Generation has identified infrastructure as a sector with great short and medium term income generation potentials. A study conducted by the Ministry of Works in June 1995 has estimated that labour based (LB) methods can generate 75,000 jobs annual in the road sector¹⁹. The study has further shown that LB road rehabilitation costs US\$ 12,000 per km against US\$ 20,000 to 24,000 by using equipment based technologies.

5.2 National Environment: Strengths and weaknesses

5.2.1 **Strengths**

- The Ministry of Lands, Housing and Urban Development has been very active in promoting "enabling strategies" for upgrading unplanned settlements - new land policy, advanced shelter strategies and action plans.
- The Prime Minister's Office (local government) through the City Commission and the Sustainable Dar es Salaam project has equally demonstrated great capacities in working with CBOs and NGOs as partners.
- The Ministry of Labour and Youth is putting the final touches on the new Employment Policy which incorporates the informal sector. There are several laws which safeguard the rights of workers.
- The Ministry of Works has created a labour based (LB) Unit in the Directorate of Rural Roads and the National Construction Council is conducting courses in LB methods to small and medium sized contractors.
- There are many CBOs and NGOs involved in the provision of infrastructure in unplanned settlements with or without the assistance of the City Commission.
- Several donors - UNDP, Ford Foundation, World Bank, Irish Government, European Union etc. have funded infrastructure projects in unplanned areas. Other donors are interested to join the first group.

5.2.2 **Weaknesses**

- From these arguments, it is fair to conclude that the atmosphere for community based infrastructure provision in Tanzania is very conducive. While this is true, the aspect of

LB techniques in infrastructure provision is almost unknown. It is probably the Hanna Nassif project alone which has applied the LB techniques!

Moreover, where LB techniques are known, they re usually referred to as producing "poor quality" products.

- Although there are many CBOs and NGOs involved in infrastructure provision in unplanned settlements, their capacities to manage projects are limited. They lack transparency in accounts, trained leadership, working tools, equipment etc.
- The sources of revenue for the City Commission are limited. Although revenue collection has greatly improved in the last four months (July/October, 1996) additional sources of revenue ought to be sought. Increased revenue will inevitably lead to increased funding of infrastructural projects.
- Most of the staff members of the City Commission are not trained in matters specific to local government. Their salaries are low and they do not have adequate working tools.

5.3 Conclusions and Recommendations

5.3.1 *Promotion of Labour Based Methods*

Labour based methods need to be promoted both at the national and local level. At the national level, the Prime Minister's Office (Local Government), Ministry of Works and the Ministry of Labour and Youth could jointly organize workshops to publicize LB methods. Their potential in employment generation in the road sector should be clearly identified. Besides the workshops, study tours to countries where applied LB is taught in specialized instructions like the Kisii Training Centre in Kenya could also be organized. The workshops and study tours should first focus on politicians, senior civil servants and the mass media.

Equally important is the strengthening of the LB Unit in the Ministry of Works in terms of additional qualified personnel. The National Construction Council should be encouraged to evaluate the quality of civil works constructed through LB methods and their cost effectiveness in urban and rural settings.

The scope for LB methods at the local level and particularly in the City is immense. With 44 unplanned settlements and an increasing number of NGOs and CBOs, the City Commission could equally promote the use of LB methods in improving the settlements. Due to their nature, unplanned settlements have high densities and no clear access roads. Unemployment is equally high. This renders them ideal for LB methods.

Sensitization of the Councilors, NGOs and CBOs on the merits of LB methods is equally important. Specialized short training courses for the city's engineering department will go a long way towards increasing the capacity of the department.

Organized study tours and secondment of City Staff members to ongoing LB and community based projects should be encouraged. The Commission has shown great efforts in working with NGOs and CBOs. These efforts, however, have not been demonstrated at the ward level. Some of the problems that the Hanna Nassif project is facing (cleaning and maintenance of the drains) could have been reduced had there been a clear understanding of the different roles of the ward leadership and the Community Development Committee (CDC). The City Administration is therefore requested to deliberately strengthen the ward level in terms of qualified personnel.

The Commission is encouraged to select and offer specialized training to its existing motivated staff. New qualified staff should be employed whenever necessary. These initiatives should be accompanied by better pay responsibilities, career perspectives, working conditions etc.

Lastly, NGOs and CBOs have great potentials in improving the living conditions of their settlements. The City should encourage active

partnership with these organizations and coordinate their activities.

5.3.2 The role of the Donor Community

National and International donors have a role to play in LB methods in urban unplanned settlements through 'seeing is believing'. In their programmes for Tanzania, they could also allocate funds for pilot projects using LB in urban unplanned settlements.

5.3.3 The roles of ILO and UNCHS

ILO has immense expertise in LB methods mostly from the rural areas. This needs to be translated in urban areas. UNCHS, on the other hand, has extensive knowledge in planning aspects of human settlements. Joint efforts by the two UN Agencies can greatly improve on what is already existing. For a start, the agencies can backstop the forthcoming two urban projects: the second phase of the Hanna Nassif project which is being formulated and the Healthy Cities Project. Negotiations with the Community Infrastructure Programme to see how best the programme can adopt LB methods in the tertiary roads could also be initiated.

Right from the commencement of each project, the two agencies could give in-house training to the project personnel in their areas of specialization. For instance, ILO could give training in LB methods, type of data to be collected during the execution of the works, community contracting, task rates etc. UNCHS on the other hand, could deal with planning issues, local government participation, community by-laws etc.

5.3.4 Others e.g. Private Sector

Obviously, there are other actors who are involved in the upgrading of urban unplanned settlements, but are not mentioned in the study. The author acknowledges their contributions and encourages them to work in partnership with some or all of those who are mentioned above. In the final analysis, the objective of all the actors is to improve the living conditions of the urban unplanned settlements.