

# The Urbanisation Dimension

in SDC's New Country Strategy for Tanzania

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# Acknowledgements

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## Executive Summary

The Swiss Agency for Development and Cooperation (SDC) has, in the logic of its regular programme cycle, endeavoured into elaborating a new cooperation programme between Switzerland and the Republic of Tanzania for the period 2021-24. While SDC's engagement over the past 50 years had largely focused on rural development, the recent urbanisation of Tanzania, showing staggering figures, has led the planning actors to look more deeply into the implications and impact of this trend. While it was a political imperative that urban development per sé was not going to be a focal area of the new cooperation programme, the key question was:

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**The key to making a country programme urbanisation-sensitive was to intersect strategic approaches with its programmatic focal areas to identify necessary adaptations and applications and determine windows of opportunity.**

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While urbanisation in the Global South in general and on the African continent in specific is in midst of a true race to catch up global scales of urbanisation, Tanzania is spearheading this trend. Presently the country has only metropolis of global magnitude, but this is bound to change drastically in the coming decades. Numerous towns will turn into major primary and secondary cities, with potentially up to a dozen reaching a scale between 1-3 Mio. Inhabitants by 2050. Dar es Salaam is bound to rise to one of the world's largest cities in this century.

Adapting to his newly emerging system of primary, secondary and tertiary cities will transform every aspect of the development pathway, not only for cities of different sizes themselves but for the rural-urban interdependencies, i.e. also for how rural areas situate themselves and can be reached.



This study puts forward five arguments to underpin this claim: The geolocation of any developmental intervention becomes more significant due to the increasing differentiation of spatial morphologies and heuristics; the transformation of the development context, i.e. the emergence of an almost omnipresent *Conditio Urbana* with its densification and agglomeration effects leads to conventional development pathways losing their foundations; Tanzania as a whole is turning into a single far-reaching urban system each with their rural hinterlands, where every location can only be understood in interdependence with urban centres large and small; these newly emerging centres will increase their dominance over the national economic, social, political and environmental system, also and especially over rural areas; and lastly, the majority of people living in Tanzania will move across this system on different scales, be it daily, yearly or over their biography, but either way their individual livelihood will be closely connected to and determined by this rural-urban system.

Through a series of in-depth expert interviews, a set of six strategic approaches has been extracted, which allow programming of a mid-sized donor to become “urbanisation-sensitive” in the above-mentioned sense, i.e. without engaging directly in urban development and design. Generating and understanding spatial data and information will fill a glaring gap and lead to higher spatial awareness among a broad spectrum of stakeholders and hence influence strategy and policy profoundly. Transactions and chains across (formal and informal) boundaries must become more efficient, which can be facilitated by building trans-border governance systems and information exchange networks. Informal systems (settlements, economies/ entrepreneurship and governance) must be harnessed because (while being sub-optimal in many ways) they fill momentous vacuums and their proximity to the ground gives them comparative advantages. Upgrading the regulation of land tenure and markets will not only provide more stability and legal security for residents and actors depending on their land but also increase certainty for more targeted planning and provide foundations for inclusiveness and equity.

Promoting citizens’ rights and spatial justice benefits from facilitating and building institutions, networks and opportunities, where diverse stakeholders can interact and negotiate their interests in inclusive and equitable manners. And lastly, pro-actively leveraging urban-driven innovations (digital technologies, 4th industrial revolution) can sustain and advance all previously mentioned approaches.

At an early stage, SDC had – through its internal policy formulation processes – determined three programmatic focal areas for its next cooperation programme with Tanzania: improving service delivery, promoting economic opportunity and strengthening efficient and accountable civic institutions.

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**The key to making the country programme urbanisation-sensitive was to intersect strategic approaches outlined above with those programmatic focal areas to identify necessary adaptations and applications and determine windows of opportunity.**

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For each area, an influence map was created and analysed through the tool of a real-time e-Delphi survey, consulting a broad spectrum of experts.

This combinatoric endeavour led to manifold options. Vis-à-vis the purpose of this study, the task then was to identify and narrow down those that fit a particular actor with a specific profile.

Four main recommendations arose to the forefront: support the use of spatial data to document morphologies and flows in a way that people gain ownership over their habitat and that empowers them to make informed decisions of their future development; introduce and promote technological innovations to transform service delivery, promote enterprises and spread citizens participation; strengthen citizens’ rights to improve spatial justice and accessibility; and lastly explore and strengthen trans-boundary governance structures, both vertically towards polycentric governance down to the hyper-local level and vertically to facilitate transactions across different spatial areas. These four fields may constitute entry points to make SDC’s new country programme urbanisation-sensitive and provide the most leverage to respond to the urbanisation challenge that Tanzania will experience in the coming decades.



regular administrative 4-years programming cycle, SDC conducted its routine process to develop a new bilateral cooperation strategy (a “country programme” in SDC lingo) for the period 2021-24. Right from the beginning, and on the basis of widely available data and research as well as its own local experience, it became obvious that the magnitude of Tanzania’s urbanisation process moves the issue high up on the strategic agenda. This was harnessed as an opportunity to explore different concepts, ideas and approaches. The present study was a vehicle to advance this goal.

### 4.1 Premises of the Study

SDC has commissioned this study to provide relevant input into the “default” strategy process as follows:

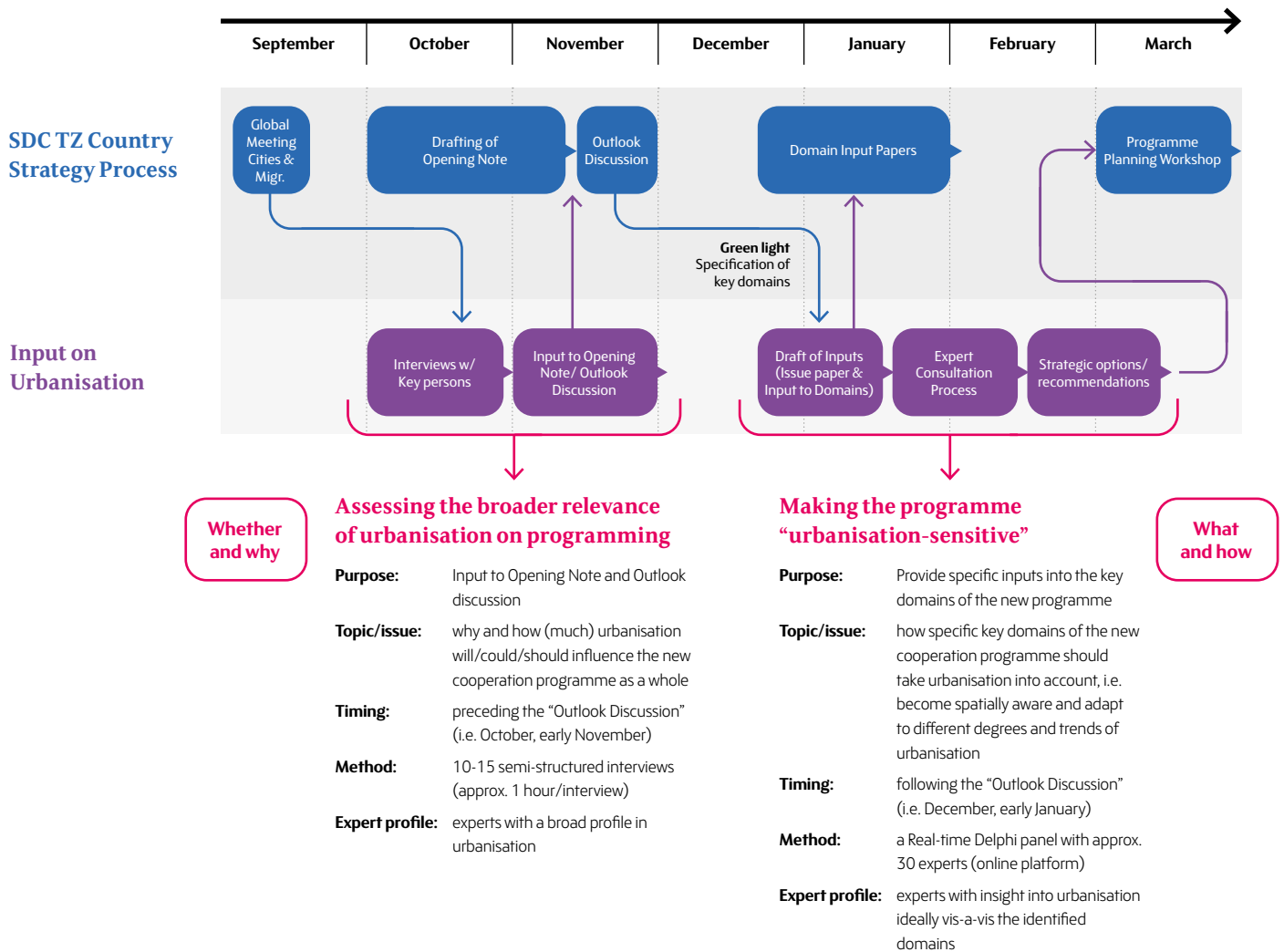


Figure 2: Providing input into SDC’s strategic process – Flowchart

To dovetail with the predetermined SDC process (blue), the study was structured in two major stages:

- i. A first stage, in which broad strategic arguments were made for SDCs country programme to take urbanisation prominently into account; and
- ii. A second stage on how to make the programme urbanisation-sensitive, i.e. formulate and shape strategic areas and interventions in a way that consider the specific imperatives of a dramatically transforming context.

Consequently, this study provided input and recommendations on these two levels at two different moments.



## 4.2 Constraining Parameters

SDC as the client had determined a series of premises, which constrained the scope of the study. Boundaries were set by various givens:

- i. As per briefing by the client, pro-active support to and shaping of urbanisation processes was **not** an option for SDC. It is a political decision of SDC, that urbanisation is **not** a core/transversal topic (and consequently remains without a dedicated policy/strategy) but a low-key approach must be used. Urbanisation must be embedded implicitly into strategic dimensions of the new programme (Astfalck, 2019; Astfalck & Elmer, 2019).
- ii. The *Dispatch on Switzerland's strategy on international cooperation 2021–24*, submitted by the *Swiss Federal Council* (i.e. the federal government) to the Swiss Parliament determines four objectives (*Botschaft Zur Strategie Der Internationalen Zusammenarbeit 2021–2024*, n.d.; see also *International Cooperation Strategy 2021–24: Greater Focus and Impact*, 2020).
- iii. The preliminary political guidance and strategic framework conditions of SDC's leadership (which also reflect the historic path of SDC's cooperation with Tanzania in the past decades) further narrowed and specified the preferred field of intervention (*Swiss Cooperation with Tanzania 2021–2024 – Big Lines (Draft 1)*, 2019; and related Domain Input Papers)

On this basis, it was decided to look at urbanisation in as working **IN** cities, not **ON** cities:

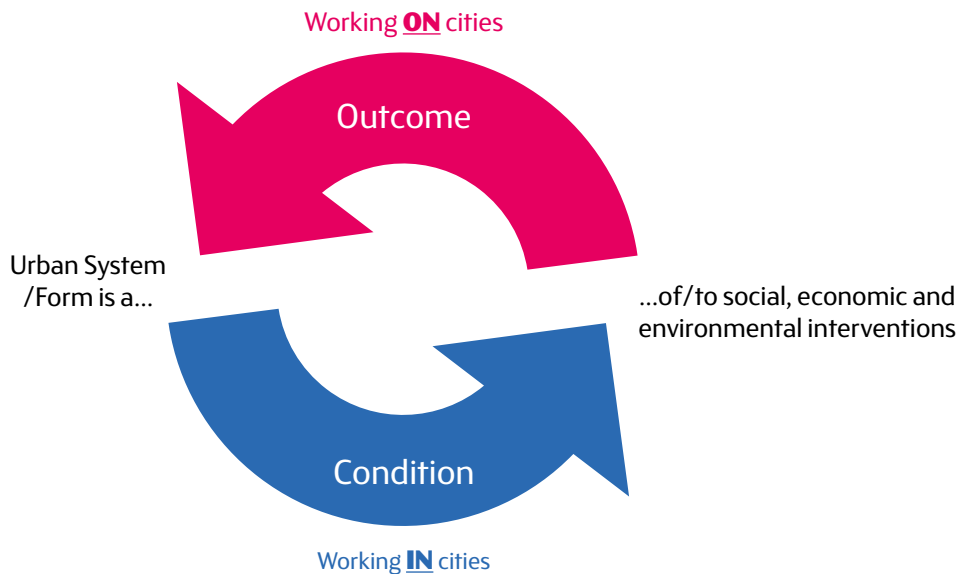


Figure 3: Working ON cities versus working IN cities

Hence the study will be focused on the latter (**in** cities) and steer away from the former (**on** cities). Having said that, it is obvious that the two dimensions are closely interlinked in dynamic ways, and mutually refer to each other.

---

### Working **ON** cities

The city as such is object of transformation.  
 Actions are directly targeted at shaping, changing and influencing the urban structure (form) and dynamics (process)

### Working **IN** cities

The city is a framework condition of action and determines/modifies the modus operandi  
 move from urban-blind to urban-sensitive/-aware, i.e. move beyond pretending that the city as environment is neutral. For this to happen, the “*Conditio Urbana*” must be a known factor. The city will change as a secondary effect if the contained systems change.

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#### Any system immediately constituting the city:

- infrastructure
- urban governance
- transport
- public space
- urban design
- built environment
- resource flows

#### Any system operating in the city:

- economic system
  - labour market
  - health system
  - educational system
  - civic system of public involvement/inclusion
- 

As a resulting formula, the goal of the study was to make the new country programme “**urbanisation-sensitive**”, i.e. considering the impacts of the changing context (driven by the staggering urbanisation of Tanzania) and the emerging “*Conditio Urbana*” in all aspects of strategy. More specifically the underlying questions of “urbanisation-sensitivity” are

- a) How does urbanisation influence all domains of a programme?
- b) How does it promote or jeopardise programmatic goals and objectives?
- c) How can a programme consider and influence its dynamics, i.e. sustain positive trends and effects and mitigate problematic or counter-productive ones?

# The Prospect and Relevance of Urbanisation in Tanzania

## 5.1 The Magnitude of Urbanisation in Tanzania

Current population and urbanisation figures present a perspective of staggering urban growth in Tanzania. While Dar es Salaam is presently not particularly huge in terms of world cities size, mathematical predictions see it rise to the top of global ranks by 2100:

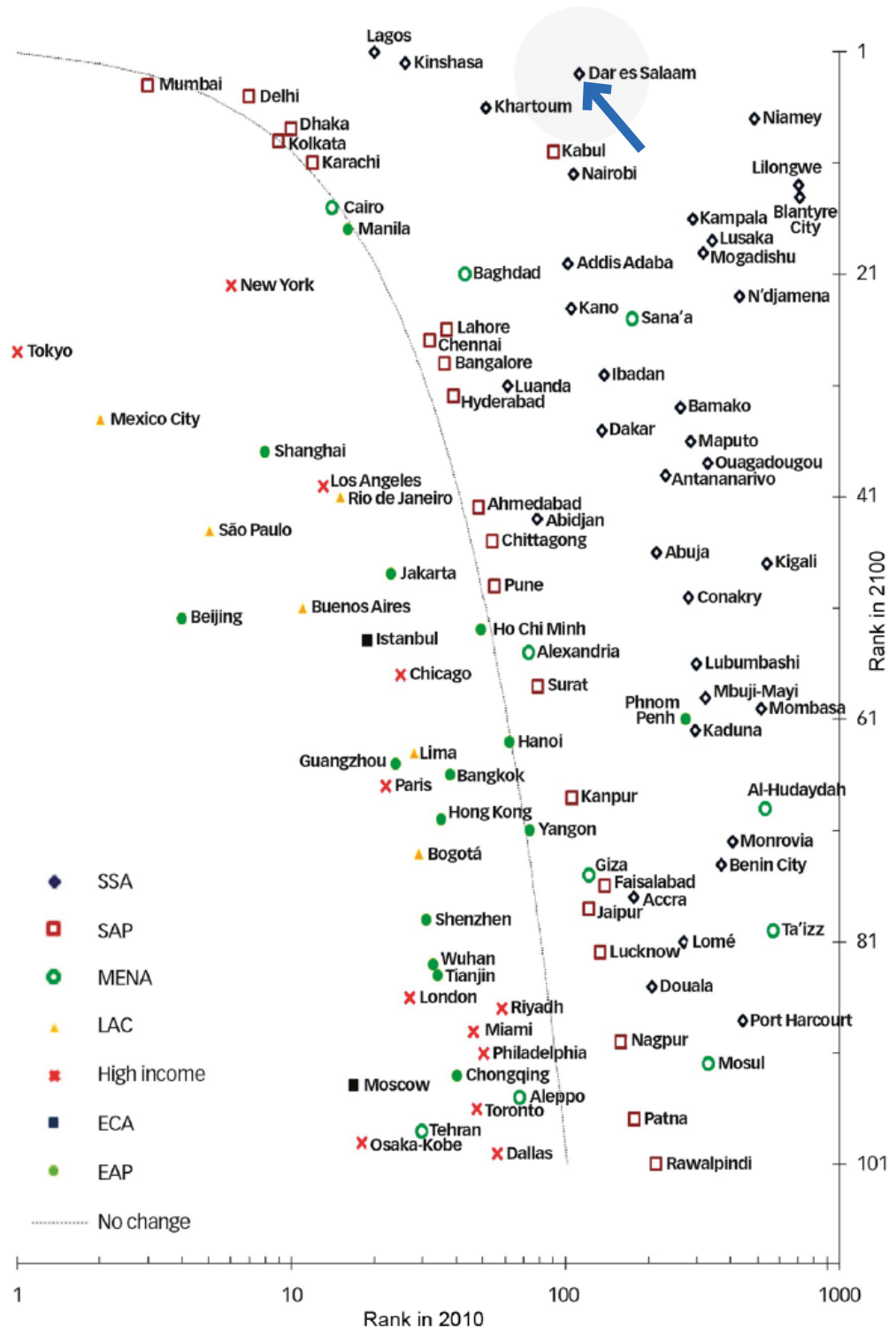
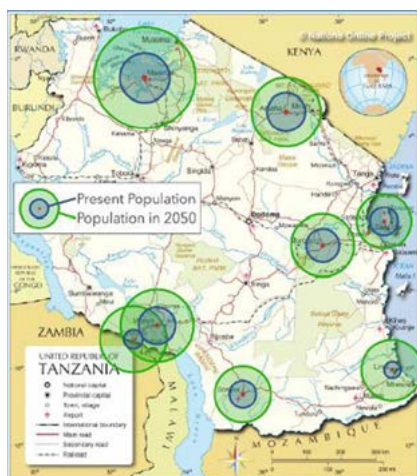


Figure 4: The Rise of Dar es Salaam to one of the world's largest cities (Source: Hoornweg & Pope, 2017)

This development is not limited to the capital: many presently small cities will grow into cities with well above 1 mio inhabitants – a growth which is a challenge for any city in the world:



City	Prospective growth rate	Population 2020	Population Forecast 2050
Dar es Salaam	4.6%	4'565'309.89	17'596'277.33
Mwanza	4.7%	739'750.52	2'934'173.09
Arusha	3.9%	432'683.24	1'363'441.47
Mbeya	4.5%	402'616.56	1'507'927.08
Morogoro	4.2%	329'132.37	1'130'842.62
Zanzibar City	4.4%	232'846.45	847'392.44
Songea	4.9%	213'271.14	895'770.46
Tunduma	8.6%	105'952.33	1'258'940.71
Lindi	8.7%	85'700.17	1'046'810.31

Figure 5: Current size (blue) & expected growth by 2050 (green) – Example of 8 secondary cities (Data Source: UN Department of Economic and Social Affairs (Population Division), 2018; Tanzania Urban Development Project, 2019)

(Map adapted from: Political Map of Tanzania. Nations Online Project. <https://www.nationsonline.org/oneworld/map/tanzania-political-map.htm>)

### Urban population by size class of urban settlement

#### United Republic of Tanzania

■ 10 million or more   
 ■ 5 to 10 million   
 ■ 1 to 5 million   
 ■ 500,000 to 1 million   
 ■ 300,000 to 500,000   
 ■ Below 300,000

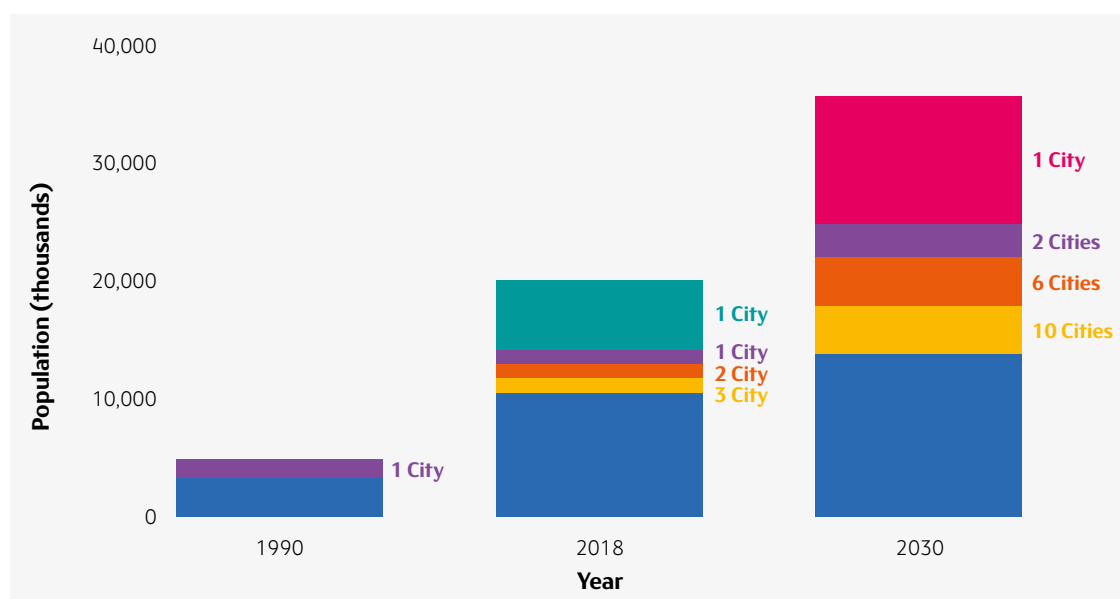


Figure 6: Urban population by size class of urban settlement in Tanzania 1990|2018|2030 (Turner, 2018)

By 2040, the urban population is expected to grow from just above 30% to >50% (Turner, 2018).

What implications would such growth have? For illustration purposes, an annual growth rate of 4, 6 or 8% over a period of 30 years would have the following effects:

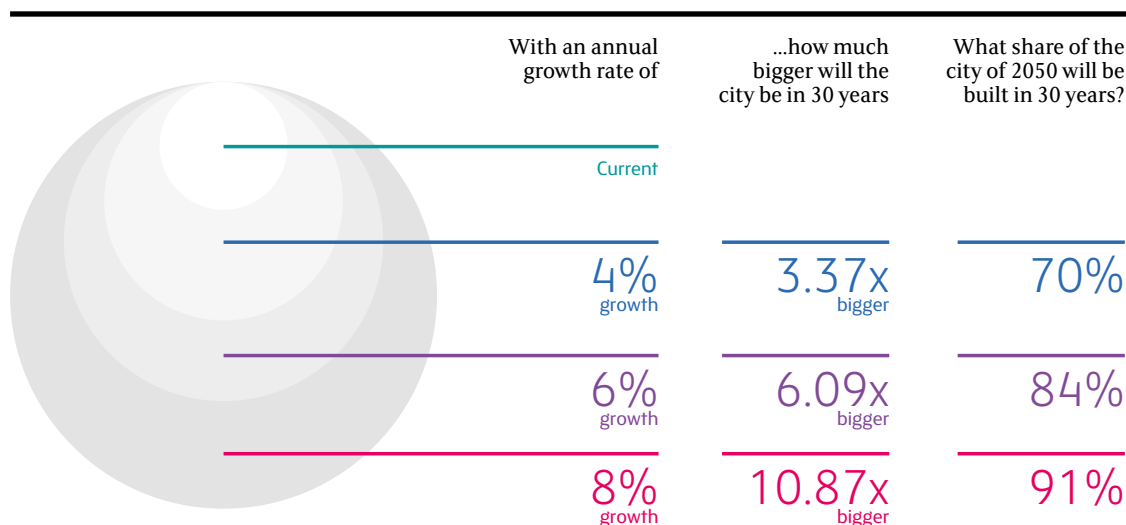


Figure 7: Visualising annual growth rates into nominal growth (30 years horizon)

This unprecedented growth, and the need to develop new urban spaces, provide infrastructure/built environment, to service and govern the same pose huge challenges on the immediate horizon.

### 5.1 Implications for Poverty Reduction and Development

There is no doubt about the prevalence of poverty in rural areas and the relative gap tends to open even more. Figures comparing 2007 with 2012 show that Dar es Salaam experienced a bigger percental decline in poverty than rural areas, whereas secondary cities remained mainly unchanged. Yet, at the same time, in absolute numbers, rural poverty dropped more than urban poverty, the explanation for which is found in rural-urban migration patterns and the growth of cities (Belghith & Gaddis, 2015).

Rural-urban migration is a significant factor towards poverty reduction, i.e. “movers” along the spectrum rural areas → small towns → larger cities → big cities experience much higher improvement of their situation than immobile populations (Christiaensen et al., 2018). This suggests the existence of an urban dividend, propelled by access to services and opportunities (Belghith & Gaddis, 2015).

The development of towns and cities is increasingly a key driver for the development of connected rural areas (hinterland), e.g. through spill overs of job markets, improving agricultural output, providing markets and logistical/transport hubs, etc. (*Tanzania Urban Development Project*, 2019).

What’s more, the growth of towns and cities has positive impacts on different forms of efficiency of national development. Service costs per capita, the decoupling of production and consumption from greenhouse gas emissions, reach of infrastructure investments, etc. are much superior in urban spaces, due to density and agglomeration effects (Cartwright, 2019). For instance, climate change and the related push of the green economy may have large potential to drive industrialisation and create new jobs (Herslund et al., 2018; White et al., 2017). However, harnessing these potentials requires that “funding is shifted to projects that support planned urbanisation and city-level efficiency and that are oriented towards meeting a growing urban demand for goods and services” (Cartwright, 2019, p. 34).



This highlights that Tanzanian cities, especially secondary and tertiary cities, deserve particular attention because they simultaneously have a major effect on overall poverty reduction in the country, and at the same time, in doing so, find themselves in a hard place to fulfil this function and cope with all the implications. The rapid growth and sprawl of (newly) emerging urban and peri-urban spaces overwhelms all existing systems, structures and authorities.

### 5.3 Political Key Issues

Tanzanian cities tend to be largely “consumer cities” with low levels of production, leading to growth not translating into economic benefits observed in other parts of the world (Moshi et al., 2018; Worrall et al., 2017) which risks to make the future growth path unsustainable. Many factors like dysfunctional land markets, fragmented producer markets, weak city planning, lack of local finance lead to insufficient translation of urban growth into economic growth and poverty reduction (Lall, 2020). A lack of density of recent urban developments (sprawl and low spatial density, lack of capital, lagging infrastructure, etc.) leads to institutional systems failing to bring about the agglomeration effects observed elsewhere (*Tanzania Urban Development Project, 2019*).

In its national Five-Year Development Plan 2016/17–2020/21 (FYDP II) Tanzania has set out the goal to become an industrial middle-income country. However, the country has no clear strategy or policy in place that is suitable to drive its urbanisation process. This vacuum is being made responsible for multiple shortfalls, such as the absence of urban development supporting this policy goal, but equally urban growth not translating into economic development and the urban dividend not materialising for the population majority (Cartwright, 2019).

The *Tanzania Urbanisation Laboratory* (TULab), a national multi-stakeholder dialogue platform has identified a series of policy issues requiring urgent attention (Cartwright, 2019):

- land use planning and tenure security (based on a land classification/cadastre);
- the high (and increasing!) degree of centralisation of power, authority and resources towards national government;
- the governance of state-owned enterprises critical for urban development, spatial form and economic growth of cities;
- linked herewith the development of urban infrastructure services;
- leveraging the informal sector and building related capacity in government to partner with the former;
- aligning the manufacturing sector with urban demands for goods, services and technologies.

The *TULab* has come up with three dominant action lines to deal with those issues:

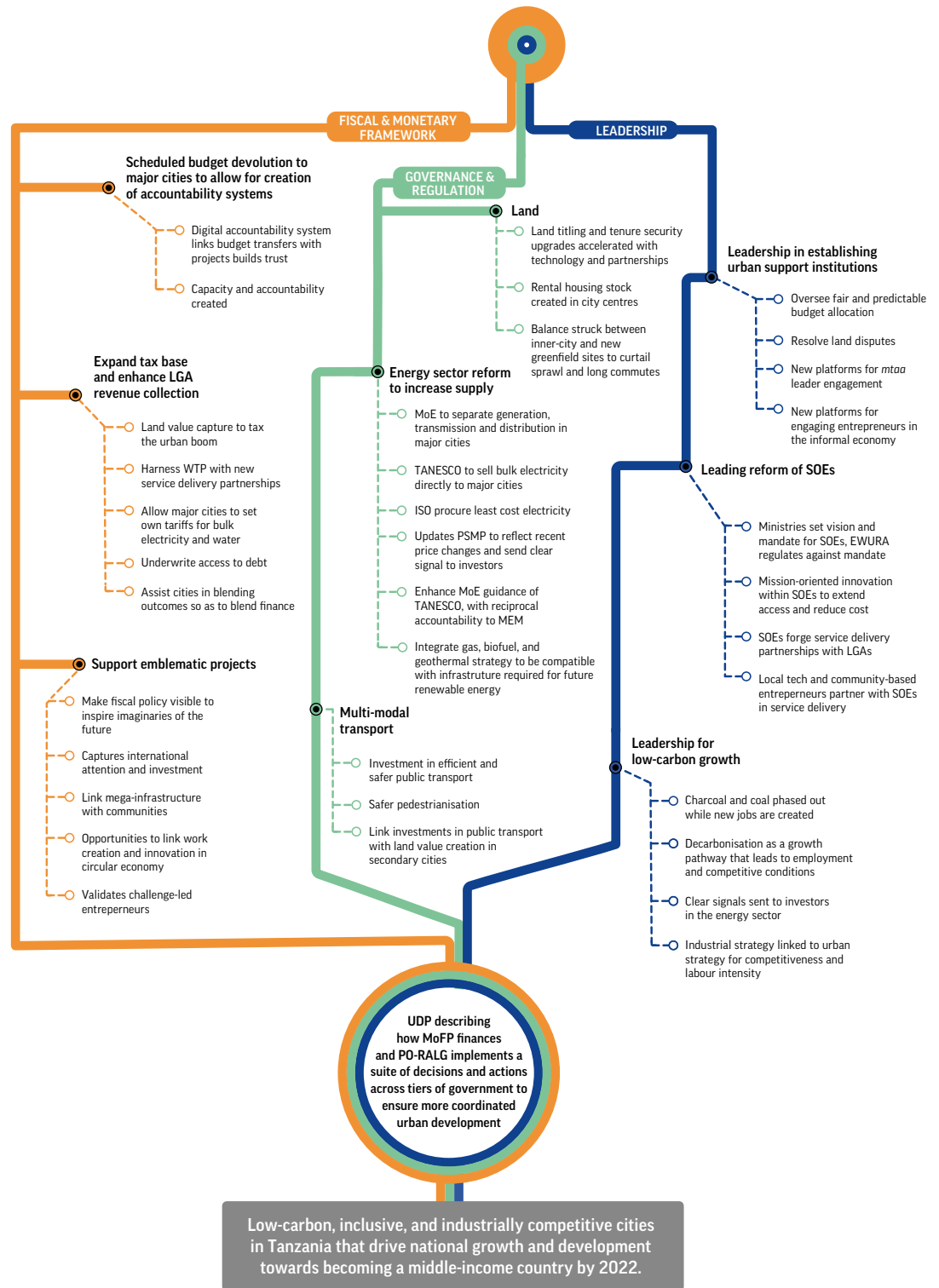


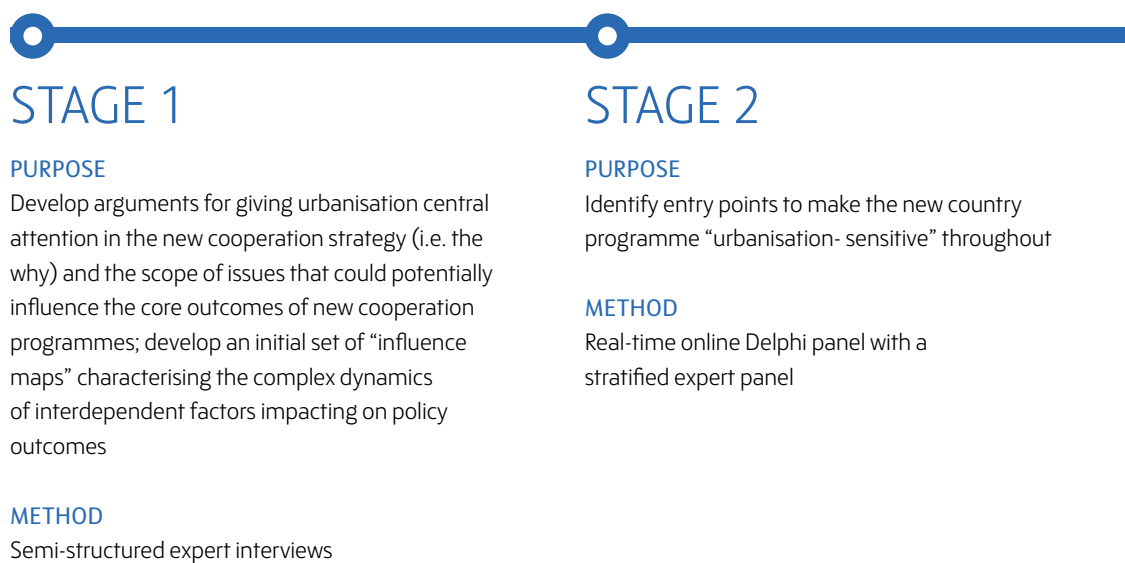
Figure 8: Government of Tanzania's detailed roadmap to sustainable urbanisation (Source: Cartwright, 2019)

Many policies and strategies still ignore urban dynamics as an issue of its own, because in many cases the default response is attempting to prevent urbanisation. This chosen ignorance has harming effects on future urban development, leading to negative characteristics and shapes of cities like subverting city governance structures, exclusion from service delivery, clientelism instead of genuine political participation, socio-political polarisation and more (Carter, 2015). Lack of data can obscure great sub-local differences in poverty, accessibility etc. and lead to a deceptive perception of urban advantages (Jones et al., 2014), i.e. a bias towards the positive potential of urbanisation while ignoring the complications and deficits that risk to hamper or throw back development of an equitable kind.

# 6 Study Methodology

A profound lack of reliable data and information on sub-national level inhibits effective programming of development efforts, which address urban issues and dynamics and hence there is no evidence base allowing to tackle political economy constraints to urban development (Carter, 2015). Therefore, this study needs to choose an approach which copes with this data vacuum and attempts to fill it with methodologies that mitigate the speculative character of many foresighted efforts.

This study adopts two different methodologies for consecutive stages:



Both stages relied on expert panels. The sampling of experts happened along two dimensions, a geographic/ institutional (→ Expertise “Range”) and a technical one (→ Thematic Focus), with categories that are not mutually exclusive, i.e. every expert can be part of multiple categories.:

	<b>Thematic Focus</b>					
<b>Expertise "Range"</b>	<b>Urban Development in General Terms</b>	<b>Urban Planning/ Design</b>	<b>Soft Infrastructure/ Services</b>	<b>Hard Infrastructure (Build env., transport, ...)</b>	<b>Urban Governance</b>	<b>Urban Local Economic Development</b>
Tanzania & East Africa						
Global South						
Universal (without Geographic Focus)						
SDC as an institution						



The sampling occurred through identifying a set of key experts from literature, core institutions and SDC's network and – for the third stage – was extended through snowballing.

In the first stage, a series of in-depth expert interviews provided deep insight into a few questions tailored to the specific interest and constraints of this report: i) how does urbanisation impact cooperation programmes of international donor agencies (which is the reverse of: how can the latter impact urbanisation); ii) how can those donors adapt to this staggering transformation of context; and iii) what could be a unique niche role of a mid-sized donor in the ensemble of development stakeholders and actors in the Tanzanian context to address urbanisation within the boundaries and imperatives provided by strategic and political frameworks? These interviews were semi-structured, i.e. followed a tentative set of topics and questions, which were adapted to each expert's specific profile and specialisation (Bryman, 2012). They produced two results: the argument for giving urbanisation central attention in the new cooperation strategy (i.e. the “whether + why”) and the scope of issues that could potentially influence the core outcomes of new cooperation programmes, in the form of influence maps. In this stage, eight experts across the spectrum were interviewed.

The second stage was a primary data collection to evaluate different strategic options for the new cooperation programme on specifically how to respond and adapt to the urbanising context. It took key issues and influence maps from the second stage as starting point. Exploring future strategic options has by and largely the character of forecasting, which has never the objectivity of factual data. It must rely largely on individual informed opinions and views of specialists. To overcome the problem of subjectivity, Delphi panels seek the unique pragmatic perspective of intersubjectivity through transactions (Tashakkori & Teddlie, 2003). Intersubjectivity is defined as “the sum of interactions mediated by and through the larger external environment that results in the production of shared meaning” (Koliba, 2014, p. 459). Specifically, a Delphi seeks to assess future topics through the assessment of questions on specific statements in an iterative manner, i.e. experts reacting to each other in an anonymous form (Aengenheyster et al., 2017). The new form of internet-based, real-time Delphi helps accelerating the production of results, increases chances of participation without compromising on the quality of the outcome (Gnatzy et al., 2011).

58 experts were invited to the Delphi process, of which 32 contributed on the survey platform at some stage<sup>1</sup>. During the first phase of getting initial responses, the platform had 30 unique visits. During the feedback phase (where they had full sight of each other's responses and comments and responded to those), a handful of panellists didn't return, but the majority did. In addition, a few panellists only joined during that second phase.

<sup>1</sup> While the study was able to build on a broad spectrum of expertise, the glaring gap in the sample is representation of national and local government. While various efforts were undertaken to close this gap, the political constraints (especially the reluctance of participating without approval from high political echelons) made it impossible to win this group to participate. The lack of means also made it impossible for the author to personally travel to Tanzania, which was a severe impediment to remedy this aspect.

Participating experts were asked to self-identify their expertise in the classification scheme to ensure a broad representation of knowledge and views across the entire spectrum, which they did as follows:

We'd like to understand how you see and understand your own expertise

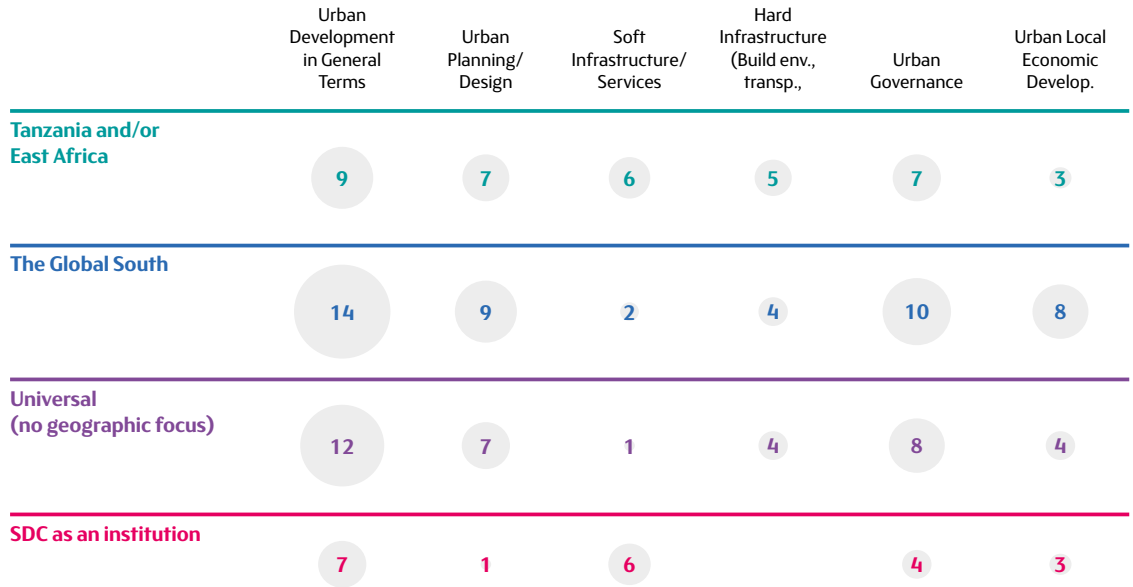


Figure 9: Categories of expertise represented in Delphi (categories are not mutually exclusive, i.e. every expert can be part of multiple categories)

Given this distribution, we can assume that the sampling process provided an outcome based on sufficiently diverse experiences and expertise.



## The Argument for an Urbanisation-Sensitive Strategy: Whether and Why

Eight in-depth semi-structured interviews with a broad spectrum of experts crystallised into a set of pertinent, targeted arguments on why the country programme has to take urbanisation into account. The key point is that urbanisation is not a “theme” that can (or cannot) be adopted as a focal issue or transversal topic. Instead, urbanisation is the drastic transformation of context of every single developmental dynamic and action, which every actor must contend with. There is no choice or optionality in it, and it influences (if not determines) every single other domain. Put bluntly, rural areas as we used to know them will cease to exist: while there will continue to be many rural areas, they will be largely determined by the urban-rural systems they are part of. Cities – small and large – will exert a massive influence on even the most remote rural location, which in return will become “hinterland” to cities and be subjected to an urban logic and developmental dynamism.

More specifically, the interviews revealed five central arguments for SDC to take on board<sup>2</sup>:

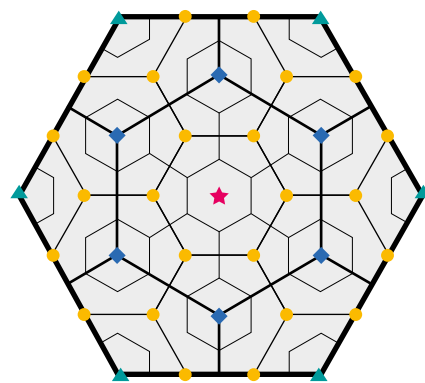
### *Spatial awareness is key because every intervention is geo-located in the first place*

Context refers to locality – and consequently space – per definition. Key dimensions of development like heuristics, impact, effectivity, inequality, participation, etc. are always in some way attributed to specific spaces and places. Those have morphologies (characteristics, qualities, determinants) which profoundly impact how a particular intervention manifests and unfolds. Hence ignoring spatial characteristics, and namely rural-urban conditions, creates a blind spot with utmost ramifications.

### *Tanzania’s urbanisation is an inexorable transformation of context*

The staggering growth of Tanzanian cities in the next decades will completely transform context, i.e. the sphere of any intervention. This outdates

### Central Place Theory Model



★ Big Center    ◆ Small Center    ▲ Intermediate Center    ● Sub Center

Figure 10: W. Christaller’s Central Place Theory (2019)

past development pathways and at the same time creates massive path dependencies. The densification of urban spaces leads to increased interaction, interdependencies, complexities and collisions of dynamics, interests, action. It asks for a massive increase in integrated and systemic approaches.

### *Tanzania as a whole is becoming an urban-rural system with large sub-systems in it*

The urbanisation leads to the emergence of widespread inter-urban systems which engulf rural areas alike. No place will remain outside of and untouched by these urban systems and their dynamics. Rural areas function increasingly as hinterlands to “Central Places” (‘Central-Place Theory’, 2019) and become tied into (inter-) urban eco-systems, food systems, service systems, energy systems, information systems, etc. with the rural-urban link becoming increasingly dominant. A deliberate strategic development of those systems becomes crucial.

<sup>2</sup> For each of the five arguments, *Annex 3: Five Tableaus Displaying Arguments of Whether and Why SDC’s New Country Programme Should Become More Urbanisation-Sensitive* contains a tableau detailing different aspects, underpinned with quotes taken from the expert interviews.

*Tanzania’s urban spaces and dynamics impact, even dominate development dynamics of the entire national system, including its rural areas.*

Absolute GDP (US\$ millions), emissions (MtCO<sub>2</sub>) and population (millions) in the cities of Dar es Salaam, Mwanza, Arusha, and Dodoma, 2012 and 2030

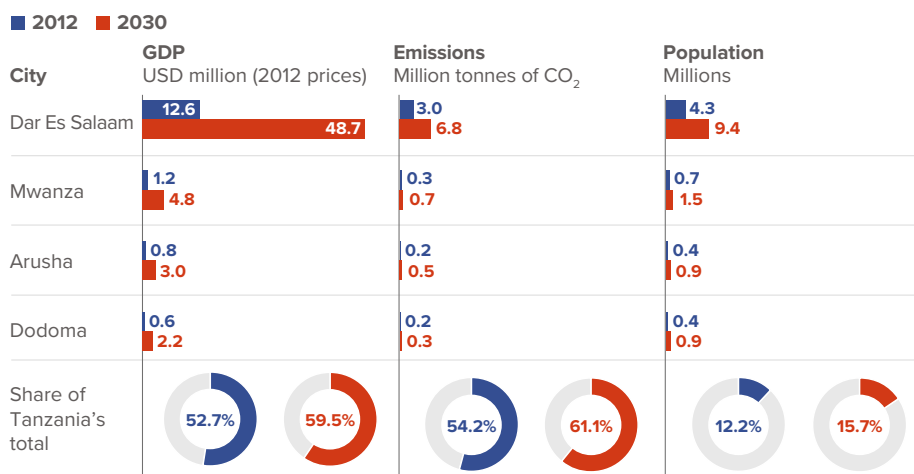


Figure 11: Absolute GDP (US\$ millions), emissions (MtCO<sub>2</sub>) and population (millions) in the 4 largest cities, 2012 and 2030  
 Source: Worrall, L., Colenbrander, S., Palmer, I., Makene, F., Mushi, D., Kida, T., ... Godfrey, N. (n.d.). BETTER URBAN GROWTH IN TANZANIA (p. 20).

Urban centres are the growth engines of national, regional and local development. They produce an urban dividend, i.e. harness agglomeration effects, such as increases in efficiencies, productivity, innovation, etc. They are the transaction platforms (marketplaces) for commodities, services, labour, information, finance, governance and ideas. Therefore, any development will quintessentially depend on urban development, and it is rational to pro-actively shape this dynamism in preferred ways.

*The majority of Tanzanians moves across this system and is connected with this system as a matter of basic livelihood – relevant development programmes must mirror this lived reality.*

Dwellers of rural and urban areas alike are increasingly connected and/or mobile along the rural-urban continuum, be it through social bonds, economic transactions, personal migration (on various temporal scales: daily, weekly, seasonally or on a lifetime scale). Services, resources, opportunities and communities are being accessed dynamically along this continuum. Any development intervention will impact on push and pull factors on this spectrum and hence must deliberately address it.

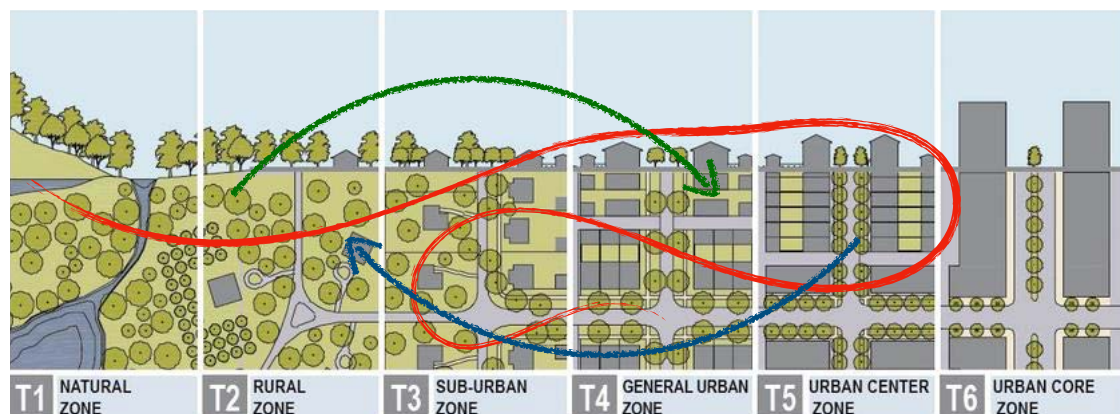





Figure 12: Mobility along the rural-urban continuum (based on: The Transect, Duany Plater- Zyberk & Company (DPZ))




## 7.1 Strategic Approaches to Make Programming Urbanisation-sensitive

Making the new country programme urbanisation-sensitive could broadly pursue six approaches (with four basic dimensions underlying the same; cf. *Annex 4: Basic Dimensions of Urban-sensitive Programming*). They have been derived from the analysis of the same semi-structured interviews and build the foundation for the following in-depth explorations.

However, they *do not* represent the full spectrum of possible/recommendable areas to address urbanisation and urbanisation-sensitive development in Africa (or elsewhere) per sé<sup>3</sup>, but are already informed and delimited by the constraints of the new SDC country programme as presented in section “5.2 Constraining Parameters”:

Strategic Approach	Underlying Issue	Broad Strategic Impact
	<p><b>Generate &amp; understand spatial data &amp; information</b></p> <p>The lack of <i>spatial</i> data and the understanding of the same (→ sense-making/interpretation) is a major constraint for both, development strategists/planners as well as citizens and communities.</p>	<p>Filling this data/information/sense gap – and consequently the emergence of a spatial awareness – can have huge potential on strategy and policy development, priority setting, planning, but also M&amp;E and issues of accountability and transparency.</p>
	<p><b>Increase efficiency of trans-boundary transactions &amp; chains</b></p> <p>With the rapidly manifesting rural-urban continuum and its linkages (knotting rural and urban areas together into comprehensive spatial systems), growth and development become increasingly dependent on the efficiency of transactions (mobility, trade, information, services) across those linkages.</p>	<p>There is a big need to build and facilitate networks among actors across formal and informal boundaries and along naturally emerging systems (like corridors, clusters, etc). Trans-border governance structures, information exchange networks are needed. New approaches and (digital) technologies can facilitate efficient transactions. Chains of goods and values are just one important part of the same.</p>
	<p><b>Harness Informality</b></p> <p>In the absence of formal structures, emerging and growing (peri-)urban spaces are quickly filled by informal systems, in all areas such as housing/settlement, economies/entrepreneurship (incl. service provision) and governance. Due to their self-organising nature, informal structures are extremely adaptive and agile. Given the speed and magnitude of urban growth and rural urbanisation, it is likely that informal systems are here to stay and in fact dominate the daily livelihoods of increasing shares of the national population.</p>	<p>Due to their “proximity” to the ground, informal systems hold great potential to fill the vacuum of formal systems and cater for highly specific local needs and circumstances. While they struggle with many adversities, their proliferation indicates that they hold efficient responses to many challenges. Consequently, a) they provide big potential to learn about systemic response to development challenges; and b) it seems advisable to strengthen and gently regulate them without impeding on their role, capability and capacity to provide structures and processes to citizens in the absence of (efficient) formal systems.</p>

<sup>3</sup> Both the three focal areas and the six strategies ignore important dimensions like housing and more broadly the built environment, transport infrastructure, other infrastructure elements such as waste, green and blue infrastructure, etc. However, in the context of SDCs choices and orientations for the new country programme, those play a subordinate role by definition.

Strategic Approach	Underlying Issue	Broad Strategic Impact	
	<b>Regulate land tenure &amp; markets</b>	<p>In (increasingly) urbanising territories, land gains a different importance and value. Land becomes a factor for accessibility, equity, inclusion as well as a sought-after and traded commodity with ever-growing economic significance.</p>	<p>Getting some sense of entitlements and rights to land, as well as stabilising the same (→ security of tenure) will ensure greater projectability, economic viability and safety for residents. Getting to know the territorial situation (e.g. cadastres), providing some kind of legal security and including land into planning are key factors for equitable and sustainable development.</p>
	<b>Promote citizens' rights, spatial justice &amp; accessibility</b>	<p>The expansion of the urban realm – with increasing concentration of people, interests, means, ideas – stirs manifold claims and leads to exclusion, expulsion, deprivation of citizens from urban spaces, services, and opportunities. Social justice and spatial justice become increasingly intertwined. Equal and fair access becomes a key issue for social and spatial justice. What's more the Right to the City does not only refer to a "right to consume the city", but also a "producer right", i.e. being actively involved in shaping and creating one's own living environment.</p>	<p>Urban concentrations lead to an accumulation of interaction, interdependence and negotiation of rights, resources, power, etc. In the urban realm, there is an increasing spread of civic (formal &amp; informal) organisations, movements, and institutions, which (seek to) interfere in political, economic and social processes, often representing particular interests. This increasingly dense and complex social fabric benefits from support to organisation, facilitation of interaction, etc. Growing numbers of citizens, who risk being marginalised and excluded, depend on effective socio-political institutions which represent and support them and their Right to the City (access to services, opportunities and social interaction, active participation in urban life)</p>
	<b>Leverage urban-driven (digital/ technological) innovation</b>	<p>Given the density of people, minds, ideas and resources, the urban fabric is a hotbed for innovation of all kind. This environment and the spread of new technologies holds large potential for many areas of life, not only for urban populations, but also rural people relating in some way or another with urban spaces.</p>	<p>Innovation (particularly digital technologies and the 4th industrial revolution) can impact on all previous five strategies and hold the potential to provide better service delivery (communication and efficient provision of services, information provision, linking of providers and consumers), create new economic opportunities (cheaper transactions, market and trade relations/ match-making, enterprise creation), as well as civic engagement (participation using new approaches and instruments, information production and dissemination).</p>

In the following sections, the six strategic approaches are applied to three programmatic focal areas underlying SDC's new country programme. In addition, three key issues underlying urban dynamics on a more global scale are being examined. Both lead to a set of recommendations for SDC to inform its new country programme.

## Adapting Strategically to an Urbanising Context: What and How

It lies in the nature of a Delphi study, that it synchronously produces quantitative and qualitative data, which are closely intertwined. While the diagrams in this section present numeric outputs, each of those has been propped up and substantiated with numerous (anonymous) comments of study panellists, explaining and arguing their views and responses<sup>4</sup>.

### 8.1 Three Underlying Key Issues

The expert panel has discussed three dimensions underlying urban dynamics on a more global scale:

- a) providing universal and inclusive access to urban services and opportunities
- a) supporting informal governance structures (at sub-local level)
- a) regulating land tenure

**Providing universal and inclusive access to urban services and opportunities** is a key engine which drives the expansion of cities and rural urbanisation, including rural migration to the cities. Increasing densities lead to higher interaction, a concentration of opportunity and new efficiencies and synergies (the “urban dividend”), which reinforce the gravitation of cities – a self-accelerating cycle. Panellists agree that local governance structures growing stronger have the potential of increasing the availability, quality and equitability of service delivery. Hence, local governance authorities must gain a pivotal role in ensuring access, equity and inclusion. Reversely their absence, particularly on hyper-local level (i.e. the smallest territorial unit, like neighbourhoods, mtaas, blocks), lead to a lack of coherence, oversight, and accountability. This vacuum is then filled by informal and private service providers. However, this potential of strong local governance structures remains largely unrealised, and hence merits particular attention. Especially young people are attracted by the “Bright Lights” of the city, and they constitute a driving force for increased, more progressive and eventually equitable access to urban space, services and opportunities. They are a force to be reckoned with and hold potential that must be harnessed with great dedication.

#	Statement	Score
1	Urban densities lead to an increase in concentration of demand, accountability and expansion of service provision.	●●●●●●●●●● 13
2	An increasing presence of local governance structures will improve equitable and satisfactory levels of service provision to all urban dwellers.	●●●●●●●●●● 10
7	The vacuum of local government authorities on sub-local level leads to a lack of coherence, oversight and accountability of informal and private structures, and hence to exclusion, corruption and rent-seeking.	●●●●●●●●●● 9
8	Youth will be the most important driving force for increased, more progressive, and eventually equitable access to urban space, services and opportunities.	●●●●● 5
3	In the absence of governmental service provision, the broad diversity of informal and private service providers is a welcome improvement of availability and choice, which should be sustained and promoted.	●●●●● 5

<sup>4</sup> All these comments are available in a separate document  
(download from: <https://www.dropbox.com/s/oxyj4af0i7vjc62/Register%20of%20Comments.pdf?dl=0>)

#	Statement	Score
5	Urban service provision is the most effective form to provide services even to rural dwellers in the hinterlands of cities.	●●●● 4
6	The prevalence and growth of informality will keep hampering the development of a performant, equitable and inclusive urban system, and become a major road block to the realisation of rights for all.	●●● 3

*Score indicates no. of panellists endorsing the statement*

In the absence of formal government authorities, **supporting informal governance structures** gains paramount importance, when it comes to the **hyper-local level**. This aspect is often neglected and underestimated. The hyperlocal level is hugely important in the analysis of urbanising spaces and governance at this level deserves equal attention as local governance. A hybrid of adapted (“modernised”) traditional/customary informal governance structures and dynamics fill vacuums rather efficiently. The attempt to eliminate them is a futile, utopian endeavour. For the foreseeable future, they are probably the sole viable and realistic option to bring at least some form of governance to large (peri-) urban areas. In response, these forms of governance must be recognised, understood, strengthened, capacitated and somewhat regulated so that they can leverage their potential to the fullest and reduce their deficits in terms of efficiency, transparency, accountability and inclusion.

#	Statement	Score
1	Tanzanian cities to be effectively governed require a poly-centric governance system, which includes different government structures (with various degrees of formalisation) at different levels, including the sub-local (neighbourhood/mtaa) level.	●●●●●●●●●● 11
6	In fact, informal governance structures are quite effective and efficient, which is why they are so prevalent. This potential must be understood.	●●●●●●●●●● 11
2	Sub- (hyper-) local governance structures are as important as formal local governance authorities and deserve much more attention by development agents.	●●●●●●●●●● 10
7	Informal systems are often the sole viable and realistic alternative to provide governance structures and services to large parts of urban populations. They must be strengthened and capacitated.	●●●●●●●●●● 9
4	Informal governance structures can and should be gently formalised and capacities of their different key actors strengthened to build a functional governance system from bottom up.	●●●●●●●● 7
5	Informal governance structures in neighbourhoods have very limited capacity to provide services, justice, equity, law and order and must be replaced as quickly as possible with formal local governance authority structures.	●●● 3
3	In a modern city, there is no place for informal (customary and other) governance structures because they lack (constitutional and electoral) legitimacy and can be prone to irregular and corrupt practices.	●● 2



**Regulating land tenure** plays a key role in the above, albeit a very sensitive and thorny issue. Land management is severely suffering from lack of capacities and resources, and is at the same time highly politicised, prone to power dynamics, and dependent on legal frameworks. Yet, many important instruments of actively developing the city rely to some degree on regulating land tenure. Land use planning (e.g. creating plans, provisions and reserves for future (communal) structures), capturing land value as a source of finance for future developments, planning of fair and equal provision of services, micro-targeting, public and private investment and security of the same all depend from some kind of system to regulate land tenure and land rights. At the same time, trying to formalise land rights and tenure can be a double-edged sword: on the one hand it can increase security of tenure and the right to live in the city, on the other hand it can lead to speculation and evictions, often uprooting the livelihoods of marginalised and poorest segments. Hence, formalisation and regulation need to choose an extremely considerate, gentle, wary way, taking into account many different forms of tenure (including traditional ones) and cushioning the many potentially negative (exclusionary and existence-threatening) externalities.

#	Statement	Score
7	Formalisation of land tenure must take a very wary, gentle approach, accommodating a wide range of tenures including customary ones.	●●●●●●●●●● 11
3	A lack of land tenure can act as a disincentive to urban planning, the provision of formal infrastructure, and services	●●●●●●●●●● 10
1	Land use planning/management is impossible without formal land cadastres and tenure rights	●●●●●●●● 8
9	Property developers and the wealthy/powerful ones benefit most from informal land tenure/markets	●●●●●●●● 8
10	Strengthening legal rights of all urban dwellers (e.g. prevention of arbitrary eviction) is more important than land formalisation	●●●●●●●● 8
6	Curbing messiness, profiteering, corruption and exclusionary practices through formalising land cadastres throughout the entire city territory is quintessential for just and inclusive urban development	●●●●●●●● 7
8	Due to prohibitive costs, lack of skill & knowledge, formalisation efforts like formal titles exclude the most vulnerable people and hence reinforce marginalisation and inequality	●●●● 4
2	Service delivery planning/management is impossible without formal land cadastres and tenure rights	●● 2
4	Land titling is totally impractical because cities don't have the institutional capacity and skills and systems at the pace needed	●● 2
5	Realistically, (quasi-) customary/traditional land use management (tenure/rights/markets) is best and most effectively in urban areas settled by the poor	● 1

## 8.2 How to Impact Programmatic Focal Areas

Building on early indications of priority domains for SDC's new country programme in a non-paper (*Swiss Cooperation with Tanzania 2021–2024 – Big Lines (Draft 1)*, 2019), three areas for urbanisation-sensitive programming were identified, on which the further analytical work focussed. These three areas are namely:

- I. Improving **Service Delivery** (education, health care, inclusive finance)
- II. Promoting **Economic Opportunity** (through empowerment & innovation)
- III. Strengthening (building & protecting) efficient & accountable **Civic Institutions**

A further outcome of the in-depth expert interviews was an “influence map” for each of these focal areas, i.e. a display of factors influencing policy outcomes and the effect of development interventions in each of them.

In addition to exploring the three underlying key issues discussed above, the real-time Delphi panel examined the characteristics of each of the six Strategic Approaches (cf. section 7.1) and which factors offered entry points of particular relevance<sup>5</sup> for SDC (for quantitative analysis of each of the focal areas ↔ strategic approaches cf. *Annex 5: Assessments of Programmatic Focal Areas – Responses*).

### 8.2.1 Improving Service Delivery

The following influence map highlights which entry point for SDC the expert panel perceived as most relevant to exercise impact on improving service delivery:

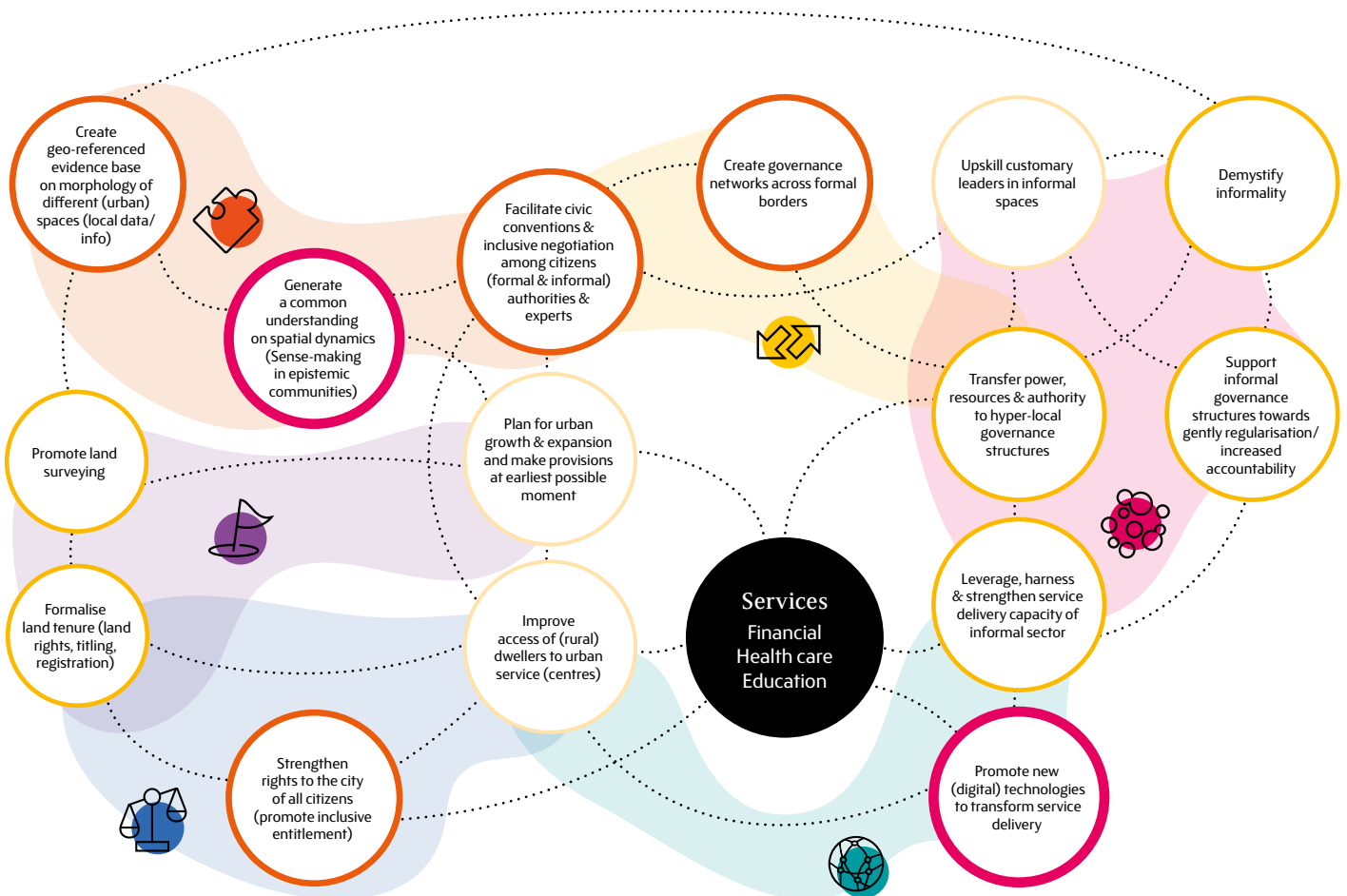


Figure 13: Influence map for Service Delivery

Level of support<sup>6</sup>:

Positive responses



<sup>5</sup> “Relevance” was defined as them being particularly suitable to focus on because SDC has particular knowledge, an advantageous position or can have major leverage in the broad field of issues and actors.

<sup>6</sup> Panellists responding positively to “Which of these elements seem particularly relevant for SDC to pick as entry points (due to them being particularly suitable to focus on because SDC has particular knowledge, an advantageous position or can have major leverage in this broad field of issues and actors)?”

Service delivery can be impacted by all six strategic approaches:



Smart decision making depends on **generating and understanding spatial data and information**. It allows to measure and monitor spatial inequalities and to direct investments towards high-impact areas (micro-targeting of service interventions). It is a politically uncontested niche with a large capacity deficit, requiring big resources substantial progress. Crowdsourcing can empower local residents, civil society, private sector, etc. and address resource limitations. Big data offers a complementary way to gain deep insight into spatial morphologies, social structures and needs. Basic geo-referenced mapping reveals inequities in service delivery.



**Leveraging urban-driven technological innovation** holds very big potential for businesses (including informal ones) as well as “consumers”/users of services by improving accessibility (information of availability, place & modality of access, efficient allocation and timing, etc.) for urban and rural populations alike. These technologies can help using scarce resources more efficiently, e.g. through matchmaking of demand & supply; synergies of share economies; better resource allocation/taking advantage of underused capacities (e.g. in transport). A very big capacity building effort is required, but a lot can be achieved with a moderate employment of resources. Transferring innovations from the global tech milieu into local conditions to spark local developments, adaptation and entrepreneurship is an important niche for donors.



To increase the **efficiency of trans-boundary transactions** (including value chains, decentralised, regional associations, etc.) the connectivity of economic, physical and governance systems must be improved through better technical and managerial skills, infrastructure and technology. Since this is a domestic political issue, requiring strong normative and operational frameworks, cooperation networks, border-crossing policies, and vertical and horizontal collaboration between different authorities, it is politically intricate and sensitive to address. It also highly depends on the devolution of power to local authorities (including permission to enter cooperations with other political/territorial institutions). Encouraging such processes requires awareness-building, convention and facilitation of networks and dialogues.



**Promoting citizens' rights to increase spatial justice** is key to service access on equitable and equal terms. However, it depends on the prevalence and regulation of (formal and in their absence informal) service providers. Therefore, it is important to strengthen citizens' organisations, which advocate the right of citizens and communities, and especially marginalised and vulnerable groups (which are rapidly growing in (peri-) urban areas), but also rural communities, who depend on and benefit from urban-based services. Bottom-up processes and spatial data (for micro-targeting towards spatial pockets of undersupply and exclusion) are needed to hold governmental, private and informal/community-based service providers accountable. Technology platforms have big potential for citizen-driven action and interventions, aggregating their voices and building negotiation power to increase transparency and accountability.



**Harnessing informal systems of service delivery** has high impact on poorer zones in urban-rural systems, because informality plays key roles in building social and economic capital in Tanzania's towns and cities. Informality is targeted by many initiatives and interventions yet politically contested. While recognised as a given and a necessity in the face of the lack of formal capacity and capability, there is a major debate whether informal systems should be formalised and eliminated, or rather strengthened, improved and gently regulated. Informal service providers need to be upskilled and capacitated to fill vacuums more efficiently, equally and equitably. They must be tied into partnerships between local authorities, communities, and formal providers. Raising awareness and acceptance among authorities – and eventually transforming the legal status of informality – seems a precondition to provide equitable and inclusive services to poorer and marginal groups.



**Regulating land tenure and land rights** are pivotal yet particularly intricate, resource-intensive and politically contentious. Land surveying and a tenure system are critical to forecast developments, plan and manage present and future service delivery needs. Sustainable investments depend on security of tenure and predictability. Being political processes with manifold expectations, demands and interests, the sphere of influence of external donors seems limited. Furthermore, informality has its own tenure systems which often overlap with more formal systems. Facilitating inclusive multi-stakeholder dialogues is key, as is the establishment of land surveying and land cadastre systems.

### 8.2.2 Promoting Economic Opportunity

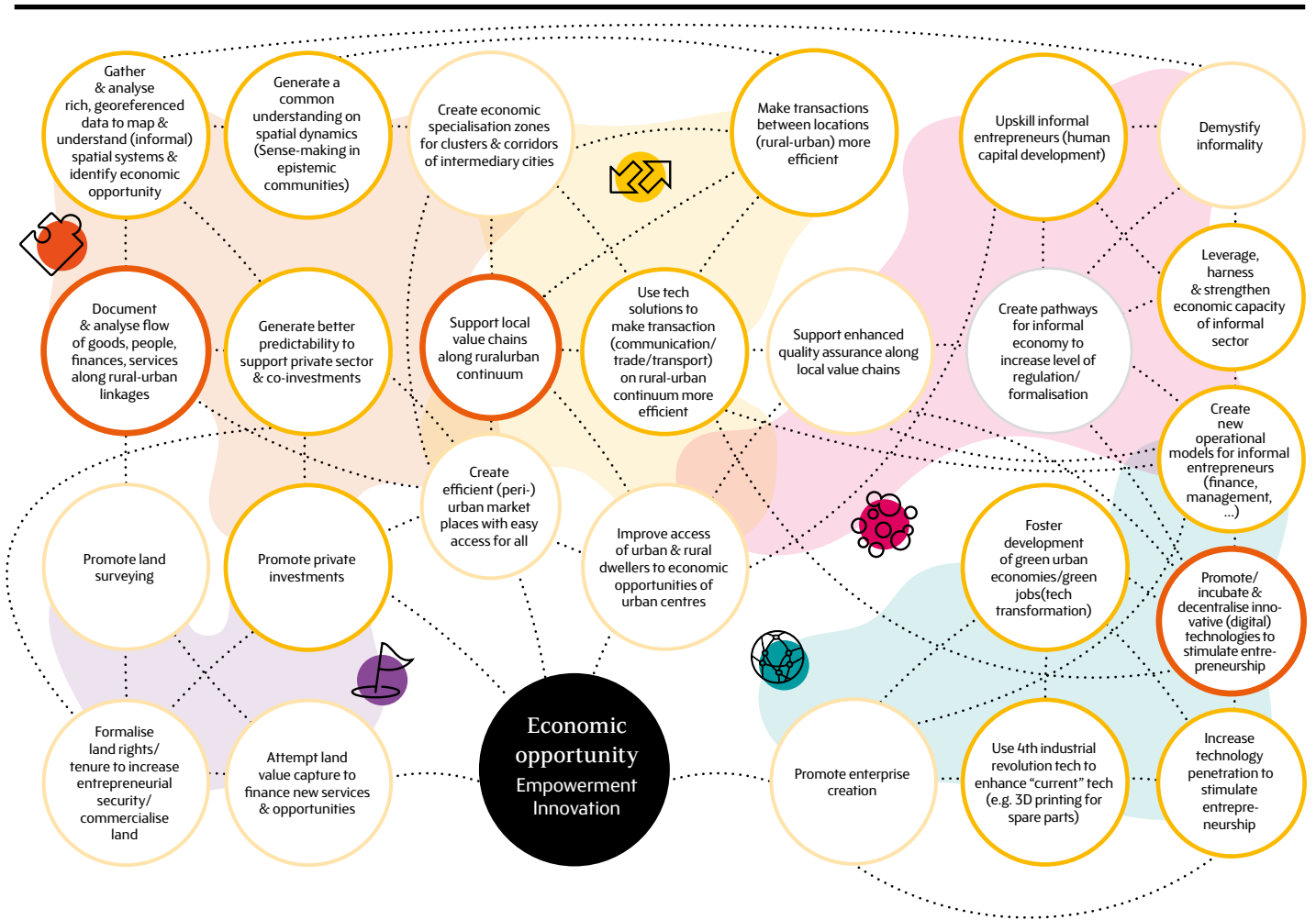


Figure 14: Influence map for Economic Opportunity

Level of support:



To promote economic opportunities in the continuously urbanising context of Tanzania, the strategic approaches present themselves as follows:



**Leveraging urban-driven (technological/digital) innovation** holds huge potential to promote economic opportunity with relatively restraint means and little political defiance to expect. Because especially secondary and tertiary cities have very limited (or no) networks to access innovations, there is a niche with few actors, worthwhile to engage in. New technologies of the 4th industrial revolution and the green economy will create jobs, open new fields of business by linking supply and demand and harness unused potentials and opportunities to generate value and income, accessing business support services, providing business-critical information, enhancing current technologies and industries and making them more sustainable. An increase in technology penetration and the promotion and incubation of decentralised technologies can stimulate enterprise development.



A flourishing and inclusive economy is determined by the distribution and movement of people, goods, services and finances throughout the urban space and their rural hinterlands. The **availability of geo-referenced data and information** is important to determine economic opportunity. A common understanding of these spatial dynamics (such as transactions within cities, on the rural-urban continuum and in intercity urban systems) is requisite for economic actors and promoters of favourable environments to better plan for economic prospects and predict outcomes. This vast potential ails from a high lack of capacity and overcoming it depends on significant resource investment. This seems politically little contested as it constitutes a shared benefit and is an important entry door to a meaningful commitment.



The transformation of Tanzanian towns and cities from mainly “consumer” to “producer” cities is decisive to unlock economic opportunity. **Improving transactions and value chains** will help building sustainable business models by setting free large economic potentials. It involves creating and strengthening local value chains along the rural-urban continuum (rural ↔ peri-urban ↔ urban ↔ major cities), e.g. processing and refining products for urban marketplaces. Equally important is the interlinking of inter-urban systems including tertiary, secondary and primary cities (within Tanzania and extending into neighbouring countries). Costs are reduced and competitiveness and productivity increased through better connectivity and more efficient/cheaper transactions. Missing or unreliable communication lines, transport operating below full utilisation and unpredictable connections require better coordination processes and tools. Innovative systems and technologies (partly dependent on favourable policy frameworks) can make important contributions to leveraging those potentials and align opportunities.



**Harnessing the informal economic system** is an important strategy to generate economic opportunity. The informal economy of Tanzania’s cities and towns is a performant system, providing livelihoods to huge numbers of people and contributing substantially to its economic growth. Due to its forte, such as accruing tiny marginal profits, being self-organised and hence highly complex-adaptive to micro-local contexts, it is extremely close to the market and its demands. It could prove counterproductive to formalise if it were to obliterate these advantages. Building bridges between formal and informal structures and actors could preserve the comparative advantages of informality and combine them with the strengths of formal structures. Upskilling informal entrepreneurs, linking them to innovations and data and identifying productive windows of opportunity in rural-urban value chains, holds significant potential. Since informality is tainted with the stigma of illegality and inferiority, broad dialogues are needed to demystify informality, improve support and access to opportunities in (urban) markets and rural-urban (i.e. regional) value chains. Through progressive taxation, the informal economy has the potential to contribute to investments in shared infrastructure, too.



Lastly **regulating land tenure** – especially security of tenure and land rights/titles – has a large impact on planning and targeting of public and private investment. It is also the basis for land value capture to generate and reinvest profits of economic development. Many times, land tenure policies are virtually absent in Tanzania, they may suffer from confusion around different laws and regulations (with customary and modern practices often colliding), and can consequently render Tanzanian land markets dysfunctional. Due to many conflicting desires and vested interests, as well as the large opportunities for rent-seeking and corrupt practices, it is politically difficult to advance, yet holds great potential.

### 8.2.3 Strengthening Civic Institutions

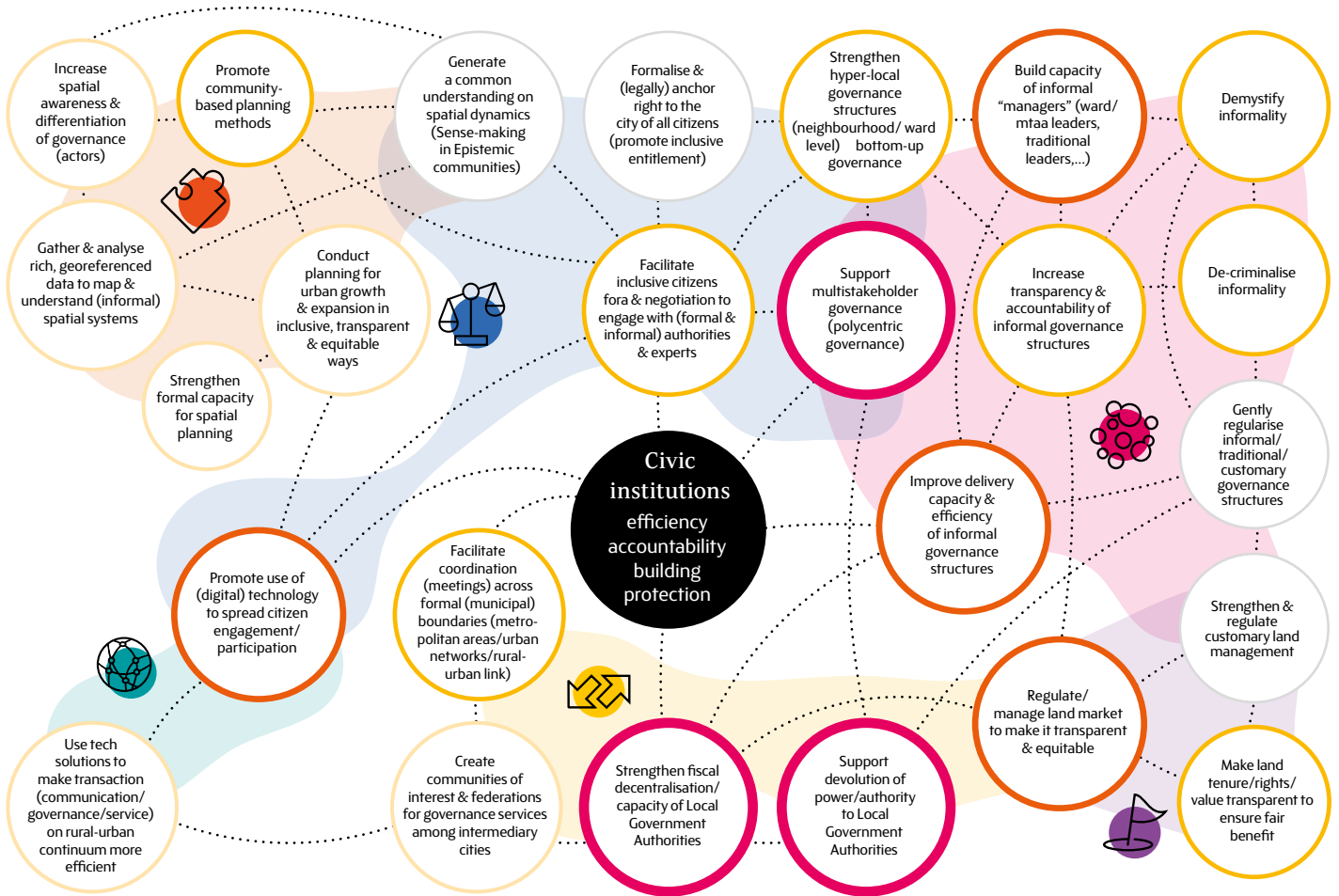


Figure 15: Influence map for Civic Institutions

Level of support:



Again, all strategic approaches open up possibilities, albeit to varying degrees:



Not surprisingly, the **promotion of citizens' rights, spatial justice & accessibility** is a field with big potential to strengthen civic institutions through cooperative assistance. This is not particularly resource-intensive yet politically very sensitive and thorny to address. Civic institutions must emerge in and connect to hyper-local governance structures (on the level of blocks, neighbourhoods, mtaas), which requires high degrees of adaptation to this very localised reality. Helping to convene and facilitate platforms and fora for citizens to engage with authorities and experts on the shaping of their urban livelihood and supporting of "polycentric" governance structures (relying on multi-stakeholder arrangements on multiple levels from the national to the hyper-local) will grant all stakeholder the right and opportunity to contribute to their best capability.



The devolution of power plays a key role in **making transactions of/in the rapidly emerging urban(-rural) systems efficient and effective**. Local as well as sub-local authorities need more power in particular to cooperate across vertical and horizontal boundaries. Importantly, this must go hand-in-hand with fiscal decentralisation. Currently the national government of Tanzania seems to rather concentrate power and fiscal means at central level, which counters the necessary course of development. Awareness and capacity building of decision makers on different levels may make a beginning in preparing the pre-conditions.



**Informal systems** of governance will keep playing a key role. The vacuum created by the absence of formal governance structures in many (peri-)urban areas is filled with informal hybrids of traditional/customary governance forms adapting to new (“modern”) settings and situations. Like it or not, it seems an incontrovertible fact that these governance structures are meant to stay for a long time and on a significant scale. Instead of fighting them, the pivotal task is to improve delivery capacity and efficiency of those structures, and to include them into the polycentric governance structures mentioned before. It is key to make those informal hyper-local structures more inclusive, transparent and accountable by building awareness on their role and important functions and building corresponding capacity with leadership and authorities.



The use of **technological (digital) innovations** to promote and spread citizen engagement and participation, and to increase transparency and accountability, can contribute to strengthening citizens’ rights, and access to political (participatory) processes and facilitate the aforementioned platforms. It holds important potential in evidence-based sense-making, participatory planning, budgeting, accountability procedures, and more. Through a greater effort in capacity building, relevant opportunities can be leveraged without encountering too much political resistance.



There is need to **regulate land tenure and land markets**, which – especially in informal settings and in newly emerging urban spaces – are often very obscure and inequitable, yet impact heavily on livelihoods, inclusion and hence spatial justice. In the absence of strong local government authorities and formal processes and cadastres, informal governance structures again take charge of this function, which makes their “upgrading” even more important. It is critical to introduce and advance some form of land use planning (especially in areas of urban expansions), which implies a kind of registration and regulation of land tenure.



Lastly, **generating and understanding spatial data and information** is a precondition to shape and consolidate strong institutional frameworks. A solid factual information basis is vital to plan for urban growth and expansion and help containing some of the arbitrariness of choices. Transparency and accountability depend on the availability of reliable data. The availability of solid data capacitates local citizens organisations and local authorities, also vis-à-vis national structures. Community-based, participatory methods of data collection, management and interpretation (e.g. community-based planning methods) are an important prerequisite to strengthen civic institutions in local communities. It also makes formal government authorities more receptive for actual needs on a micro-spatial basis, helping them to purposefully plan and manage their territory and populations with view to future developments. Open data policies and mechanisms of checks and balances, as well as (independent) data verification processes are necessary to ensure transparency and objectivity and establish trust.

## Recommendations for Formulating an Urbanisation Sensitive Country Programme

The analysis of intervention options for a mid-sized donor like SDC produces a broad range of recommendations of varying relevance and potential. Intersecting every programmatic focal area with every strategic approach yields a wide palette of recommendations, which can be found in Annex 6: Detailed Recommendations for Each Programmatic Focal Area.

However, underlying the same, there is a handful of main recommendations, which underpin the others. At the same time, recommendations can be summarised and classified along more conventional axes of intervention of international development actors, such as methodological innovation, convene & facilitate inclusive dialogues, capacity building, knowledge & expertise, networking and legal frameworks & formal procedures.

### 9.1 Four Main Recommendations







While each programmatic focal area can be addressed through rather specific interventions, a few red threads span across the entire spectrum. Catering for those will inevitably have a more global effect on a range of relevant dimensions.







- 1) Support the **use of spatial data** documenting the morphology of places and flows of people/goods/services/finances/information/... between them to gain ownership over habitat, make development more foreseeable, plan for future urban expansions and developments (spatially, services, investments) and provide basis/data for monitoring, transparency and accountability
  - a) introduction/promotion of **methods that generate (collect) spatial data**, particularly community-based and -owned methods (→ “crowd sourcing”)
  - b) convene/facilitate fora for collective sense-making (conventions between citizens – authorities – experts) of spatial data and generating a spatial awareness and broad understanding of present and future spatial developments
- 2) Introduce and **promote technological (digital) innovations** to
  - a) **transform service delivery** (microtargeting, provide new forms of services, make service delivery more efficient, orchestration/coordination, match providers & recipients more effectively, make services more easily accessible)
    - b) **promote/incubate new enterprises**, including informal ones to make a living out of services
    - c) **spread citizens engagement/participation** in understanding space (habitat, mobility, transactions, territoriality), shaping the city, increasing transparency and accountability of formal and informal structures (service delivery, governance, power sharing)
- 3) Strengthen citizens’ rights to **improve spatial justice and accessibility**
  - a) **Understand their own “habitat”** (spaces they live in), incl. owning and controlling respective data & information and its interpretation
  - b) Secure the **right to be (live) and move in the city** at advantageous and affordable conditions (for both, urban dwellers and rural dwellers, especially rural migrants)
  - c) **Participate in shaping their own cities**, i.e. future visions, urban policies & strategies for urban form and dynamics
  - d) **Create security of tenure** for residents (protection from arbitrary evictions, securing accessibility) and businesses (protection of investment)
- 4) Explore, study and **strengthen overarching (trans-boundary) governance structures**
  - a) vertical: support **multi-stakeholder (polycentric) governance** structures, which particularly a) reach out to the hyper-local level on neighbourhood/mtaa level and b) include and strengthen **informal governance structures** which fill many vacuums (which depends on the devolution of authority/power linked to decentralisation of financial (fiscal) means to local authorities on national-local level)
  - b) horizontal: governance structures and frameworks which enable and **facilitate transactions across formal borders** (i.e. metropolitan areas, rural-urban links, corridors and regional inter-city networks/coalitions) to improve efficiency (increased connectivity, leveraging of competitive advantages/complementarities, reduced transaction costs, usage of spare capacities, ...)



## 9.2 What to Do – Systematic View

A second way to consolidate the suggested interventions into a more digestible picture is to classify them according to conventional axis of intervention. With the introduction of this additional dimension, one gains a bird’s eye view, but at the same time loses the dimension of programmatic focal areas. Still, it is useful to guide programming by interlinking approaches specific to “urbanisation sensitivity” with more familiar approaches. This provides a segue to intertwine urbanisation-specific concepts with generic ones.

	 <b>Spatial data/ information to understand spatial morphologies &amp; flows</b>	 <b>Increasing connectivity &amp; transactions</b>	 <b>Multistakeholder &amp; Informal governance</b>	 <b>Regulate land tenure</b>	 <b>Strengthen rights &amp; civic institutions</b>	 <b>Technological (digital) innovation</b>
<b>Methodological innovation</b>	Crowd sourcing, use of digital devices & big data, new mapping/ visualisation methods/ technologies	Digital tools & platforms for coordination, communication, share economy, orchestration/ allocation of capacity & resources, matchmaking, information sharing, etc.	Hyper-local governance forms, leveraging & strengthening informal leadership; participation formats in urban realm (whole systems thinking); informal-formal partnerships		Understanding (getting a sense & grasp of) different (own) habitats & the spatial system; capturing spatial inequality; micro-targeting of services & interventions; use new technologies to encourage & facilitate engagement & participation & crowd-based accountability	Technology transfer for technological (digital) innovations (adaptation in fields of spatial data gathering, efficiency of transactions, service delivery, citizens engagement/ participation); promote uptake of innovations for service delivery/ enterprise transformation (incl. informal businesses) based on new business models & new forms of civic organisation
<b>Convene &amp; facilitate inclusive dialogues</b>	Multi-stakeholder fora for interpretation & sense-making	Develop a shared understanding among different cooperation partners and stakeholders of potential benefits/ profits through leveraging synergies, using spare capacity, reducing transaction costs	Local citizen fora bringing together formal & informal actors across different vertical levels (regional, local, sub-local) and different stakeholders (local government authorities, informal leaders, civic institutions) to generate a mutual respect & understanding for each one’s capability & contribution  Dialogue on devolution of power on national level, incl. decentralisation of financial means & fiscal authority	Generate awareness among the spectrum of stakeholders for the sensitivity of the issue; social, economic & fiscal implications of regulating, formalising tenure & rights (and of not doing so)	Help establishing citizens’ fora for joint sense-making, visioning for habitat/livelihood development, priority setting, inclusive governance; create opportunity to actively contribute to shaping one’s own living spaces/ habitats	

	 <b>Spatial data/ information to understand spatial morphologies &amp; flows</b>	 <b>Increasing connectivity &amp; transactions</b>	 <b>Multistakeholder &amp; Informal governance</b>	 <b>Regulate land tenure</b>	 <b>Strengthen rights &amp; civic institutions</b>	 <b>Technological (digital) innovation</b>
<b>Capacity building</b>	Usage of technology, application of methodologies community based, gov authorities & experts	Building of technological coordination platforms/hubs & networks	Build capacity of local government authorities & informal sub-local (informal) leaders to improve their effectiveness and become more transparent, accountable & inclusive; build capability to enter & act in cooperative arrangements	Different forms of land surveying, registering & land and creating cadastres	Build capacity of civic institutions (watchdogs) & "normal" citizens (community-based) in collecting, interpreting spatial data & information; use of (digital) technology to monitor spatial development & service delivery	Build capacity of entrepreneurs, service providers, civic institutions, local & national government authorities to use new technologies, operate platforms; building of sustainable business models around technologies
<b>Knowledge &amp; expertise</b>	Innovations (methods & instruments) for spatial data collection & aggregation & presentation	Technologies & innovations of share economy, new methods of deployment, resource/capacity orchestration/ allocation, coordination of transactions	Knowledge on devolution of power (subsidiarity) and decentralisation of financial & fiscal means and mechanisms; study & analysis of informal governance forms & structures; forms of multi-stakeholder (polycentric) urban governance		Forms of public participation, co-creation of urban policy, spatial & urban development; usage of platforms & technologies to engage citizens and foster participation	Technical understanding and knowledge of innovations, including their operation, adaptation, deployment, maintenance, evolution
<b>Networking</b>	Support data gateways/hubs, which are publicly accessible & transparent	Build metropolitan & regional networks of rural-urban spaces and inter-city networks (corridors, city clusters) to leverage complementarities, synergies and competitive advantages of cooperative arrangements	Build networks & partnerships between formal and informal leaders which allow for unprejudiced exchange and relationships		Connect civic institutions with technology platforms/providers	Connect international innovation sources with local incubators, entrepreneurs, and other technology providers
<b>Legal frameworks &amp; formal procedures</b>	Data/information transparency, open data access	Permit, enable & facilitate the cooperation, harmonisation and exchange (transaction) across formal/legal borders; create alliances & associations to leverage	Support policies & legal frameworks for devolution/ decentralisation; "decriminalisation" of informal systems (settlements, economies, governance)		Securing the right of citizens to be in & move through the urban space (incl. the rural-urban link); right to advantageous & affordable access to services & opportunities; safety from arbitrary decisions (e.g. evictions; secure business opportunity, subsistence, investments)	



In which way has this study contributed towards various goals?

On a methodological level, it addressed the challenge of gaining orientation and direction in a future-oriented field with limited data availability, which is naturally prone to more speculative guessing of right or wrong. A complex field like developing a strategy for a bi-national engagement between a host country and a donor country attracts a multitude of diverse and often diverging expert opinions. The Delphi methodology was not only deployed in an attempt to move from subjectivity to inter-subjectivity (as the best proxy to objectivity) but to simultaneously nourish a collective learning process of experts and decision makers alike. With view to precarious circumstances (namely the very limited resources, the sacrifice in terms of personal time asked from individuals and the global spread of panellists), a real-time Delphi was the preferred option to maximise return. It seems that given the rate of participation, the wealth of data gathered, and the feedback provided through the survey tool itself as well as through informal communication, the study has been able to spark (to varying degrees) a learning process among participating individuals, and to provide sufficient stimulation and input to spin SDCs programming process and give urbanisation higher consideration than without. This study has also raised awareness for how Delphi can be used towards applied strategy formulation purpose and study panellists (from other organisations) have signalled interest in using analogous methods for similar purposes in the near future.

A clear deficiency is the lack of specificity towards the local situation and conditions of Tanzania. While experts were familiar with the East African case, their

rather global spread tended to “water down” the localisation of arguments and insights, painting a more generic picture of urbanisation-sensitive programming in the context of the Global South.

The main impediment has been the lack of presence in-country and hence the very limited access to and participation of local researches, experts and political exponents. Improving this aspect would have required an extended presence of the author in Tanzania, allowing for direct engagement and “analogue” forms of information gathering.

Unfortunately, given the available means, that was not possible.

However, the flipside of this outcome – i.e. the more generic nature of the findings – is that it has triggered wider interest within SDC. Internal efforts with a global scope of bringing urbanisation more into the picture of SDC’s reflection and programming were stimulated by this “precedent”. As a direct offshoot, SDC started developing an internal programming tool for country programmes at wide, which builds on the experiences gained in this exercise as well as specific findings and outputs.

In conclusion, indications are that the study has contributed to gentle shifts in various realms and on multiple levels. It has made an imprint in the new country programme of Tanzania (yet to be approved and released), it has created awareness and foundations for wider strategic processes in SDC, it has provided a learning opportunity for a range of individuals in key positions and it has provided a methodological model of how collaborative sense-making for strategy purposes can be designed and conducted.

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# Annexures

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### 12.1 Annex 1: List of Experts Interviewed



**Nina Astfalck** (Interview on 5th November 2019)  
Program manager Urbanisation, SDC, Bern



**Anton Cartwright** (Interview on 13th November 2019)  
Lead author of "Roadmap for Tanzania's UDP, African Centre for Cities, Cape Town



**William Cobbett** (Interview on 5th November 2019)  
Director, Cities Alliance, Brussels



**Stephanie Loose** (Interview on 29th October 2019)  
Programme Manager Human Settlements Officer, UN-HABITAT, Nairobi



**Hassan Mshinda** (Interview on 9th November 2019)  
former Director General, Tanzanian Commission for Science & Technology, Dar es Salaam



**Gordon McGranahan** (Interview on 30th October 2019)  
Research Fellow on Urban Sustainability, Institute for Development Studies IDS, Brighton



**Brian Roberts** (Interview on 30th October 2019)  
Professor Emeritus Urban Planning & Management, University of Canberra, Canberra



**Thomas Teuscher** (Interview on 29th October 2019)  
Head of Health, Swiss Embassy Tanzania, Dar es Salaam

### 12.2 Annex 2: List of panellists in the Delphi Survey

The table lists panellists, who have accessed the eDelphi platform at least once and have provided some answer. The platform ensures anonymity of contributions. Hence it is not possible to identify who has accessed the platform multiple times (as intended in a Delphi survey) and how extensive (complete) contributions have been.

Name	Institution	Position
<b>Nina Astfalck</b>	Swiss Agency for Development and Cooperation (SDC)	Program Officer Urbanisation
<b>Thomas Chiramba</b>	UN Habitat	Regional Coordinator Eastern and Southern Africa
<b>William Cobbett</b>	Cities Alliance (CA)	Director
<b>Sarah Colenbrander</b>	World Resources Institute (WIR)/ Coalition for Urban Transitions	Head of Global Programmes, Coalition for Urban Transitions

<b>Name</b>	<b>Institution</b>	<b>Position</b>
<b>Sascha Delz</b>	ETH Zürich	Coordinator Doctoral Program in Landscape & Urban Studies
<b>Aubrey Dyfed</b>	UN Habitat	global programme on migration in cities
<b>Luca Etter</b>	Swiss Agency for Development and Cooperation (SDC)	Country Office for Tanzania
<b>Mary-Luce Fiaux Niada</b>	Swiss Agency for Development and Cooperation (SDC)	Programme Officer Tanzania und Gender
<b>Andrin Fink</b>	Swiss Agency for Development and Cooperation (SDC)	Programme Officer Climate Change and Environment
<b>Grace Githiri</b>	UN Habitat	Regional and Metropolitan Planning Unit (RMPU)
<b>Stephanie Guha</b>	Swiss Agency for Development and Cooperation (SDC)	Policy Advisor Poverty and Social Development
<b>Craig Hatcher</b>	Helvetas	Advisor Governance & Urban Affairs
<b>Susanna Hausmann</b>	Fondation Botnar	Chief Program Officer
<b>Alice Hertzog</b>	ETH Zürich	Transdisciplinary Lab, Senior Researcher
<b>Katharina Jenny</b>	Swiss Agency for Development and Cooperation (SDC)	Senior Thematic Advisor Rural Development
<b>Chris Kost</b>	Institute for Transportation and Development (ITDP)	Africa Director
<b>Stephanie Loose</b>	UN-HABITAT	Regional and Metropolitan Planning Unit
<b>Ueli Mauderli</b>	Swiss Agency for Development and Cooperation (SDC)	Policy Advisor Agriculture and Food Security
<b>Ibrahim Msuya</b>	Ifakara Health Institute	Research Scientist
<b>Tim Ndezi</b>	Centre for Community Initiatives (CCI) Tanzania	Director
<b>Erika Placella</b>	Swiss Agency for Development and Cooperation (SDC)	Deputy Head of Global Program Health
<b>Brian Roberts</b>	University of Canberra	Emeritus Professor Centre for Developing Cities
<b>Philipp Rode</b>	London School of Economics and Political Science (LSE)	Executive Director LSE Cities



<b>Name</b>	<b>Institution</b>	<b>Position</b>
<b>Camilo Antonio Romero Mera</b>	UN Habitat	Regional and Metropolitan Planning Unit (RMPU)
<b>Anne Savary</b>	Swiss Agency for Development and Cooperation (SDC)	Programme Officer Migration
<b>Remy Sietchiping</b>	UN Habitat	Regional and Metropolitan Planning Unit (RMPU)
<b>Fortunata Songora Makene</b>	Economic and Social Research Foundation	Head of Strategic Research and Publications
<b>Meinolf Spiekermann</b>	Independent	Former Senior Programme Manager GIZ for multiple urbanisation programmes
<b>Thomas Teuscher</b>	Swiss Agency for Development and Cooperation (SDC)	Country Office for Tanzania
<b>William Turner</b>	Department for International Development (DFID)	Former Governance Adviser & Urban Development Specialist
<b>Savvas Verdis</b>	London School of Economics and Political Science (LSE)	Senior Research Fellow LSE Cities
<b>Lena Weiler</b>	Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ)	Local and Urban Governance Advisor

## 12.3 Annex 3: Five Tableaus Displaying Arguments of Whether and Why SDC's New Country Programme Should Become More Urbanisation-Sensitive

### Spatial awareness is key because every intervention is geo-located in the first place

Every person, structure, development, action, project, intervention has always a geo-reference, i.e. a physical touchpoint with geographical coordinates. This location comes with spatial characteristics and attributes, which determine to a huge extent its manifestation, dynamics, options. And it varies between locations.

*For effective governance, spatial morphology becomes key. Peri-urban governance is very central, because it can create space for rural urbanisation to happen. The urban development of rural spaces is foreseeable and can therefore be actively shaped through making provisions. This is the opposite of ignoring, stemming against, or even criminalising rural urbanisation (of which there are tendencies in Tanzania), a strategy which only abets proliferation of informality. (G. McGranahan)*

The same intervention in two different locations can mean two completely different things. It can differ in its foundations, but at least manifests/unfolds differently due to different characteristics & attributes of different locations. Therefore the geo-location must be taken into account for any action/intervention to be appropriate/adapted/effective.

*We notice that national strategies that are "spatially blind" and lack a significant degree of localisation rapidly lose user value and relevance. (T. Teuscher)*

Space is a key dimension to understand inequality, within urban zones as well as across the entire rural-urban continuum.

*Spatial transformation changes everything: democracy, the economy, society, the role of women and men; we observe a break-down of communal and traditional forms of patriarchal, traditional governance; we have to get our head around this data.*



Context starts always with location, location, location. Other context dimensions are mostly determined or shaped by location. Metros, settlements (large, intermediary, small, villages), neighbourhoods and public spaces are relevant entities for analysis and intervention.

*Spatial inequality (density, settlement types, economic structures, wealth, ...) is enormous in Tanzania. This huge differential accelerates rapid and drastic urbanisation we observe. Hence, the spatial dimension is a critical analytical category to grasp those differences (S. Loose)*

*The same intervention in different locations is not the same intervention*



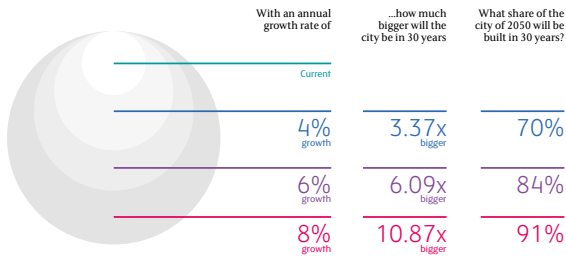
*In order to remain relevant, "geographic" (i.e. spatial) analysis becomes increasingly relevant to overcome limitations of national "one-size-fits-all" approaches and strategies. (T. Teuscher)  
There is need for a nuanced spatial allocation of budget, services, etc. (A. Cartwright)*

Every development is always and only local. Global developments are the emergent aggregate of local developments.

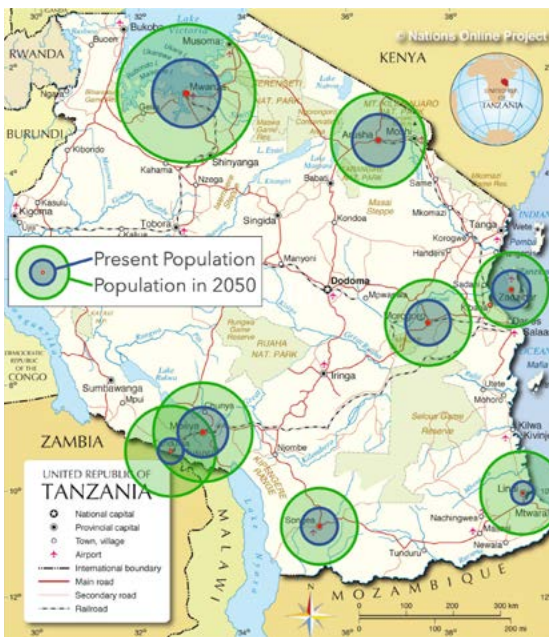
Anticipate the change of spatial location. Its attribute will change rapidly and hence (anticipating) that change is part of any well-informed and sound strategy.

*While the characteristics of any given square meter of land in Tanzania may have had a fair chance to remain somewhat unchanged over the past 50 years, this won't be the case in the next 30 years.*

# Tanzania's urbanisation is an inexorable transformation of context



Current Size & Expected Growth (2050)  
Example of 8 secondary cities



Data: UN-DESA WUP & World Bank  
(Map adapted from: Political Map of Tanzania. Nations Online Project. <https://www.nationsonline.org/oneworld/map/tanzania-political-map.htm>)

Urbanisation is not a transversal issue, but it is a contextual one. Urban space is not an action, but a sphere of intervention, i.e. the space/ location, in which interventions takes place. Vis-à-vis urbanisation, there is no question of choice, but of inevitability and inexorability.

*Technical solutions are not difficult; the problem is the mindset, the change of an entire belief system.*

*People continue modelling Tanzania's future as an extension of the past, i.e. more of the same.*

*That's no longer the case: while it used to be a rural economy, it will no longer be; the future will no longer be informed by the past. (B. Cobbett)*

*Existing SDC programmes in TZ already have experienced the how urbanisation results in lack of relevance and misalignment. Dramatic reconfigurations of target groups put into question impact and relevance if we do not consider the changing context and adapt (e.g. National Health Insurance). (T. Teuscher)*

*Basic planning assumptions (on the social fabric, numeric distributions, socio-economic dynamics, etc.) no longer hold true and hence erode the foundations of strategy and planning. (T. Teuscher)*

*Master plans tend to not plan for as much growth as it is known to be; planners and governors wish that growth would not occur. (G. McGranahan)*

*Rural-urban migration is normal and predictable, and hence planable; in this light the lack of planning is the problem, not the growth. Planners are in denial, have no planning frameworks and refuse planning for this growth; instead take stance that people should go back to where they come from. (B. Cobbett)*

The city is the space where everything comes together, collides, interacts, negotiates (the agora, the "forum"). It is therefore the key to integration and provides a new and unique opportunity and necessity to convene and facilitate.

*Urbanisation provides a great opportunity to integrate different sectors of operation; while this tended to be a struggle in the past, the transforming context raises the necessity to address this concern on a more strategic level, move away from sectorial/ domain-based thinking and design more integrated programmes. (T. Teuscher)*

*Past "formulas" of resource allocation become rapidly outdated and obsolete, because cities on the one side absorb more resources through their growth, but also produce more output due to higher efficiencies. (T. Teuscher)*

*Elephant in the room in Tanzania is population growth, i.e. natural growth (and not so much migration); Tanzania is possibly one of the very top countries in this regard. (B. Cobbett)*

*Local Governance Authorities and local governance structures are loaded with very rapid growth, without any*

*(sufficient) authority, revenue, human resources, skills, capacities. (B. Cobbett)*

*Due to our ignorance, we are currently only creating what we intend to resolve: long-term poverty, lack of access/ isolation, inefficiency, inequality, ... The disastrous lack of planning which will lead to spatial disaster, inefficiency and consequently a service disaster. (B. Cobbett)*

*Tanzania has remarkably little institutional architecture and very little experience of urban governance. (A. Cartwright)*

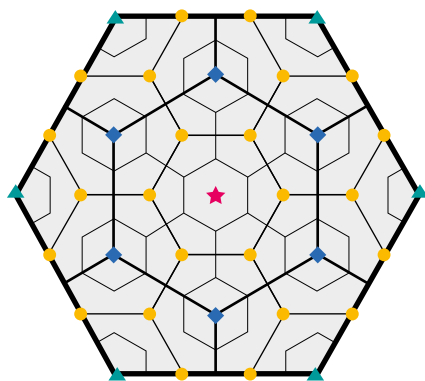
Urbanisation in the next 10 years creates massive path dependencies, i.e. it locks forms and structures in for generations to come in an almost unchangeable manner

## Tanzania as a whole is becoming an urban-rural system with large sub-systems in it

Cities and rural areas constitute integrated and interdependent systems. In increasingly urbanised areas it is non-sensical to think of them as "the other", which is counterfactual. They are integral part of the same.

*A misguided trend is so simply upscale interventions designed for rural conditions to keep up with growing numbers of people in growing and densifying settlements. The changing nature of the system is demanding a qualitative change and adaptation (e.g. more & cleaner charcoal production is no answer to rising demand; a change in the energy system is need). Scaling-up is not a viable response. (T. Teuscher)*

*The network of national economy of Tanzania is underlayed by a system of cities; whatever you do, it's the system as a whole that is affected; there is no such thing anymore as rural development. (B. Cobbett)*

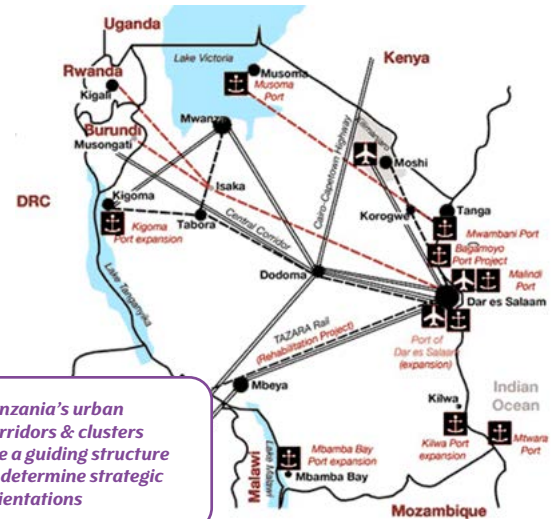


★ Big Center ◆ Small Center ▲ Intermediate Center ● Sub Center  
(Source: W. Christaller's Central Place Theory (2019))

*There is no more place in Tanzania, that is not part of an urban system*

Rural areas are the hinterland of cities and towns; and cities and towns are the "hinterland" of rural villages. They are context for each other and can only be understood in conjunction.

*Hitherto, spatial awareness has been at best descriptive, but not enough functional. There is a lack of understanding and consideration of how specific places in an urban system take on functional roles and influence interconnected and dependent places. This gains rapid influence. (T. Teuscher)*



*Tanzania's urban corridors & clusters are a guiding structure to determine strategic orientations*

(Source: TanzaniaInvest.com; <https://www.tanzaniainvest.com/transport>)

Systems like food systems, service systems, energy systems, eco-systems are interconnected along the rural-urban link. E.g. food primary production, processing and consumption can only be understood as chains along the spatial rural-urban axis and clusters. Promoting economic activities must hence be spatially aware (particular zones, corridors, routes, ...).

*It becomes crucial to build functional chains (like supply chains, value chains, ...). (B. Roberts)*

Metropolitan areas reach far beyond municipal (and at times provincial) administrative boundaries, however are very relevant planning entities, because everyday livelihoods (particularly of the poor) equally span metropolitan scales; intermediary and small cities and indeed rural areas become integral parts of large metropolitan areas.

*Focussing on traditional national institutions falls increasingly short of the changing reality, that local and sub-local institutions are much better placed to drive impactful interventions. Specialisation and differentiation based on space is becoming key to impactful interventions; preventing the misallocations of resources, funds and plans demands more localisation. (T. Teuscher)*

*Corridors and clusters of cities become very important, especially compounds of secondary & tertiary cities; provide opportunity for some kind of district development. (B. Roberts)*

## Tanzania's urban spaces and dynamics impact and dominate development dynamics of the entire national system, including its rural areas

The best way to make a significant dent in any (including rural) poverty reduction is through urban development. Cities are economic growth engines; the urban dividend, i.e. increased urban efficiency (through agglomeration effects) is the most important mechanism to reduce poverty on an appreciable level. Cities do not only disburden rural areas from population, but spur rural economies, too (seasonal catchment, fallback option, value chains, sourcing of goods)

*Once the job loss in rural areas is recognised, the only way to mitigate it is to produce more value on the rural-urban supply chain. (B. Roberts)*  
*City-based members of rural families are important to rural poverty reduction. (G. McGranahan)*  
*Urban development is the key to reduce rural poverty; the real trick is how to fix the economy of Tanzania, and we don't really care whether the individual person is rural or urban. (B. Cobbett)*

However, it is not granted that any urban development will make a positive impact; consequently (rural) urbanisation must be actively shaped and influenced. Not doing so risks not only a missed opportunity for urbanisation to leave behind a positive alleviation, but an aggravation of harmful results.

*Nothing is automatic: translating urban growth into economic benefits requires planned, well-run cities, which are driven by intention and strategy; this includes i) land markets, ii) service provision (hard & soft infrastructure), and iii) urban citizenship (recognition of right to be in the city, demand services and demand it from LGA) – that's the key relationship to influence. They must not be in permanent conflict. (B. Cobbett)*

*Trying to keep rural areas in rural conditions to avoid rural-urban migration is a counter-productive approach because more connection and mobility of all forms will occur in any case. Hence a good rural programme must become rural-urban. (G. McGranahan)*

*This demand good, participatory, city-wide planning processes, which think about cities in their entirety (incl. metropolitan and rural hinterland; in a functional, not in a juridical sense). (B. Cobbett)*

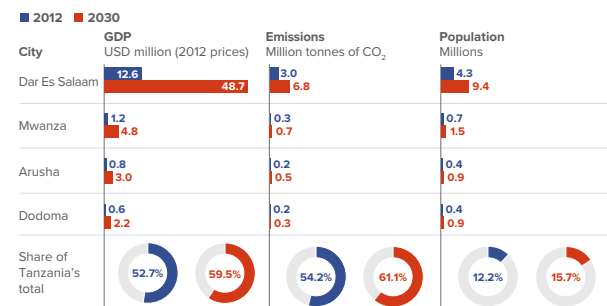
*Without cities, rural economies go nowhere; and without rural economies, cities struggle to survive. (B. Cobbett)*

Integration occurs by being part of the same socio-economic system, which produces mutual interdependencies. Villages depend on towns in terms of jobs, revenue, markets and services; towns depend on villages in terms of produce, labour, supply of produce, raw material, energy, and as regeneration space.

*Cities provide almost all jobs created in Tanzania; hardly any jobs are created in rural areas that will not change – quite on the contrary. Rural areas will probably lose job opportunities as there are too few revenue-generating opportunities present. (B. Roberts)*

It is in urban spaces, where most innovations will be made, most enterprises will be started, most jobs will be created, most revenue generated, but also most emissions (e.g. greenhouse gasses) will occur.

Absolute GDP (US\$ millions), emissions (MtCO<sub>2</sub>) and population (millions) in the 4 largest cities, 2012 and 2030



(Source: Worrall, L., Colenbrander, S., Palmer, I., Makene, F., Mushi, D., Kida, T., ... Godfrey, N. (n.d.). BETTER URBAN GROWTH IN TANZANIA)

Market places are a key function of cities and towns, and a dominant influence on entire rural-urban economies. Markets include commodities, labour, services (financial, administrative, educational, social, health), but also ideas. These markets are places of competition as well as cooperation. They need active shaping, especially because without they tend to be exclusive and anti-poor, particularly for rural-based communities who strongly depend on accessing them on just terms.

*Rural areas are being changed by trading centres in the cities; there is a lack of production of commodities; we don't see substantial growth of that, but only/ mostly services; on the contrary, most local industries have been closed and substituted with imports from Asia. (H. Mashinda)*

*Urban services require urban structures; this raises questions on the relationship between the national, local and sub-local level. (A. Cartwright)*

*The default is to exacerbate urban inequality; it's government's obligation to prevent this default and intervene; this requires a political commitment to cities, and codify the "Right to the city" (i.e. the right of dwellers to access services on equal and inclusive terms) in legislation, so that these rights cannot be ignored. However that is contentious in Tanzania. (A. Cartwright)*

## The majority of Tanzanians moves across this system and is connected with this system as a matter of basic livelihood – relevant development programmes must mirror this lived reality.

Dwellers of both, urban and rural areas are increasingly mobile and migrate on different scales: daily, weekly, seasonally, or a lifetime scale. Migration is often times oscillating; people are often connected across different spaces on a virtual basis (socially & economically through family bands, trade & labour relationships); from an individual & collective perspective there is no either-or.

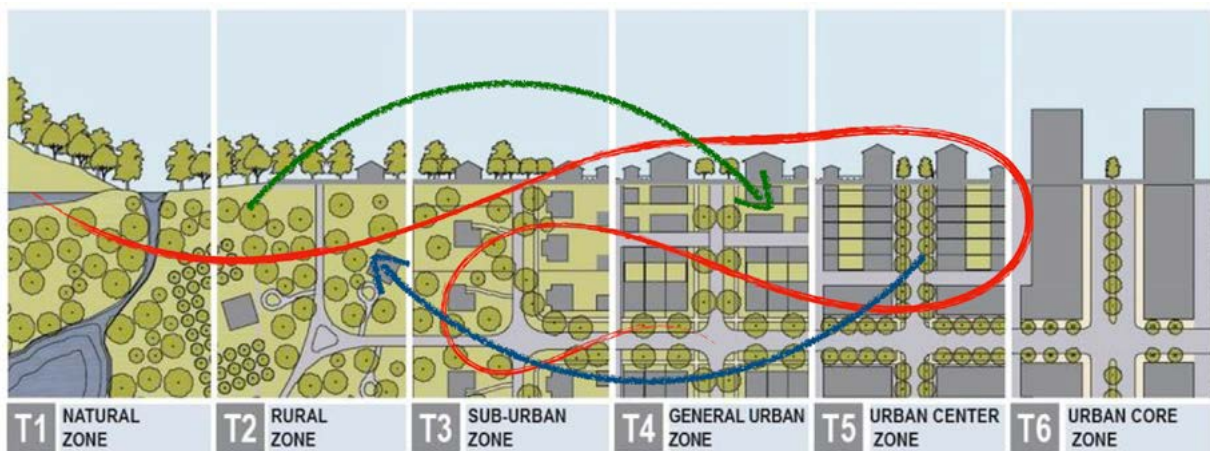
*In Tanzania, soon most rural households have urban members; there is no divide but constant movement. (G. McGranahan)*

*Creating better connections between rural and urban areas allows to make those movements more effective, inclusive and leveraging urban dividend. (G. McGranahan)*

*A large share of rural-urban migration in City of Mwanza is coming from immediate surrounding country-side (twice as many people move to City of Mwanza than Region of Mwanza).*

*These migrants keep links with their rural villages and connection to agriculture; they also risk to be pushed out again with increasing urbanisation. (G. McGranahan)*

Access to services, resources, opportunities, communities are determined spatially by distance, density, diversity, risk, options/ alternatives, opportunity. Urbanisation reduces (generally) distance but increases all others.



(based on: *The Transect*, Duany Plater- Zyberk & Company (DPZ))

*Governance issues in cities impact heavily on rural populations, particularly issue of access to towns and cities; rural people access urban services (jobs, education, ...) as there are no rural alternatives.*

*Movement of people along the rural-urban link occurs due to services and soft infrastructure of cities like education and health. (G. McGranahan)*

Whatever the development intervention of any agency is, whether intended or not, whether successful or not, it will contribute to the push and pull factors of migration to cities; there is not a single developmental strategy, policy or intervention that is neutral/ irrelevant to urbanisation.

## 12.4 Annex 4: Basic Dimensions of Urban-sensitive Programming

“Urbanisation-sensitivity” has four basic dimensions at its base. Like the Strategic Approaches, they have been extracted from the semi-structured interviews in the first research stage. They are embodied by the six Strategic Approaches to Urban-sensitive Programming (cf. section 7.1 Strategic Approaches to Make Programming Urbanisation-sensitive), through which they are woven into the strategic process of making the new programme urbanisation-sensitive:

- i. ***Integrate different domains and spaces***: As a result of actors who meet in close proximity, cooperate and compete, urban spaces are integrative per sé. Therefore, they require integrative approaches. Formulating sectorial goals will no longer match the transformed reality of urban systems. Instead, this new (urbanising) context requires integrated goal formulations. Not only sectors and domains need integration, but also spatial entities like secondary & tertiary cities into compounds (districts) to leverage competitive advantages.
- ii. ***Be spatially aware***: There is need of greater awareness of how different spaces impact on each other. On the rural-urban continuum, strategy and policy must be formulated along a spectrum across different types of land morphology. It is not useful to a rural and an urban strategy side-by-side, but a single strategy which speaks to the spectrum, i.e. differentiates along the spectrum.
- iii. ***Harness cities as development engines***: Put urban development into a positive, equitable development spiral as a driver of broad economic growth and poverty reduction. Create synergies between different urban development strategies. Harness the urban dividend (agglomeration effects) by encouraging the shift from consumption (and services) models to production models to encourage endogenous growth and development by finding (industrial) niches and cater for the exploitation of those through soft infrastructure (education, innovation & entrepreneurship development, LED, health care, etc.).
- iv. ***Support systems of secondary cities***: Secondary cities — particularly when banding together — have on the one hand the highest potential to contribute to overall development and poverty reduction on national level but also and in particular to that of their hinterland. At the same time the foreseeable trends will have them face the biggest pressure and the largest capacity gaps. They stand now at the crossroad of playing a positive role or to get locked into detrimental forms, structures and dynamics through a lack of attention, planning and considerate management.

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### Urbanisation sensitivity

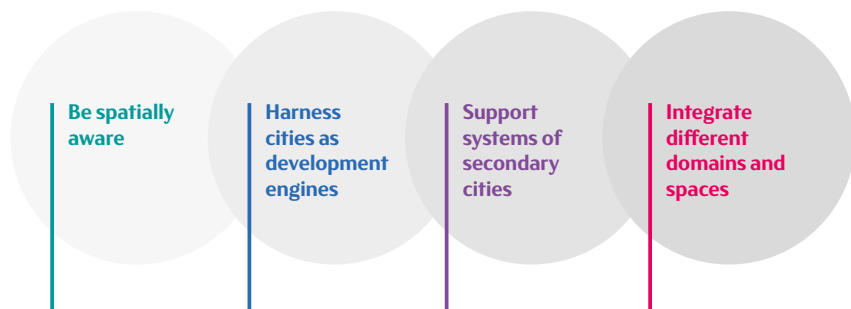


Figure 16: Basic dimensions of urbanisation-sensitive programming


## 12.5 Annex 5: Assessments of Programmatic Focal Areas – Responses


Panellists in the Delphi were asked to assess for each of the programmatic focal areas, whether – with view to improving service delivery/promoting economic opportunity/strengthening civic institutions respectively – each of the strategic approaches...

- ... holds huge potential
- ... shows a high capacity deficit and hence urgency to build human capacity
- ... is politically very hard to advance in the current local context
- ... is an already overcrowded issue addressed by (too?) many donors
- ... is very resource-intensive to advance
- ... holds a major role for SDC (i.e. a mid-sized donor) to play


### Improving service delivery


Number of participants affirming the statement for each of the different strategic approaches


 *Generate & understand spatial data & information*

 *Increase efficiency of trans-boundary transactions & chains*

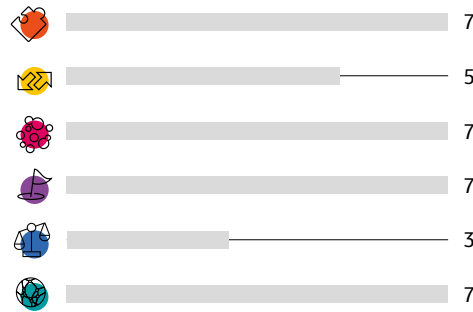
 *Harness Informality*

 *Regulate land tenure & markets*

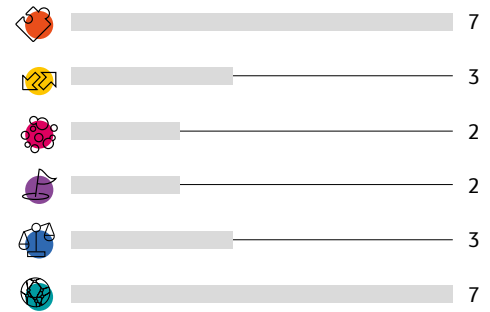
 *Promote citizens' rights, spatial justice & accessibility*

 *Leverage urban-driven (digital/ technological) innovation*

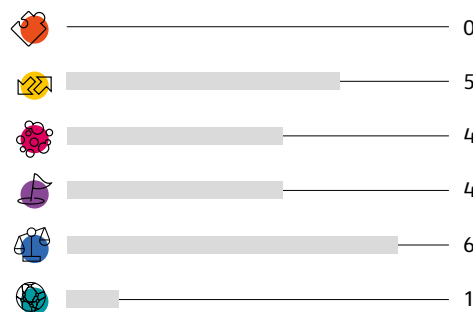
*... holds huge potential*



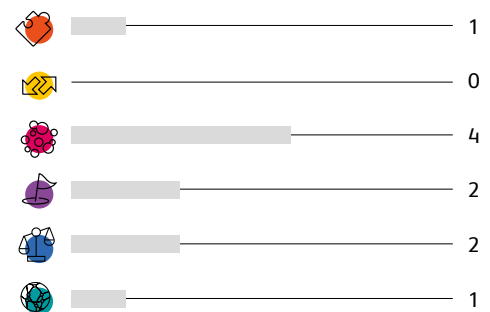
*... shows a high capacity deficit and hence urgency to build human capacity*



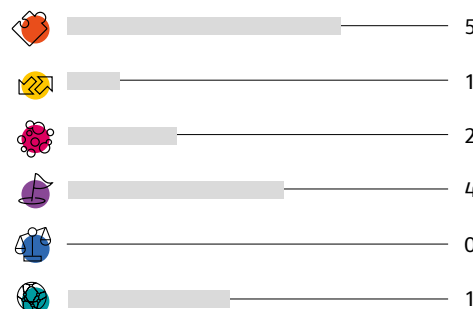
*... is politically very hard to advance in the current local context*



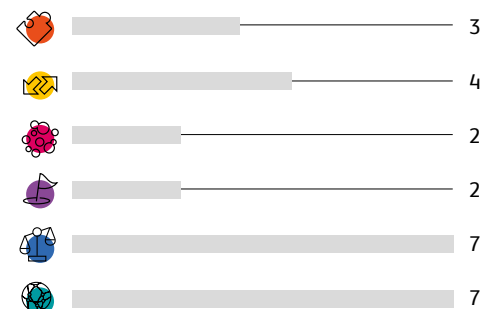
*... is an already crowded issue addressed by (too?) many development actors*



*... is very resource-intensive to advance*



*... holds a major role for SDC (i.e. mid-sized bilateral donors) to play*

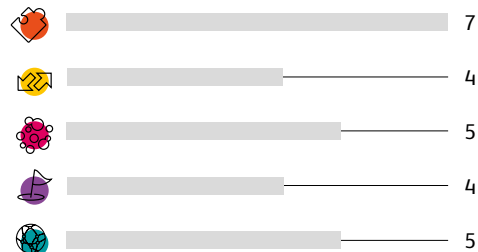




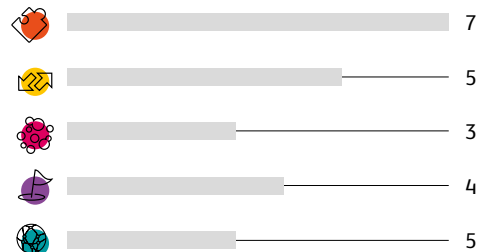
### Promoting Economic Opportunity

Number of participants affirming the statement for each of the different strategic approaches

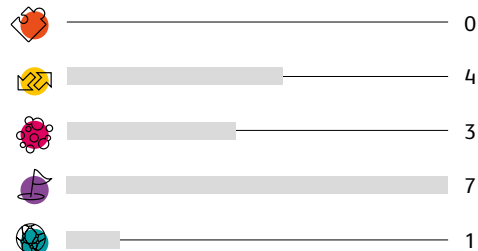
*... holds huge potential*



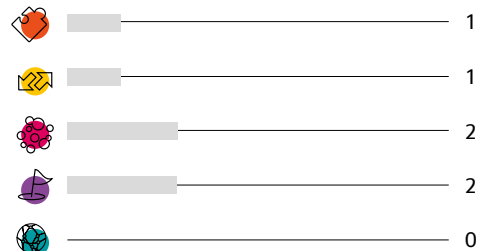
*... shows a high capacity deficit and hence urgency to build human capacity*



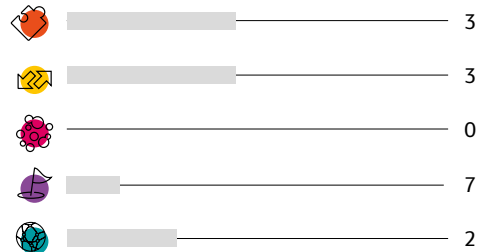
*... is politically very hard to advance in the current local context*



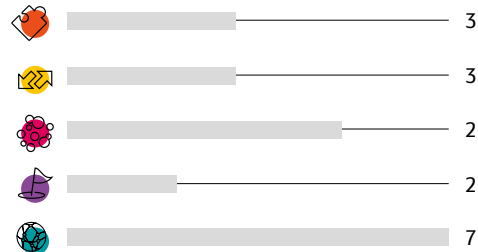
*... is an already crowded issue addressed by (too?) many development actors*



*... is very resource-intensive to advance*



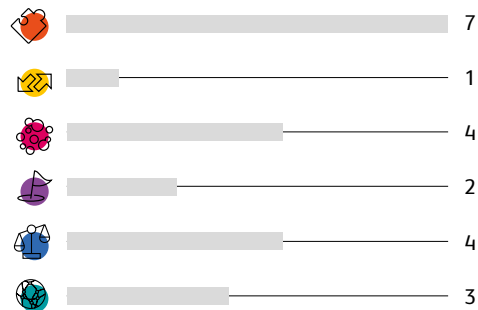
*... holds a major role for SDC (i.e. mid-sized bilateral donors) to play*



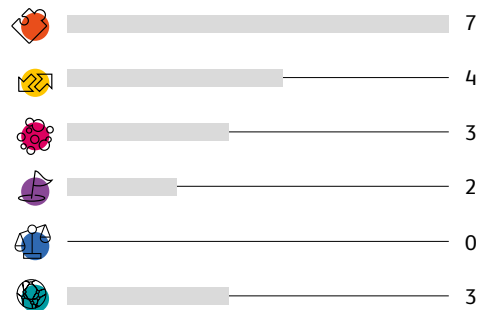
### Strengthening Civic Institutions

Number of participants affirming the statement for each of the different strategic approaches

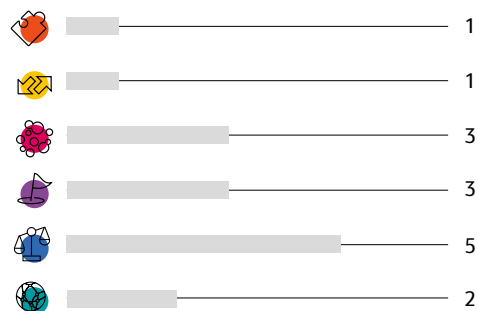
*... holds huge potential*



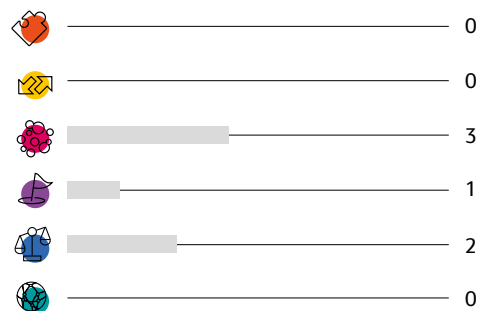
*... shows a high capacity deficit and hence urgency to build human capacity*



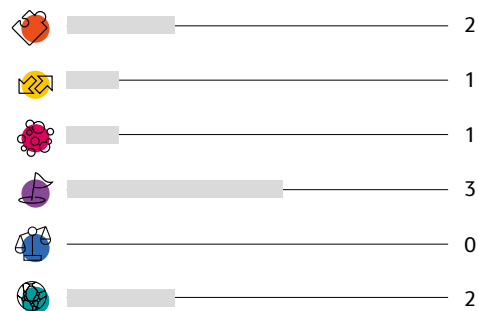
*... is politically very hard to advance in the current local context*



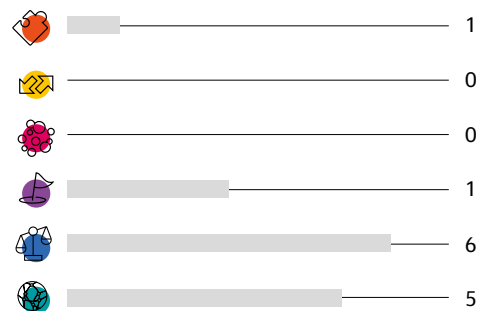
*... is an already crowded issue addressed by (too?) many development actors*



*... is very resource-intensive to advance*



*... holds a major role for SDC (i.e. mid-sized bilateral donors) to play*



## 12.6 Annex 6: Detailed Recommendations for Each Programmatic Focal Area

### 12.6.1 What Could SDC Specifically Do to Improve Service Delivery?

SDC has a tremendous fund of experiences, many of which from its longstanding work in rural development. While the newly emerging context constitutes new situations and challenges, these experiences and practices can be a useful and precious foundation and with some adaptation and “transfer-efforts” will provide knowledge and credibility.

#### SDC could

- strengthen institutions and processes, which work with local communities and spatial surveyors to **gather spatial data and information**, which allows the communities themselves as well as other stakeholders (like local and national authorities, planners and developers, service providers) to understand the spatial dynamics and morphologies of the space they live in. Making information visual is particularly important for less educated communities to understand information.
  - SDC can help building up a skills pool and facilitate links with (international and local) academic institutions, multi-lateral organisations, the private sector and local/international data/tech hubs. Furthermore, there is an opportunity to promote local enterprises to deliver on some of these tasks. Hyper-local spatial data is the foundation for some form of securing tenure, regulating equitable land markets and ensuring residential rights (e.g. protection from arbitrary eviction particularly of the marginalised and poor) and spatial justice.
  - Smart decision making (micro-targeting) in service policy, service planning, budgeting and (sustainable) investment must build heavily on spatial data and information and SDC is well-placed to promote the principles as well as the application/practice of the same through sensitisation and capacity building.
  - Gather information relevant for monitoring and advocacy, on service needs and potentials as well as transparency and accountability of service provision through community/consumer-gathered data and big data.
- **facilitate conventions and inclusive dialogues** and negotiations between multiple stakeholders (rural- urban; local-regional-national, citizens-authorities-experts).
  - This involves facilitating dialogue opportunities between different stakeholder groups, making sense of data and information, thus ensuring a collective epistemic process, where communities have a lead role and can corroborate ownership over data concerning themselves as well as its interpretation.
  - Likewise, coordination networks across formal borders, i.e. along the rural-urban continuum and in entire metropolitan areas (e.g. trade relations, transport, information exchange between cities and their hinterlands) as well as in between (systems of) cities must ensure collaboration and leverage synergies.
  - Engage different stakeholders, particularly local authorities, “brokers”, “landlords” & gatekeepers of informal forms land tenures, marginalised & poor groups (most importantly those with a “tenant” character) on the issue of land tenure/rights/markets, particularly in (newly emerging and growing) peri-urban and informal areas.
  - To harness the service potential of informal structures and actors, demystifying and generating higher acceptance for those is key. Hence, platforms for new multi-stakeholder partnerships must be convened, and opinion leaders like private businesses and media representatives (which are highly regarded by government actors) must be engaged.
  - Services and opportunities must be accessible on equal, equitable and inclusive terms. These conditions have a spatial (remoteness, transport), a legal (the right of movement and presence) and a financial dimension (affordability), which need negotiation.
  - Lastly, the transfer of authority (power) and resources not only to local governance authorities, but (with spatial micro-targeting in mind) to hyper-local governance structures, such as mtaas, neighbourhood-based institutions, etc. is critical, because their proximity gives them a head start to ensure effective citizen-centric service provision.

- **promote new (digital) technologies**, which transform service delivery (including accessibility), the emergence of new service providers and harnessing synergies (e.g. share economy), making services more accessible and more affordable (for instance higher mobility through better, cheaper transport options for people and goods).
  - The transfer process of promising innovations from the global tech milieu, matchmaking and collaborations between different innovators in Tanzania and worldwide (especially Switzerland; including PPPs with Swiss Academia and private sector innovators) needs facilitation. This includes screening/identification of promising technologies, i.e. what works and what could be successful in local conditions.
  - However, ways and frameworks must be identified which to ensure that both, the provision of tech- based innovations and the “consumption”/usage are inclusive and accessible to everyone (leave no one behind); e.g. also empower informal businesses to benefit.
- support citizens’ organisations, systems and other actors, which lead to **strengthening the rights of citizens** (through awareness building, advocacy, lobbying) to receive certain services on inclusive and equitable terms. A subsidiary element is the right to be and move in the city, to live in a specific place, which may require a legally secured right to live in the city, and the protection from arbitrary eviction favourable and affordable locations.
- help **establishing harmonisation mechanisms which are accessible and aligned across regional/local borders** to ensure the efficiency of investments, including business registrations, professional certificates, financial systems, digital patient files and more, which impact the efficient and just service delivery for an increasingly mobile population.
- support – through **policy dialogues** – the **building of legal frameworks** (policies, laws and regulations) of “urban” and “urban-rural” policies, which generate more security, safety and predictability. These are key for to plan efficient services, promote necessary investments, and leverage of synergies.
  - In the absence of formal capacities and structures informally provided services need to be promoted and protected.
  - Since many rural populations depend on services of in urban centres, trans-border transactions along rural-urban linkages must be enabled through planning on metropolitan levels. Likewise, regional service cooperations in networks of secondary and tertiary cities will increase efficiency and effectiveness by leveraging functions of inter-urban systems.
  - The prevalence of different forms of land tenure and the absence of rights especially of marginalised and vulnerable people (including rural migrants) to live in a certain places of their choice (including the protection from arbitrary evictions) and accessing the city, its services and opportunities, makes the creation of legal guarantees vital.

## 12.6.2 What Could SDC Specifically Do to Promote Economic Opportunity?

### SDC could

- promote the **exploration, diffusion and bringing to market of technological innovation**, which entails
  - building networks and collaborations for technological innovation; including the transfer of innovative practices and solutions from the global, particularly Swiss tech innovation milieu and matchmaking with innovators, researchers and entrepreneurs in Tanzania and the region
  - helping to build incubators and hubs for new enterprises (start-ups, growth phase) in secondary and tertiary cities, which can support the local adaptation, tailoring, and further development to meet local conditions and needs; as well as promote remote advice and support allowing decentralised economies to prosper;
  - keeping a particular focus on fostering the development of green (urban) economies/green jobs, including sustainable energy, efficient transportation, resource-efficient production and processing, extension of life span of products (e.g. 3D printing of spare parts).
- support the building of **institutions and processes to gather and analyse rich spatial data and information** to document the spatial morphology, connectivity and exchange, as well as sense-making of the data at the availability of economic actors (especially entrepreneurs (including informal), but also policy makers) to understand and find economic processes, flows and opportunities in rural-urban and inter-urban systems of secondary cities in different regions in Tanzania. This suggests

- documenting flows and densities of persons, goods, finances, services through urban (-rural) systems; both through studies and through creating real-time data gateways/hubs; and convening and facilitating epistemic communities and gatherings to jointly interpret and understand the information;
  - involving (innovative) private enterprises to run technological solutions and platforms as service providers;
  - and through this generate a better sense and forecast for (private) investors on how to make and where to locate their investments.
- **build capacity of informal entrepreneurs** in a way that does not eliminate the particular strengths of informal economies to adapt to the cities' markets, but rather leverages and strengthens their positive aspects and makes them more efficient, productive, inclusive, resilient and sustainable. Stronger capacity should also allow entrepreneurs to cope and interact with formal urban systems and provide access to formal services. Building capacity for informal entrepreneurship means
- providing easily understandable (i.e. visualised) data & information on market dynamics and opportunities and support analysis and interpretation/sense-making of the same;
  - providing access to (technological) innovation and facilitate the grasp and adaptation to local conditions and niches;
- **convene dialogues** and help **establishing legal and regulatory frameworks** which build a shared understanding and deep insight among policy makers, local government authorities, formal and informal entrepreneurs, as well as formal and informal landowners/"landlords" on the functioning of local economies through
- convening exchanges of different actors, who need to interact, cooperate and trade between the formal and informal sector, as well as along rural-urban links and across inter-urban systems to establish value chains and trade/transport/exchange relations and back the same up with policy and legal frameworks;
  - formulating policies to create conducive business environments, including securing investments in certain areas and protecting entrepreneurs from arbitrary setbacks (like evictions, inappropriate increase of land-based rates, etc.);
  - developing policies which permit and facilitate transactions and flows of people, goods, services and finances across different (rural-urban and inter-city) borders.

### 12.6.3 What Could SDC Specifically Do to Strengthen Civic Institutions?

SDC could harness its own experience and track record in Tanzania as well as the strong profile of Swiss development cooperation to

- **convene multi-stakeholder dialogue platforms and networks** within and across Tanzanian cities (to build partnerships), based on open fora as well as enabling them by new (digital) technologies.
  - The different stakeholders of Tanzanian cities need know the territorial, socio-economic and political morphology of their urban and rural-urban systems, down to the spatial micro-level. Local communities and residents must be included and empowered to get to understand their own space they live in.
  - Trans-urban dialogues (with epistemic functions as well as around shaping and negotiating urban development, around planning, budgeting and service delivery) are needed for different urban and (rural connected) stakeholders need to engage with each other. Those must build common ground between citizens (both formally recognised, informally condoned and aspirational), national and local authorities, formal and informal leaders and experts.
  - Tanzania needs a shared understanding and conception of how the devolution of power/authority (including the decentralisation of fiscal means and instruments) – or its absence – will impact on effectiveness and efficiency of urban systems, including the levels of transparency and accountability of governance. These perspectives need to consider a) hyper-local structures and stakeholders and (tied to it) b) informal governance structures which often are the de-facto prevailing authority in many (growing) urban areas. This includes understanding why mistrust towards local governance authorities (from the side of national government as well as international agents) prevails and how to overcome this deficit.
- promote the **exploration, dissemination and use of (digital) technological innovation**, which provide the possibility to citizens to participate and engage with other stakeholders in the shaping and development of their spaces.

- **build capacity of multiple stakeholders** to gain a more accurate technical and systemic understanding on how present and future governance systems will and cannot perform vis-à-vis the aforementioned issues like centralisation-decentralisation, planning for future urban expansion, intra- and inter-urban coordination and collaboration, spatial data collection and processing and sense-making (specifically community/citizen- based approaches, data validation, open data policies), the use of technological (digital) innovations (for inclusiveness, information sharing, efficiency, coordination and cooperation, transparency, and accountability).
- support the **exploration of forms, structures and actors of sub-local and informal governance** in hyper-local settings and territories, how they are organised, how they can be strengthened (particularly to increase their capacities, their transparency, accountability and inclusiveness) and what role play. Once understood, flexible ways of integrating the two must be found, so that both systems can keep making their contributions in multi-stakeholder governance systems, leveraging synergies between the two.
- help **introducing methods allowing participatory gathering and processing of spatial data and information**, particularly community-based (crowd sourcing) methods, which allow communities, citizens, civic institutions but also local and national authorities to get a better grasp and understanding of the territorial morphology of their urban spaces and systems.



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*London/Basel, October 2020*