

TOWN PLANNERS NEWSLETTER

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TANZANIA ASSOCIATION OF PLANNERS

Issue No. 6 ISSN 0856 - 6526 May 2009



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ANNOUNCEMENT

TANZANIA ASSOCIATION OF PLANNERS



The Annual General Meeting (AGM) of Tanzania Association of Planners held on Saturday March 3rd 2007, among other things, elected new office bearers for TAP; the AGM also reviewed the application and annual subscription fees.

1. New Office bearers

President:	Prof. Wilbard J. Kombe
Vice President:	Mrs. Albina M. Burra
Honorary Secretary:	Dr. Alphonse G. Kyessi
Honorary Treasurer:	Mrs. Asteria Mlambo
Council Member:	Mrs. Anna Mtani
Council Member:	Dr. Fred S. Lerise
Council Member:	Dr. John M. Lupala

2. New application and annual subscription fees

- Full Membership: Application fee is TShs. 10,000/= . Annual subscription fee is TShs. 30,000/=.
- Student Membership: Application fee TShs. 5,000/= . Annual subscription fee is TShs. 15,000/=
- All TAP members are required to pay their annual subscription fee by 30th May 2009. Thereafter, names of active members of the Association will be published in one of the dailies.

3. The Association's Bank Account details:

National Bank of Commerce (NBC Ltd.)
Mlimani City Branch, Dar es Salaam
TAP Account No. 053101000741

4. Further Contacts

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URBAN TRANSPORT REFORMS IN TANZANIA:

PLANNING THE DAR RAPID TRANSIT (DART) IN DAR ES SALAAM CITY

*By Asteria Mlambo**

Tanzanian cities like other cities in the World have, increasingly, been facing new challenges which urban societies must respond to if they are to avoid progressive deterioration of the quality of urban life. The challenges are essentially on coping with increasing motorization, and providing and maintaining affordable public transport access.

Development of public transport in Tanzania started in Dar es Salaam City in 1949 when a private British company known as Dar es Salaam Motor Transport Company (DMT) started offering public transport services. Following the Arusha Declaration, DMT was nationalized in 1967, and was transformed into a national monopolistic parastatal organization - Shirika la Usafiri Dar es Salaam (UDA). However, UDA managed to meet only 60% of the public transport demand in the city, leading to long queues at the bus stops causing inconveniences to the passengers. The company's services deteriorated due to poor management and lack of Government subsidy to sustain the low and un-economic fares/rates fixed by the Government.

Following the failure of UDA to provide public transport, the Government, in 1983, allowed

private sector to enter into the public transport industry alongside UDA. However, the private sector deployed vehicles most of which were not suitable for passenger transport. Some of them were trucks converted to passenger vehicles.

From 1997, the Government ceased to control the fares except for students and left for the market to dictate the fare structure. However, public transport service in the city of Dar es Salaam con-

The immediate priority in Dar es Salaam transport reforms has been placed on investigating the potential of Bus Rapid Transit (BRT) as a cost-effective option.

tinued to be quite inadequate.

It has come to the attention of almost everybody that to improve the quality of public transport in our cities and towns, a change in a positive direction is required. The required change must be innovative; a shift from the traditional and inefficient public transport systems to better organized mass transportation systems. Such systems involve the creation of packages of services with greater speed, reliability, safety and security, user and environmental friendliness and comfort.

Attributes of a good urban transport system are typically not provided by conventional bus operations. The immediate priority in

Dar es Salaam transport reforms has been placed on investigating the potential of Bus Rapid Transit (BRT) as a cost-effective option. We are convinced that, through the Bus Rapid Transit (BRT) system several socio-economic benefits will be derived and some of these are: fair return on investments by investors, the development of public private partnerships, and the creation of employment opportunities and a human City.

Prior to the conceptualization of the Bus Rapid Transit (BRT) Concept branded Dar Rapid Transit – DART implying Direct and fast transport for citizens of Dar es Salaam, the commuter bus services is

mainly offered along the corridors of the City's arterial roads serving only a very small percentage of the population. The vast areas of the City mainly characterised by poor road systems remain without reliable services. Also, public transport service in Dar es Salaam is provided by using old, dilapidated and smoke producing buses mainly mini-buses. This has contributed significantly to air pollution in the city.

Dar Rapid Transit (DART) project was initiated in 2002 by Dar es Salaam City Council, a local Government Authority. During the first two years the focus was on soliciting support of the citizens, operators and the government. It is interesting to note that

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although DART is a challenging project with respect to organizing existing bus operators and soliciting government support to finance the infrastructure through effective stakeholders participation and communication; stakeholders consensus have been built and government support secured.

In the planning process stakeholders were provided with an opportunity to reflect on the existing situation – what is actually happening, the causes and consequences of the problems giving high priority to existing operators. To-date the planning process has been smooth and through an improved understanding capacities have been developed, initiatives are being taken to improve mobility. We have learned that “Changing what people know or think does not necessarily change what they do. People must be involved in making decisions that will affect them: decisions about their priorities, their needs, their goals and their city plans for development”.

The DART project has also influenced development of effective

institutions for managing transportation in cities. Establishment of the Dar Rapid Transit (DART) Agency after endorsement of the Cabinet on July 06th, 2006 addresses one of the major challenge of institutional fragmentation and lack of coordination. The established Agency will guide development of the Bus Rapid Transit (BRT) system in Dar es Salaam; plan and implement for non-mo-

The VISION document if implemented properly will help in reducing traffic congestion, emissions and significantly contribute to city transformation.

torized transport users, improved traffic circulation of intersections and ensure Public transport systems is coordinated to facilitate orderly traffic flow.

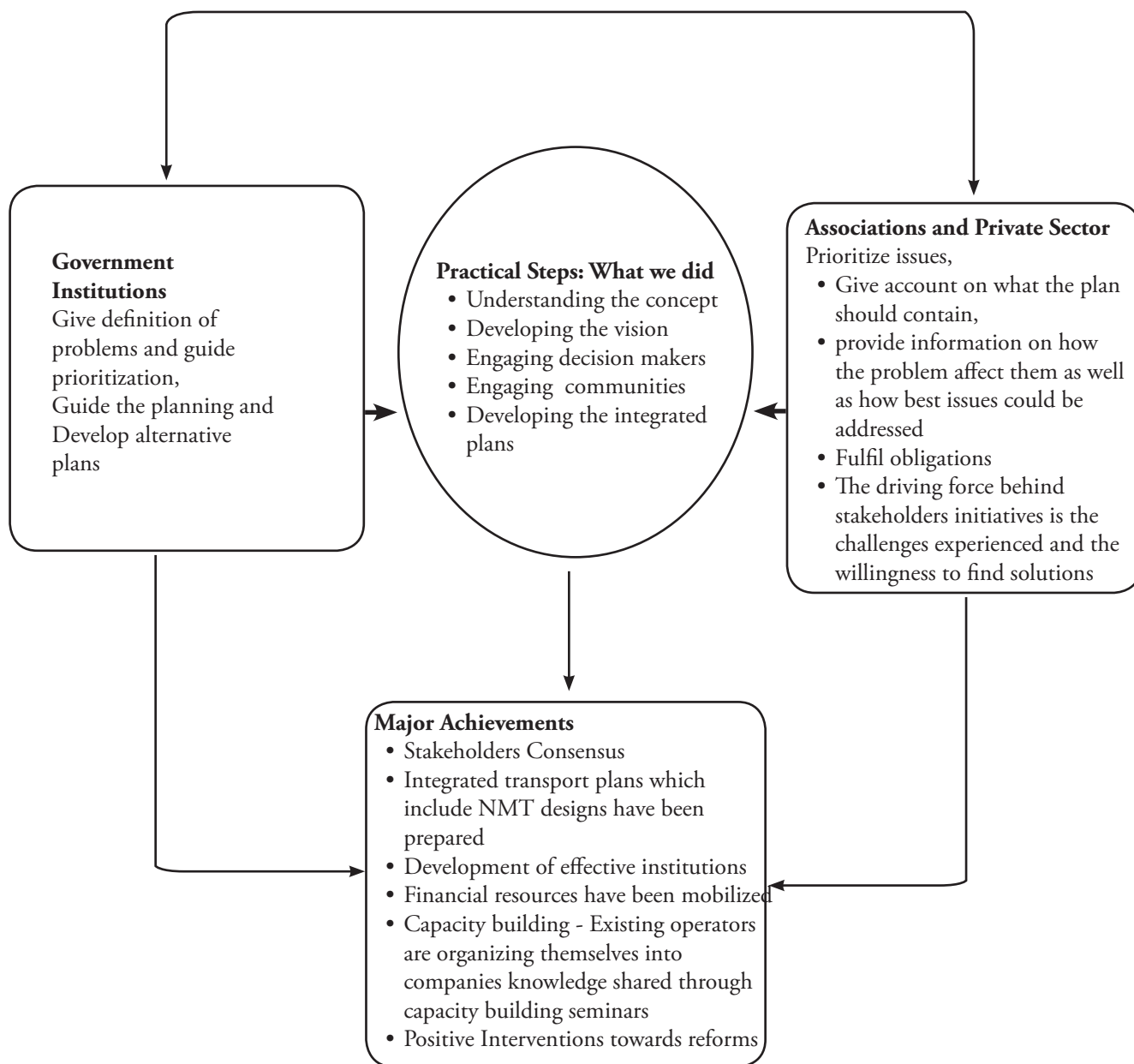
In another development the Government of Japan, pursuant to a request from the Government of Tanzania, sponsored a transportation master plan study for the Dar Es Salaam city. The study titled Dar es Salaam Transport Policy and System Development Master Plan, was under guidance of the Japan International Cooperation

Agency (JICA), who have selected a consortium of consultants to undertake the study. The Study Team, consisting of Pacific Consultants International (PCI) and Construction Project Consultants (CPC) from Tokyo - Japan has initiated technical efforts since April, 2007. The study was finalised by May 2008.

The overall goal of the Study was to formulate Urban Transportation Policy and System Development Master Plan with the target year of year 2030 for the city of Dar es Salaam. As the short-term objectives of the Study action plans to alleviate the current traffic congestion problems have been formulated. The consultants also prepared Preliminary Feasibility Study for the selected priority projects and developed a Capacity Development plan in order to ensure effective implementation of the proposed projects. The VISION document if implemented properly will help in reducing traffic congestion, emissions and significantly contribute to city transformation.

The figure below is a summary of steps and major achievements in planning the DART.

Figure 1: Effective Stakeholders Participation and Communication are the Keys to Successful Transport Reforms



NB: The DART Vision is: *“To have a modern public transport system at a reasonable cost to the users and yet profitable to the operators using quality, environmentally friendly, high capacity buses which meet international service standards that operate on exclusive lanes, reducing travel time”.*

ENDING CORRUPTION:

CREATING AWARENESS AND THE ROLE OF CIVIL SOCIETIES

Citizens face potential corruption practically at every level and every sector of life. It could be at the local police station, land department, electricity and water authority, municipal authorities, local courts or the tax department offices. Government alone cannot succeed in combating corruption without the active participation of civil societies and citizen action groups. Civil societies are in the best position to articulate the griev-

ances of the citizen and highlight priorities of action on corruption to governments. Civil societies can serve many important roles – as observer, critic, analyst, campaigner, or whistleblower. They can create public awareness against corruption and mobilize citizens to fight against corruption in ways that governments cannot. Civil societies can also play a

strong role to organize campaigns against corrupt individuals and institutions.

Government alone cannot succeed in combating corruption without the active participation of civil societies and citizen action groups.

FORMALISATION OF LAND PROPERTY RIGHTS IN UNPLANNED SETTLEMENTS:

CASE OF DAR ES SALAAM, TANZANIA

By Sarah A. Kyessi, Anna Misigaro* and Justin Shoo**

1.0 Introduction

Tanzania has been experiencing a rapid rate of urbanisation of up to 8% per annum. The urban population has increased from 5% in 1967 to 23% in year 2002 (URT 2003). The rapid growth of urban centres has been the result of rural urban migration and natural increase. Removal of movement

restrictions to urban areas after independence was also a contributing factor (URT 2000).

The urban growth rate is higher than the capacity of the responsible authorities to cope with the provision of decent and affordable shelter. In addition, providing planned and serviced plots

for shelter development has been a major hindrance to developers. To cope with the deficiency, individuals have been constructing houses in the unplanned areas with inadequate basic infrastructure and social facilities. Today, the unplanned settlements in major urban areas have proliferated and between 40% and 70% of the Tanzania's urban population live in such settlements.

Dar es Salaam City, the largest and primary urban centre in Tanzania with over 3 million people has approximately two thirds of

Dar es Salaam City, the largest and primary urban centre in Tanzania with over 3 million people has approximately two thirds of its residents living in informal settlements. 80% of the residential housing is found in these informal settlements of which land is not formally registered.

* **Ms. Sarah Kyessi** is a Principal Town Planner and Assistant Director with the Ministry of Lands, Housing and Human Settlements Development in Tanzania and the Manager for a Project to Create a Comprehensive Urban Land Property Register for Economic Empowerment of Residents in Informal Settlements in Tanzania.

* **Ms Anna Misigaro** is a Senior Town Planner and Assistant Director of the Revolving Housing Loan Fund in the Ministry of Lands, Housing and Human Settlements Development.

* **Mr Justin Shoo** is a Senior Town Planner in the Ministry of Lands, Housing and Human Settlements Development.

its residents living in informal settlements. 80% of the residential housing is found in these informal settlements of which land is not formally registered. Properties found in these areas are sound or improvable. It seems that issuing of residential licenses would enhance land tenure security in the informal settlements and owners of the properties may use their residential licenses to access credit in financial institutions.

2.0 Implementation of the Land Property Registration Project

Implementation of this project is yet another attempt by the government in shelter improvement by enhancing security of tenure in the unplanned settlements by issuing residential licenses (URT 2004).

2.1 Background to the project

Implementation of this project was prompted by several other responsibilities of the Ministry of Lands, Housing and Human Settlements Development, which include;

- (a) Implementation of the National Land Policy 1995 and the Human Settlements Policy 2000.
- (b) Implementation of the National Land Act 1999 (Act No. 4 of 1999) Sub-section 23 which provides for issuing derivatives right of occupying land in unplanned settlements known as Residential Licenses for a period of not less than six months and not exceeding two years.
- (c) The government needed to create a conducive environment to enable Tanzanians to own land and participate in economic activities. This is in line with implementation of MKUKUTA and Millennium Development Goals, Goal 7 Target 11.

2.2 Objectives of the project

Specific objectives include:

- To identify ownership of individual properties in the unplanned settlement and prepare property registers;
- To enhance security of tenure in the existing unplanned settlements by issuing residential licenses to property owners, hence increase the economic value of land and properties to be used as collateral;
- To increase government revenue through land rent and property tax from the unplanned settlements;
- To create a comprehensive database for efficient land administration by stakeholders and enhance environmental protection; and
- To build capacity within the Ministry and in the local authorities.

2.3 Implementation of the Dar es Salaam Project

The Ministry of Lands in collaboration with the Dar es Salaam City Council and the three Municipalities of Ilala, Kinondoni and Temeke are jointly executing the project by having representatives in the project's three administrative committees.

The project will cover the whole unplanned area in the City of Dar es Salaam up to its defined jurisdiction boundaries. About 400,000 properties were expected to be registered in two phases within a period of two years, 2004-2006, however, this was not accomplished. Property identification started in October 2004 by the end of June 2005 the project identified a total of 220,131 properties in 180 *Miitaas* within 43 wards in the three Municipalities as follows: 63,146 in Kinondoni, 58,605 in Ilala and 98,380 in Temeke.

Implementation of phase II in the Peri-Urban areas started in October 2006 with property registration and identification of major land uses to facilitate proper planning for Dar es Salaam City. Parallel with this preparation of detailed layout schemes and regularization schemes will be prepared to guide future land development in these areas.

2.4 Approach being applied

A participatory approach is being used in about nine steps as follows:

2.4.1 Identification of the major unplanned settlements

Major unplanned settlements within Dar es Salaam city were identified to establish the magnitude of the work. There were about 54 such areas, but when villages, which were previously on the periphery, and other small-unplanned settlements were included, the number rose to 100 (Sliuzas 2004)

2.4.2 Involvement of other stakeholders

The project carried out public awareness campaigns as a strategy in the participatory approach towards implementation of the project. Parallel with public meetings, advertisements through mass media i.e. television, radio, newspapers and brochures were carried out.

2.4.3 Preparation of base maps and digital images

Implementation of Phase I of the project used satellite images with a resolution of 0.6m discerning most features on the ground, covering an area of 498 square kilometres. The images were in digital

and in Geographical Information Systems (GIS)-ready format. Aerial photographs and satellite images are also used in the implementation of phase II.

2.4.4 Formation of working groups

Working groups composed of professional town planners, surveyors with knowledge in aerial photo interpretation and map reading as group leaders. Land officers and valuers together with survey technicians and cartographers from Kinondoni, Ilala, and Temeke municipalities and the Ministry of Lands were included to administer the questionnaires.

The working groups also incorporated other professionals from other upcountry urban centers like Mwanza, Morogoro, Mbeya, Tabora, Tanga, Moshi, Iringa, Mtwara, Ruvuma, Mara, Singida and Arumeru for capacity building. Parallel with this, field assistants including non-professionals were also temporarily employed in this exercise to administer the questionnaires.

2.4.5 Property identification

The digital images were used in identification of physical properties on the ground and permanent and seasonal water bodies, which assisted in assessing environmental hazardous areas e.g. low laying land and steep slopes. The main physical features included buildings, road networks, open spaces, drainage structures, electricity lines, and public buildings. In collaboration with property owners in identifying boundaries, land parcels were delineated on the images to form entity polygons, and assigned with an identification number bearing District/Ward/*Mtaa*/Block/House Number. This system of numbering made the polygon to be unique in the database. The delineated polygons

were later entered in the database using on screen digitization.

2.4.6 Socio-economic survey

The non-spatial data and information for each lot was collected through administration of a questionnaire. House owners, husband/wife or close relatives with the age of 18 years and above were asked to provide the required information for creating a database.

2.4.7 Creation of a database

A database with two components was created:

- Spatial database (including graphics) which was created by conducting field survey using hard copies of recent satellite images for delineation of property boundaries and other features; assigning of parcel identification number and owner's name, on screen digitization using Arc View / Arc GIS software. The area of the parcel was generated automatically by GIS software.
- Non-spatial database (alphanumeric) was created by entering information from a questionnaire applied to each property in the computers using SQL Server 2000 Database Management System. The non-spatial database stored the information such as household characteristics, expenditure pattern and income data, housing conditions, level of services etc.

2.4.8 Preparation of Property Registers

With both spatial and non-spatial data in a computer, a comprehensive database was established. With Geographical Information Systems (GIS) as a tool for handling such data, the spatial database was combined with the non-spatial database using the identifica-

tion number as unifier. In essence the database is a vital resource for decision making in land management; planning, allocation of facilities, enforcement of planning control conditions and issuance of residential licenses etc.

2.4.9 Verification of maps and registers

The registers and maps prepared were displayed in the Ward and *Mtaa* offices for the residents to verify the authentic of the information for a period of 14 days. Corrections were rectified in the database. Hard copies of registers and maps of the respective *Mtaa* are available at the office of the *Mtaa* Chairperson and the Ward offices. The final data was handed over to the municipalities for day-to-day administration of the land registers and issuing of residential licenses.

3.0 ISSUING RESIDENTIAL LICENCES BY THE MUNICIPALITIES

The ultimate output of the project is issuing of Residential Licenses to property owners in the respective areas.

- Applicants are required to obtain an application form from the *Mtaa* Chairperson. Forms are signed by the *Mtaa* Chairman and Ward Secretary to certify ownership of property.
- The signed form is returned to the Municipality, and the applicant is obliged to pay preparation fees together with annual land rent for the current year, which depends on the size and use of the plot.
- The license is produced and printed for signature by an Authorised Officer and registered by appointed Assistant Registrar of Titles.

By July 2007, a total of 70,500 residential licenses had already been prepared while a total of 64,800 were issued.

4.0 PROJECT FUNDING AND COST RECOVERY

The government through the MLHHS D decided to finance the pilot project from borrowed funds from the Treasury.

4.1 Investment Costs

The cost of the project was estimated at TShs. 3.2 billion. Phase I of the project was estimated at TShs. 1.8 billion while phase II was estimated at 1.4 billion. This cost would have to be recovered through land rent and preparation of Residential Licenses.

4.2 Costs recovery

Although, the MLHHS D have been collecting revenue (Land rent) in planned areas in Dar es Salaam, collection **of the same from the unplanned settlements** was agreed to be the responsibility of the municipalities. According to government regulations if the Municipalities are to play that role effectively, then they would be allocated with 20% of the land rent as agency fees, and 80% of the preparation fees while the Central Government remained with 80% of the land rent and 20% of the preparation fees respectively.

6.0 CHALLENGES

There are several challenges facing the project in its implementation:

- Scaling up of the project needs huge commitments from stakeholders;
- Inadequate financial and technical capacity;
- Absenteeism of some property owners;
- Non-availability of land for service provision; and

- Absence of a continuous monitoring system.

7.0 LESSONS LEARNT

The implementation of this project would have ensured that residents living in the unplanned settlements are economically empowered, and that they can use their land to alleviate poverty. There are several lessons to be learnt from implementation of these projects:

- Identifying the properties and issuing of residential licenses will enhance security of tenure and mainstream the informal land into the formal land market. Residents will be able to use their land as collateral for mortgage purposes to secure credits from financial institutions.
- Having a complete land register of all properties in the unplanned settlements in the established database will enable the government to collect land rent and local government collect property tax and other fees. Also utility companies would easily identify and locate beneficiaries of services for collecting bills, this would improve the recovery of services and equipment costs; hence improve the economy.
- Up to date information has always been a setback in decision making in case of intervention by the responsible authorities as in most cases such information is outdated and/or lacking. With this database in place, land administration and management will be more sustainable while local leaders could easily engage in management information to ensure accuracy and that it is current due to an updating that can be monitored.
- Effective use of the compre-

hensive database system (GIS) will improve land administration in the unplanned settlements and hopefully service delivery to the public.

- The registers will be used as a tool for development control and the local authorities through local leaders should conduct education campaigns on density control and environmental protection.
- The registers should not be altered without consent from the municipality, this will prevent further subdivision of land especially in the intermediate areas where land to build is still available.
- Restrictions in issuing residential licences and development control in hazardous areas will discourage further development in such areas and encourage people to move out to safe areas.
- Property registration is an initial step towards regularisation process. The established land register will facilitate issuing of Certificate of Right of Occupancy after regularisation of the areas.

8.0 WAY FORWARD

The project is not an end to itself, however, in implementation of MKUKUTA and the Millennium Development Goals, the Ministry of LANDS in collaborations with PMO-RALG will sensitize other stakeholders in carrying out regularization schemes in order to enable landowners to access utilities such as roads and drainage, water supply and sanitation, electricity etc. Regularization is ongoing in Dar es Salaam, Mwanza, Tanga and Dodoma.

Through the implementation of this project, the Ministry of LANDS involves professionals

from other urban councils in the working-groups for capacities building to enable them implement such projects in their areas. This experience, together with involving all stakeholders in planning, surveying and servicing plots with cost recovery component, will tend to cultivate good governance towards reducing or curbing the growth of unplanned settlements in all urban centers.

9.0 CONCLUSION

Formalization of properties by issuing of residential licenses to residents in the unplanned areas in Dar es Salaam seems to be a success project. Most property owners are eager to have authentic documents for secure tenure. The residential licenses will enhance security of tenure in the unplanned areas and owners can use their residential licenses to access financial resources and alleviate poverty.

The established registers will also improve land management and administration through readily available information in the database for quick decision-making for efficient service delivery to the public and prevent further subdivision of land especially in areas, which are not yet densely developed. These registers will also enable the government to collect land rent and facilitate local government to collect property tax and hence boost up functioning of the urban economy.

TOWARDS ERADICATION OF UNPLANNED AREAS IN DAR ES SALAAM CITY:

INNOVATIVE DAR ES SALAAM 20,000 PLOTS PROJECT – A SUCCESS STORY

*By Clemence S. Mero**

1.0 DESCRIPTION OF THE INITIATIVE/PROJECT

The Ministry of Lands, Housing and Human Settlements Development (MLHHSD) initiated the Dar es Salaam 20,000 Plots Project in the financial year 2002/2003 with the following objectives:

- (1) To eradicate poverty amongst the inhabitants of the Dar es Salaam City through the land Sector. The title deeds to be issued to the plot owners can be used as collateral to financial institutions for loans.
- (2) To raise the standard of living in the project areas by providing basic infrastructure and thereby reducing poverty.
- (3) To reduce problems emanating from squatter settlements and urban development in hazardous areas.
- (4) To reduce environmental degradation caused by the construc-

tion of houses without due regard to building rules, laws, and regulations.

- (5) To provide space for the provision of basic infrastructure.
- (6) One of the strategies to curb corruption in the allocation of plots.

The shortage of surveyed plots on which to build residential accommodation was evident in Dar es Salaam before the Project, the main cause being the rising urban population and the inability of the government to clear third party interests in areas earmarked for plot survey.

In an effort to satisfy the growing demands for plots, the MLHHSD was able to secure a loan from the Treasury amounting to TAS 8.9 billion (8.9 million USD) in the 2002/2003 financial year. The money was specifically meant for survey and delivery of 20,000 plots in Dar es Salaam city hence the name of the Project. By Au-

gust 2003, (i.e. one year of its implementation) about 21,000 plots had already been surveyed. To date (January 2009) the figure stands at 40,000 plots). The project is a success story, has shown positive impacts towards achieving sustainable development of the City and it is in the framework of the Global Millennium Development Goal (GMDG).

2.0 MAIN PARTNERS

The Dar es Salaam 20,000 Plots Project can be cited as one of projects which has involved many partners from the grassroots level up to the main administrative office of the nation (i.e. the President's Office). The list of partners who participated in planning, design, implementation and funding include the MLHHSD, Dar es Salaam City Council, Temeke Municipal Council, Kinondoni Municipal Council, and Ilala Municipal Council; and others such

* Clemence S. Mero is a Principal Town Planner II, Ministry of Lands, Housing and Human Settlements Developments Task Force Secretary – Dar e Salaam 20,000 Plots Project

as the private Sector (Valuation Firms, Land Surveying Firms and Road Contractors), the Parliament and Ministry of Finance, President's Office, individual land/farm owners in the project areas and plot applicants.

The Project has excelled in creating partnership and good working environment between the Central Government and the 4 Local Authorities in Dar es Salaam (i.e. Dar es Salaam City Council, Kinondoni, Tememe and Ilala Municipal Councils). Some of the project activities were contracted to the private sector. The activities included Aerial photography (55.4 sq. km), Valuation of crops, land and other properties of the former landowners; cadastral survey (75% of all plots were surveyed by private firms) and road construction (828 km out of 848 constructed by private firms). The private sector completed the assignments successfully and proved to be a reliable partners in future urban development projects.

3.0 SUSTAINABILITY

Tanzania is urbanizing rapidly. The development of urban centres in the country has not been sustainable because it has not combined socio-economic development with environmental conservation and protection and thereby aggravating urban poverty. The Dar es Salaam 20,000 Plots Project provided surveyed and serviced plots for human habitation. In the absence of these plots, the developers would have resorted to build in unplanned areas without services and security of tenure. The land ownership titles provided for each plot in the project will enable the owners to use their land as a collateral for getting loans from financial institutions. This initiative is in line with the National Poverty Reduction Strategy Paper

in which the Ministry of Lands is required to ensure that land titles are issued to developers, as without land titles their investments become *Dead Capital*.

The Project has proved to be financially viable. The Ministry of Lands received only TAS 8.9 billion to carry out a project which was originally estimated to cost TAS 18 billion. The Ministry managed to revolve the seed money by ensuring that compensations were promptly paid to allow survey teams to enter the project areas. The surveyed plots were allocated to developers at cost and the funds collected were spent in meeting the plot production costs and road construction. Such successes can only be observed in financially viable projects.

4.0 TRANSFERABILITY AND UPSCALLING

Similar projects are under implementation in Mbeya and Mwanza cities, Morogoro and Kinondoni municipalities, Kibaha Town and Bagamoyo District. A total of TAS. 3,300,988,463 has been loaned to these Urban Authorities and total number of plots expected is 21,000. Efforts are underway to replicate the project in other towns that have shown interest in plots survey projects. Their project write-ups are being appraised. Guidelines for project write-up have been sent to all District councils, towns, municipalities and cities countrywide.

5.0 INNOVATION

The Dar es Salaam 20,000 Plots Project has proved to be innovative in many aspects, namely:

- (1) The ability of local expertise. Through the implementation of the project the Ministry of lands proved that it has the expertise required to undertake multibil-

lion shillings urban worth planning projects. The Ministry did not hire expatriates in implementing the project.

- (2) The use of modern technology to achieve set goals
The project involved the use of advanced modern technology in all aspects of aerial photography, urban planning, valuation and compensation, Land surveying, processing of title deeds and record keeping.
- (3) Close working relationships between Central Government and Local Authorities proved invaluable in the success of the project. There is now more cohesion as the project drew professionals from nearly all units of the ministry and the Local Authorities.
- (4) The Ministry used the project to test the potentiality of the private sector in implementing urban development projects. The partnership between the private sector and public sector during the implementation phase was generally a success.
- (5) Involvement of the stakeholders with interest in land development. The project provided an opportunity to put into practice the new Land Act and stakeholders participated in the implementation of the project according to the Town and Country Planning Ordinance.
- (6) The project excelled in creating an environment in which land can officially be allocated to women. It paved the way for operationalisation of the New Land Laws (land Act No. 4 & 5 of 1999), which stipulates that land allocation should not discriminate gender/women. So far, the available statistics show that 32% of all the plots have been allocated to women. The following Chart indicates plots allocation by gender.

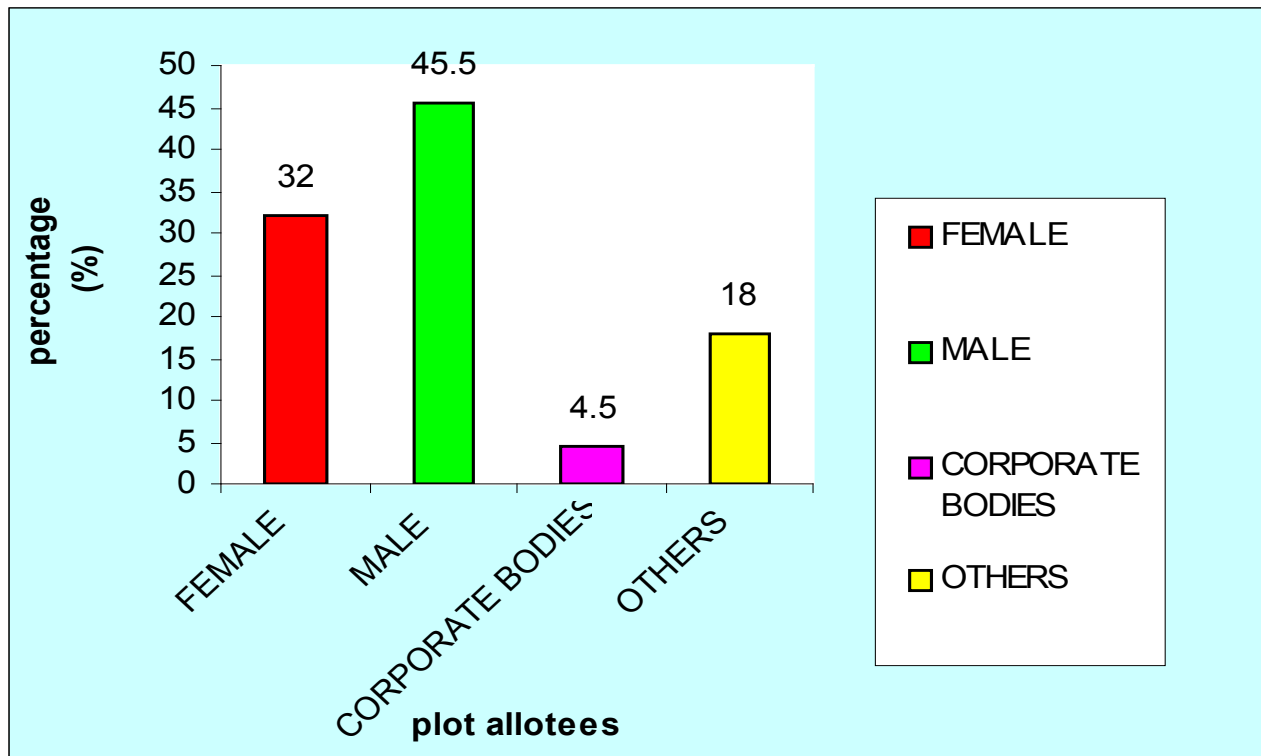


Chart No. 1. Plot allocation by gender

THE ROLE OF TOWN PLANNING IN URBAN SAFETY:

THE CASE OF SAFER CITIES TANZANIA

*By: Anna W. Mtani**

1.0 BACKGROUND

The major goal in Town Planning is to create a safe, functional and long-term environment for a robust society. This requires important connections and linkages between housing, working environment and key social and physical services such as education, health care, roads and sanitation. Whilst these may be in place, they are threatened by either natural or other risks caused by human activities. Cities are very complex human creations which are experiencing great risk both from a wide range of hazards and from their own multiple vulnerabilities which include rapid urbani-

zation, crime, terrorism, traffic congestion, air pollution, poverty and consequences of poor urban management and governance. As efforts to manage natural disaster improve, human threats are on the increase e.g. traffic safety and fear for crime.

Perceptions of crime and fear of victimization threatens both the use of public realms and the creation of successful town planning. Town Planners should mould cities through appropriate urban policies including the following:

- Meet environmental sustainability within the constraints of non-renewable and natural resources within the capacity of the environment without

compromising the future;

- See city projects are economically and financially feasible, affordable and accessible to the community at large;
- Initiate development that seeks to fulfill social and cultural aspirations of communities; and
- Advocate appropriate technology to meet community needs and users.

For this to happen, town planners must work in a highly charged political atmosphere. In the context of decentralization, town planners should work down the ladder using the bottom-up approach that is, listening to people's needs and innovations, while linking them with existing policies before draw-

ing up the plans. It, therefore, calls for a multi-sectoral planning approach such as the Environmental Planning and Management (EPM) also demonstrated by Dar es Salaam City and other municipalities in Tanzania.

2.0 THE ROLE OF URBAN PLANNERS IN CRIME PREVENTION: THE SAFER CITIES APPROACH

Urban societies are heterogeneous in terms of social groups. They both present global capital that uses cities as an organizational commodity to maximize profit and includes local population that need cities as places to live. In this regard, safety and security becomes a basic need, risk and a governance issue. Urban violence previously regarded as an issue of criminal pathology is now recognized as a development issue and a personal need.

Internationally, urban crime rates are soaring particularly in cities of the developing world. Reports indicate a worldwide increase in urban violence and insecurity estimate growing at a rate of 4% per annum.¹ Other records indicates that between 1990 and 2000, incidents of violent crime per 100,000 persons increased from 6 to 8.8% in which recent studies over the past 5 years 60% of world urban residents have been victims of crime.² A rapid appraisal of crime data available in police records done by Safer Cities Dar es Salaam in 1997 indicated that Dar es Salaam recorded 25% of all crimes reported in the country for 5 previous years.

According to United Nations International Crime and Justice Research Institute records (UNICRI), violence crime accounts on average for 25-30% of offences in cities of developing countries³. The causes are manifold based on three key areas:

- (i) **Social** – as a result of social exclusion due to magnalisation, unemployment, illiteracy, and lack of family integration and domestic violence.
- (ii) **Institutional**- based on inability of criminal justice system to handle cases of minor delinquency. In most cases, justice is slow, ill suited to developing urban conflict, overloaded, its language is inaccessible to majority of urban population and prisons are overcrowded with potential graduates of technical criminal network systems; and
- (iii) **Physical environment** – Poor town planning/designs and management of urbanization process, coupled with inadequate urban

As efforts to manage natural disaster improve, human threats are on the increase e.g. traffic safety and fear for crime.

services, failure to incorporate security related issues in urban management polices and training curriculum also contribute to poor management of urban safety. On the other hand, poorly protected public and semi-public spaces are the key issues within the horizon of town planners in the context of promiscuity and lawlessness in poor districts of urban agglomeration.

Town Planners have a role in addressing Urban Safety and Crime

Prevention. Urban Safety has been identified by many development actors as key issues of urban development and crucial component of service delivery. In Tanzania, policies and legislation provide for participatory action and locate responsibilities for maintenance of peace and order to both central and local government authorities under the constitution of the United Republic of Tanzania Articles 145 and 146 (2) (b) and Local Government Act No.8/1882 Section 54. In this regard, town planners within the regime of Local Authorities plays a key role in linking different stakeholders through a participatory approach to develop local strategies linked to crime prevention by promoting a culture of solidarity and respect to human rights; land use and development, poverty reduction and thus demonstrating good governance.

3.0 CONSEQUENCES OF INCREASED CRIME IN URBAN AREAS

The consequences of crime and the fear of crime may range from threatening of democratic foundations of communities and quality of life, political consequences and may lead to economic stagnation and increase of overall costs of managing security.

- i) Feelings of insecurity to urban population may threaten the democratic foundation of a community or society. These results to abandonment of certain neighbourhoods, development of “*architecture of fear*” symbol-

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¹ UNCHS report – Habitat debate March 1998.Vol.4 No.1

² UN Habitat Journal to mark the World Habitat Day 1st October 2007 on “*A safe city is a just city,*”

³ UNCHS report – Habitat debate March 1998.Vol.4 No.1

ized by high walls, electrocuted fences, severe dogs, and security guards sometimes all around one dwelling. On the other side, this phenomenon has proved to be more risk like the crime itself when it comes to rescue from fire or invention by criminals into the premises. Likewise, is possibility of stigmatization of some districts/communities, withdrawal of investments and spontaneous forms of just leading to lynching.

- ii) Increase of crime has impacted more to the poor because they do not have the means to protect themselves - such as fencing their houses, employing security guards and getting information about crime.
- iii) Increase of overall costs of insecurity, which counts for between 5-6% of GNP in cities in the North and between 8-10% in cities of the South.
- iv) Privatization of public security – manifested by increase of private security companies estimated to grow at a rate of 30% in the south and 8% in the North. The issue here is training, abuse of responsibility, corruption, and the like. A study conducted by Safer Cities has observed that there are more than 150 registered security companies in the country with more opportunities to increase.

4.0 CRIME PREVENTION: THE CITY LEVEL APPROACH

Involvement of city governments (Local Government Authorities - Urban) in crime prevention and urban safety is a recent phenomenon.

Internationally it was promoted through Mayors conferences held in Montreal (1989) and Paris (1991), while in England and Scotland it was promoted by Urban Communities in early 1980s. The need to involve local governments was reiterated during the UN-Habitat II conference in Istanbul in 1996 following Mayors' request for international technical support to involve Local Government Authorities in preventing crime, violence and delinquency (Habitat Agenda Para 123).⁴ This was echoed during the African Mayors Conference held in Johannesburg (1998). In Tanzania, local authorities are mandated by law to prevent crime and maintenance of peace and order by the constitution of United Republic of Tanzania (URT) 1977 and Local Government Act 1982.⁵

Different approaches have been adopted by different cities in crime prevention including increased attempt by public to address crime through reinforced repression by the government (increase police power, tough imprisonment sentences (zero tolerance) and socio-economic interventions through job creation for poor communities, skills development and training, low income housing strategies, upgrading of informal settlements by providing minimum standard of basic services, etc.

Crime prevention with a more holistic approach addressing not only the symptoms but also more specifically the underlying causes of crime is able to alter the environment in which crime occurs or by intervening more broadly to change the social or other condi-

tions, which are thought to have causal significance.

5.0 IMPLEMENTING THE SAFER CITIES PROGRAMME IN TANZANIA

Safer Cities approach for crime prevention in Tanzania was initiated in Dar es Salaam soon after the Istanbul Conference (1996) by the then Dar es Salaam City Commission in 1997 and officially launched in 1998 with the aim of strengthening the capacity of local authorities to address issues of urban safety and security in partnership with other stakeholders and communities. Through stakeholder consultations, four strategies were recommended and adopted. These were:

- (i) Institutional capacity building;
- (ii) Law enforcement and justice delivery;
- (iii) Addressing underlying causes of crime through social prevention; and
- (iv) Documentation, dissemination and up-scaling.

Implementations of the four strategies in different parts of the city were based on the three pillars of crime prevention: institutional prevention, social prevention and physical/environmental prevention. Working with communities and different partners, the initiative had direct connection to urban planning and design in view of developing prevention measures as indicated below.

a) Institutional Prevention

* Clemence S. Mero (*Principal Town Planner II*), Task Force Secretary – Dar e Salaam 20,000 Plots Project

⁴ "To prevent, reduce and eliminate violence and crime, governments at the appropriate levels, including local authorities, in partnership with all interested parties should... promote crime prevention through social development by finding ways to help communities deal with underlying factors that undermine community safety and results in crime... promote personal security.

⁵ URT Constitution Article 146 (2) (b)... "The purpose of having local authorities is to transfer authority to the people...to ensure enforcement of law and public safety of the people" Local Government Act 1982 Sect.54 (1) (a) ... It shall be the responsibility of each urban authority as a local government authority... to maintain and facilitate the maintenance of peace, order and good governance within its area of jurisdiction. Sect 54(2) (a) For the purpose of better execution of its functions... local authority shall take all such measures as in its opinion are necessary, desirable, conducive or expedient... for the suppression of crime, the maintenance of peace and good order and the protection of public and private property lawfully acquired.

- supporting the institutional capacity through:

- **Supporting Institutional framework** – enabling implementation of crime prevention activities by establishing Safer Cities Units within the four local authorities with a budget to support implementation;
- **Law enforcement:** By facilitating establishment of the City Auxiliary Police deployed in Dar es Salaam City Council and the three municipalities;
- **Improve justice delivery** systems at community level, example of implementing the Ward Tribunal Act (1985) in Tanzania for amicable settlement of minor offences at community level; and
- **Community initiatives** for crime prevention such as neighbourhood watch group “Sungusungu” in Tanzania.

b) **Social Prevention** – Addressing underlying causes of crime such as unemployment and poor income, moral decay, exclusion, illegal drugs and the like, through income generation and job creation projects initiated by the un-employed women, youths and some of the community security groups (Sungusungu).

c) **Situational/Environmental Prevention** – addressing poor urban design and poor management of urbanization process contributes to safer communities by providing street lighting, managing open spaces, visibility, signage and street naming and inadequate provision of

basic services, controlling densities and managing the manifestation of informal settlements.

6.0 CRIME PREVENTION THROUGH ENVIRONMENTAL DESIGN

Urban Planning especially at the level of urban design and layout are very critical factors for both safety (personal security) and for disaster-response. Unfortunately, the considerations of security very seldom seem to be taken into account with urban design and layout. But the question here is, “Does bad planning lead to higher crimes and violence? Of course not as the only factor; but “Can urban planning help reduce crime and violence?⁶ In any case, it is worth noting that city structures have several implications for crime levels and efforts to prevent crime through environmental designs are logical basing on the following parameters:

- Social inequalities, for example, locating low-income communities further from access to employment and other opportunities;
- Creation of dormitory status of most residential localities – virtually deserted during the day thus increasing vulnerability to crime especially to children, and the elderly;
- Mono-use zoning regulations and separations of land uses – most inner cities are deserted after business hours (ghost city); and
- Urban sprawl due to fragmented suburban separated by open lands pockets.

In summary, Urban Planning

concerns contributing to crime increase features in the following areas:

- (i) Population densities (overcrowding)
- (ii) Layout and housing types
- (iii) Image and infrastructure e.g. visibility, accessibility, territorial, attractiveness
- (iv) Transport routes and facilities (bus stands and terminals, taxi ranks and railway stations)
- (v) Vacant land and recreational spaces
- (vi) Location of commercial and industrial facilities
- (vii) Management Strategies: Target group, maintenance of infrastructure, surveillance measures, rules (by-laws, enforcement, responsibilities), infrastructure for special groups, such as people with disability and communication

7.0. LESSONS FOR SHARING AND CONCLUSION

Experiences have shown that the process of making a city, neighbourhood, parks or buildings is not just a matter of quick fix top-down formula. Town Planners likewise Urban Managers need to think in terms of:

- (a) Creating awareness and commitment of the issues by the people with authority to play in mitigating crime and fear of crime in the urban environment;
- (b) The process must be initiated within environments created/planned with safety in mind; and
- (c) A mutual learning should be in place to allow for continuous evaluation, review and improvement.

⁶ “Cartoonist depicts urban Planners as faceless officials, insensitive to the public and responsible for many of the ills facing modern cities” Paul Tailor...

Town Planning that includes layout and urban design, is a very critical factor for both safety and disaster response. Effective urban planning should be able to link planning with resources, capturing resources from city partners and not from the banks and treasury. Therefore urban planners should be able to develop ways of maintaining the link between sectors, communities and developers in order to maintain public health, safety and environmental protection with the understanding that, communities or business commu-

nities alone cannot squarely address all urban issues. Urban planners stand at the coordinating post to facilitate development.

Choosing prevention is demanding, it requires policies and a strong will to overcome subsequent problems but it paves way for significant sustainable reduction of crime and violence. It improves the quality of urban environment and promotes solidarity and good governance. In some cities the linkage between features of the environment and crime are recognized. But due to

poor understanding of the concept of crime prevention through environmental design at local level, interventions have been largely *ad hoc*, based on private sector projects or repression by police rather than broader strategy for building safer environment. Cities being places where everyone regardless of wealth, gender, age, ethnical or religious group are enabled to fully participate in socio-economic and political opportunities that cities have to offer, need to be safe and secure.

STRATEGIC ISSUES FOR URBAN DEVELOPMENT IN TANZANIA

(DAR ES SALAAM)

Prof. Dr. W. Kombe

Rapid urban growth will not produce functional and economical urban structures if left to the market forces only. State regulation is mandatory to mediate private interest with public welfare. Worldwide, it is the prerogative of the state to guarantee property rights, safeguard public welfare and ensure optimal land utilization including convenient vehicular access and circulation.

However, evidence suggests that the state is presently only marginally equipped to fulfill these functions satisfactorily as the need for the regulation of urban growth seems to be increasingly pressing owing to phenomenal urban growth. The ensuing dysfunctionality of settlements, neighbourhoods, the city of Dar es Salaam and the urban agglomeration is adding another heavy burden to the struggling economy of Tanzania.

In the highly industrialized countries, where rapid urban growth took place amidst sustained economic development and a growing tax base, building and planning regulations applied during the early period were modest and straightforward, but effective enough to ensure public health and direct urban growth on favourable areas. Responses to the teeming urban growth and development problems facing our cities would go a long way to enhance the living and working conditions of the residents and stimulating economic growth if policy makers and planners borrowed a leaf from these experiences. More than anything else, the political commitment of the Fourth Government to improve and ensure "*Maisha Bora kwa Kila Mtanzania*", *inter alia* rests on taking deliberate measures to act on and swiftly implement measures which achieve

far reaching socio-economic and spatial development impacts on the rapidly growing urban centers without putting heavy demands on unavailable resource capacities.

Almost fifty years ago, Jane Jacobs wrote *the Death of American Cities* as a petition arguing for the creation of functional and livable urban neighbourhoods through urban planning and land management practices that take into account the local contexts. This is the major urban development challenge politicians, policy makers and technocrats in Tanzania are increasingly facing.

The following are areas which are intended provide scenarios and provoke discourse towards policy interventions and actions necessary to address the pertinent problems facing the city of Dar es Salaam.

⁶ Dr. W. Kombe is Associate Professor and Director of the Institute of Human Settlements Studies, Ardhi University.

Regain free access to the beach and protect public rights

The long ocean front with its unspoiled beaches is the most valuable natural asset of Dar es Salaam. However, we are witnessing the demise of beaches as common areas for recreation and leisure for the citizens including the poor. As bluntly put by one resident: “In the 70s and 80s our children had uninterrupted access and use of the beach. One could walk all the way from Kunduchi to the city centre, we learnt swimming and children made good use of the white sand beaches. Today, apart from a few openings left here and there, this is history. It is now a privilege of the few who have expropriated public access to the beach with impunity. The municipal authorities have persistently turned a deaf ear to our weeping”.

Protecting and ensuring free access to the beach by all city residents is a step to check the growing social exclusion that results from economical and physical marginalization; it is also an important step towards securing the beach as a public area, for all social groups, old and the young. Apart from recreation and leisure, free public access to the beach provides other invaluable benefits such as facilitation of social and cultural interaction between varying social and ethnic groups.

These outcomes cannot be recognized and enhanced if the beach land is left to be encroached upon, developed and used as a private property which is the trend in Dar es Salaam. Most areas along the beach from **Aga Khan** Hospital to Bahari Beach have been intermittently encroached upon. The land and urban planning laws and regulations which prohibit construc-

tion of buildings on or alienation of the 60 meters buffer along the beach for private use are flagrantly disregarded. The costs of laxity and inaction on part of the municipal governments against those disrespecting law and order are prohibitive.

Recent surveys of land development trends along the beach in Kunduchi, Mbezi, Kawe Msasani and Kigamboni revealed extensive encroachment including fencing and extension of building construction activities, some with foundations at the high tide water margin. Informal privatization of the beach has accentuated discrimination against many, particular the residents living in the surrounding residential neighbourhoods like Mbezi, Kawe and Msasani. Often, the elderly and youths living in crowded informal settlements do not have access to alternative options for their recreational and leisure needs.

In this respect and in view of the

The ensuing dysfunctionality of settlements, neighbourhoods, the city of Dar es Salaam and the urban agglomeration is adding another heavy burden to the struggling economy of Tanzania.

lawlessness which seems to characterize urban development along our beaches, the *best practice* implemented by the former Minister of Works, namely to demarcate rights of way for major trunk roads, ought to be emulated. A project to recover and delimit the public rights of way along the beach is a critical action area. Mounting of concrete beacons could start while solutions to disputed rights are being worked out. The longer we delay the action necessary to restore public land use rights along the beach, the more taxing it will be to retrofit the situation.

Preserve our historic and architectural heritage and initiate urban tourism

The discourse on the pros and cons of preserving our architectural and historical heritage has intensified in recent years because of the increasing demand for office and commercial space downtown and the concomitant outrageous disregard of the importance of the historical resources to socio-economic and cultural development. At the same time, the enormous importance and potential of historic and architectural heritage for the growing tourism economy is being increasingly acknowledged in other countries in the region. The Antiquities Act of **1996** and the initiatives and efforts taken by the Antiquities Department, however, seem insufficient to stand the market forces and vested interests supplanting the historical and cultural heritage in the city.

The conservation plan of historical resources should be developed and integrated into the Dar es Salaam Strategic Urban Development/Master Plan. Apart from the architectural and cultural heritage as represented by a number of buildings in the city centre, the islands such asand traditional villages such as Kunduchi add much value to the city heritage. Experience from other countries has repeatedly shown that a successful tourist city or town is not a city of concrete and mortar alone.

Support a compact city structure and development of satellite towns

Rapid growth of the city has outstripped the capacities of local governments to regulate and direct land development, to provide urban infrastructure services and to manage the urban environment. The sprawling growth of unplanned and planned settle-

ments characterized by a diffused urban structure, poor access to basic urban infrastructure, high commuting costs and increasing environmental deterioration and threats are some of the manifestations of the failure.

Urban sprawl caused by unprecedented population growth under highly restrained public resources with low investment levels and weak public capacity to control urban land development is the single most critical challenge facing the government and the city residents. Unregulated urbanization along the major infrastructure services and increasingly into the unserviced interstitial areas between the arterial roads cause excessive costs for basic technical infrastructure and transport as well as environmental problems including encroachment on fertile land, loss of open spaces, and ground water pollution.

A viable city structure supporting economic development instead of causing heavy external costs would require the strategic selection of potential growth centres and their development as satellite settlements.

Recent studies have shown that urban development in Tanzania is, despite the adoption of collaborative urban planning and management almost 15 years ago, still marked by institutional fragmentation which heavily impairs economics of infrastructure provision and cost-efficient co-ordination of trunk infrastructure provision with urban growth regulation. Owing to urban sprawl, the poor who have little choice but to settle in the urban fringe are most disadvantaged as they are increasingly forced to occupy land far away from their sources of livelihoods; and are paying dearly for public transport and other services.

Smaller plot sizes and higher building densities should be supported where appropriate in order

to ensure affordability by a wider composition of social groups and achieve better infrastructure economics. With zone-specific strategies and by-laws the construction of multi-storey buildings should be regulated in the inner and more so in the intermediate city areas which are undergoing rapid piecemeal redevelopment such as Magomeni, Kinondoni, Ilala, Chang'ombe and Kurasini. This will promote a more compact growth of the city with increased densities which will enhance economic and commercial opportunities for small scale enterprises which require high densities to ensure sufficient economic thresholds and enhance sustainability and lower operational costs for services and infrastructure thus improving the livelihoods of urban residents. The on-going replacement of old houses by multi-storey buildings has to be carefully monitored within the framework of urban zoning plans outlined in the Strategic Urban Development Plan. Concurrently, excessive informal housing densification in the inner and intermediate unplanned settlements is threatening the livelihoods of the poor, accentuating public health and urban poverty problems.

Identification of strategic areas for the development of satellite towns in the rapidly growing peri-urban fringe is crucial so as to create attractive areas were to direct future investments in housing, technical infrastructure, social services and light industries areas, as well as check unplanned city sprawl. The choice of areas for satellite towns ought to depict the planned activity corridors along the major spines of the city and correspond with investment plans in trunk infrastructure including roads and water supply. The proposed ring roads linking the arterial roads as well as opening up new development areas in the peri-urban fringe are priority zones for satel-

lite settlements. Trunk roads and water supply are the key factors determining urban growth of Dar es Salaam. At the same time, definition minimum allowable land subdivision standards and regulations for informal land development sector is wanting.

Guide peri-urban informal land development pro-actively

In recent years, the urban fringe became the target of informal housing development pre-empting land use plans. Whilst efforts to improve the quality of living and working in informal settlements and to prepare and supply residential plots have been intensified by enhancing the resource capacities of local governments to implement upgrading and residential plot preparation projects, experience has repeatedly shown that the strategy falls short of responding to and forestalling the high rate of the formation slums and densification of informal settlements.

Unless workable pro-active strategies are swiftly implemented to regulate informal land subdivision, transactions and development in the peri-urban areas of the city, the achievement of the social and economic imperatives of the millennium Development Goal (MDG Goal 7, Target 11), and of the Property and Business Formalisation Programme (MKURAB-ITA) will remain elusive for many decades.

One of the key challenges concerns the shortage of public resource capacities to embark on massive upgrading and supply serviced residential plots particularly for the low income urban settlers. In this respect, any search for improved urban development and governance of the informal land development sector has to start from a sober minded recognition of institutions, processes and actors which keep the large part of cities moving and working despite

the obvious odds caused by the weakness of the statutory urban planning system.

Strategies and resources are definitely required for the provision of basic infrastructure services, especially roads and water, which can guide informal land subdivision and support house construction activities. Provision of build-

Smaller plot sizes and higher building densities should be supported where appropriate in order to ensure affordability by a wider composition of social groups and achieve better infrastructure economics.

able housing land to the urban poor ought to rank first. Presently, most low-income settlers acquire housing land and erect houses with little or no regard to future infrastructure needs and the functionality of their settlement or the city at large, further burdening the already ailing and overstretched public resource capacities.

Guided informal housing land subdivision and development is a pro-active intervention strategy aimed to secure land required for future public uses and support settlers and land owners to achieve functional layouts and economic parcelling before they dispose of their land or build on it. It offers a win-win strategy for the public sector and private land owners alike.

Secure and protect land for public uses in the peri-urban areas

One of the major challenges emanating from the unregulated expansion of the city into the peri-urban is the depletion of land for future public infrastructure such as space for trunk roads and way leaves from major roads, for water pipes, storm water runoff and waste water treatment, and for so-

cial services.

Since the availability of public infrastructure facilities and services constitutes the most important factor influencing land values, the economy of land use and patterns of urban growth, it is obvious that the current urban land development trends in the peri-urban areas are detrimental to both private and public interests. Absence of water supply, roads, electricity and social services has adverse effects on poverty alleviation. Those without or with restrained access to basic services are often the most vulnerable as they experience increasing social exclusion as well. This is the reality in most informal or unplanned areas in the city including the rapidly densifying peri-urban settlements.

Any strategy for bettering the quality of life in urban areas has to recognize the fact that urban housing has a dual socio-physical structure; formal or planned and informal or unplanned housing. Securing and protecting areas for future public services and facilities in the peri-urban areas *inter alia* aim to minimize the future social exclusion of the bulk of settlers in informal settlements and reduce the widening disparity between planned and unplanned areas.

Consolidate the land use component of the SUDP for the city.

Recent concerns by the Ministry of Lands, Housing and Human Settlements (MLHHSD) on the need to review and update the spatial contents of the Dar es Salaam Strategic Urban Development Plan (SUDP) should be expedited. However, the changed plan preparation approach in which stakeholders play a piv-

otal role has to be systematically upheld during the review.

Changes in the planning approach also call for an improved accord between the City and Municipal Governments and the Ministry of Lands, Housing and Human Settlements Development. However, the solutions to the urban development challenges facing the city goes beyond the MLHHSD-DCC accord; they entail a change in governance attitudes and practices on part of particularly local governments to work more closely with civil society and grassroots institutions in including those in informal settlements and to develop a sustained co-ordination of the key institutions involved in development and implementation of policies and projects including utility providers. Civic engagement and stakeholders' accountability in urban development will in turn strengthen confidence in government as well as its capacity to improve service delivery.

Improve the capacity of the urban and district councils to execute and manage urban and rural development

Capacity building of the local authorities and their grass-roots institutions at *Mtaa* and Ward levels is not only a top priority but a necessary step toward improvement of their performance in guiding informal housing land development within their areas of jurisdiction. It will also complement and provide a base for operationalising the urban development guidelines prepared by the Ministry of Lands,

One of the key challenges concerns the shortage of public resource capacities to embark on massive upgrading and supply serviced residential plots particularly for the low income urban settlers.

Housing and Human Settlements recently.

Efficient transport system including public transport

The majority of urban inhabitants in Tanzania like those in other developing countries depend on public transport to sustain their livelihoods. In Dar es Salaam over 75 per cent of residents use buses to travel to work or reach their sources of livelihoods. An effective transport system is a crucial instrument for poverty alleviation as it has a direct positive impact on expanded trade, and economics of scale, lower costs and prices and enhanced income distribution – viz. increased opportunities for the poor. However, currently, transport services provided by the public and private operators in the city of Dar es Salaam have been perceived to be poor. The inefficient transport system is characterized by poor transport infrastructure and limited transport modes, poorly maintained road systems and buses and not least feeble regulatory control.

Most roads including the recently constructed ones do not have provisions for pedestrian and non-motorised transport such as bicycles on which many among the poor would depend. Worse, overall soft landscape treatment along the main roads is poor, making the areas unfriendly for pedestrian traffic. The access and mobility in the city is therefore also restrained by ineffective and poor city planning especially expanded urban sprawl. Most city residents are

presently obliged to spend proportionally more of their disposable income on transport to meet their essential needs – amenities and livelihoods. The current transport problems in the city are accentuating socio-economic inequality. Higher costs for fuel has worsened the situation. Poor transport is increasingly becoming a cause of urban poverty.

Priorities for intervention include expeditious implementation of the Rapid Bus Transport (RBT), sustained routine maintenance of feeder and main roads, enhanced non-motorised transport along the major roads, development of trunk infrastructure including ring roads

The access and mobility in the city is therefore also restrained by ineffective and poor city planning especially expanded urban sprawl.

in the peri-urban areas and designation of satellite towns with services sites for industrial and services institutions. Relocation of some of the institutions which do have to occupy premises in the Central Business District (CBD) including public offices such as the municipal governments and some central government ministries is also an important action area.

Need for specific urban development tools and instruments

The rising proportion of informal settlements in towns and cities in the country is an indication that the urban planning system and instruments for land management

have failed to cope with the reality of the urbanization in poverty. The key challenge therefore is to adopt pro-poor instruments. In this respect, hard decisions lies ahead of governments and other actors involved in urban land development, unless they take radical measures to change the status quo, the living and working conditions in cities and towns will deteriorate further. Some of the key instruments are:

- definition of minimum or modest land subdivision standards, administrative procedures and regulations to which all land owners, buyers and community leaders must conform;
- statutory definition of the role and mandate of the Ward and *Mtaa* level institutions in regulating informal settlements within the physical planning and land legislation;
- establishment of a revolving national fund for public infrastructure development in informal settlements;
- introduction and implementation of land banking by local governments; and
- establishment and support of Urban Development Agencies to mobilize resources and develop prime areas of general public interests (such as brown fields, redevelopment zones, etc.) in an efficient, transparent and participatory manner.

TOWN AND SPATIAL PLANNERS ROLES IN THE WATER SECTOR REFORMS IN TANZANIA

By Dr. Fred Lerise & Eng. Ernst Doering*

Introduction

The National Water Policy 2002, calls for collaboration and active participation of other sectors in the implementation of reforms to improve performance of the water sector in Tanzania. In that context spatial planners working with the central government and urban and district councils are therefore expected to play active roles in improving the management of water resources as well as in protecting available water supply and sewerage infrastructure.

In this note an attempt is made to outline the current institutional set up and the water sector related roles for the spatial planning system in Tanzania. The outline is done on the argument that when urban planners are well informed, they are in a better position to more actively participate and contribute towards improving the performance of the water sector in sustaining rural and urban settlements in Tanzania.

Roles of the spatial planning system in the water sector

A notable change in the water sector brought by the reforms is the clear separation of roles and functions among different actors. Accordingly, policy formulation, water resources management, water supply and sanitation services provision and regulations are assigned to different organizations. This change is based on the anticipation that clear separation of functions will improve performance in the water sector and thus raise its share of national GDP estimated

at 0.2 per cent in 1999⁷ and also enhance its contribution in realizing the water related targets in the National Strategy for Economic Growth and Poverty Reduction (MKUKUTA as its Swahili acronym) and the Millennium Development Goals (MDGs) in Tanzania.

Within the new set up the Ministry of Water is mainly responsible for policy formulation, coordination and resource mobilization. In playing their role, the Ministry has established a new dialogue mechanism which draws members from different stakeholders including Development Partners in the water sector. Important elements are the annual Joint Water Sector Review (JWSR), which is more of a policy level dialogue and coordination forum, the Water Sector Working Group (WSWG), which is by and large the executive arm of the JWSR and functions through four thematic working groups⁸ (TWG), namely:

1. Institutional development and capacity building;
2. Sector performance monitoring;
3. Sector planning and Financing; and
4. Sanitation and hygiene including HIV/AIDS mainstreaming.

In general spatial planners may participate in policy level decisions by attending the JWSR, the WSWG and the TWG meetings held annually, quarterly and monthly respectively. The new structure reflects a real attempt to open up and create room for actors in other sectors to take part in decision making processes in the water sector at rather high lev-

els. However, since the creation of these platforms, the extent to which different stakeholders, for instance, town planners take part in these meetings is rather limited.

Within the Ministry there are two functional pillars: the water resources management and the Water Supply and Sanitation (Commercial WSS and Community WSS). These two pillars ensure that the water resources management and conservation function is clearly separated from that of supplying water to different users and consumers.

Under the water resources management pillar, Tanzania is divided into nine basins defined in accordance to hydrological patterns. Each basin is managed by a Basin Board and Basin Water Office whose main activity is to manage the water resources in that basin. This is done through preparation of basin level Integrated Water Resources Management (IWRM) Plans and regulating the use of water through allocation of water rights to different water users. For good governance and effective management, the basins are further subdivided into catchments, sub-catchments and district levels for IWRM planning purposes.

Land use and spatial planners are expected to work closely with the respective Basin Water Offices, not only to provide technical inputs into IWRM processes but also to know the water situation of their areas and determine land use practices accordingly. Water sensitive land use and settlement plans may have significant role to

⁶ GTZ – Support to the Water Sector Reform in Tanzania, P.O. Box 1519 Dar es salaam

play in water balance and water demand management at different levels in the basins.

Through the use of different spatial planning tools, such as land use plans, master plans, detailed plans and spatial development control practices at settlement level, planners are able to:

- a) Identify, map and protect key ground and surface water sources through introduction of effectively managed buffer and protection zones and also through recommending adjacent land uses that protects water sources and support water conservation. Unprotected and poorly managed water sources are rather common in Tanzania and the tasks of protecting these resources cannot be left to the water sector actors alone. The country level shortages of hydro-power in recent years are good examples that emphasize the need for collaborative efforts in water sources protection. Planners should also be aware that a new water legislation is in the making. The new legislation would translate reform policies and strategies into new laws and regulations and would substitute the Water Utilization (Control and Regulation) Act, No. 42 of 1974 and other water acts. The new Water Resources Management Act is a part of the new legislation and will outline legal procedures by which the Minister responsible for water may protect a given aquifer through declaring an area as "Ground Water Controlled Area", after which subsequent spatial development control measures related to water and land use will have to be introduced and enforced. And the key tool for enforcing this is spatial development control mechanisms provided for by

In addition to the urban planning law, spatial planners have to take into account available water resources information in their planning areas so as to propose spatial development patterns that are compatible to water resources management.

- b) Participate in trans-boundary land and water resources management through preparation and implementation of integrated land and water use management plans. Since six out of the nine water basins are of international nature, the need for trans-boundary land and water resources planning and management cannot be overemphasized. Apparently this challenge is simplified by the existing protocols on shared resources under

SADC and EAC. The recently established council of Physical Planners for Kenya, Uganda and Tanzania is a positive move towards this direction. With respect to availability of data and land use planning related information, considerable work has been done within the six basins. The question is to what extent land use plans covering these areas will be sensitive to the cross border issues facing the utilization and management of shared resources, including water.

Focusing on water supply and sanitation, it is important to note that the former Urban Water Supply and Sanitation Authorities (UWSAs) once operating as government departments are being reformed into commercial water services providers and shall be

known as Water Supply and Sanitation Authorities (WSSAs). Once recognized as commercial utilities they are expected to meet their direct and indirect costs of operation and maintenance and part of investment costs on a gradual basis and thereby becoming fully autonomous.

The Authorities to be reformed include 20 UWSAs serving the regional headquarters. There are also about 106 district urban water supply and sewerage authorities (DUWSAs) serving district headquarters and townships. Apparently while the UWSAs operate in clearly defined urban areas, there are some DUWSAs which operate in urban areas which are not administratively categorized as urban areas. For example, of the 106 DUWSAs, about 86 settlements have been declared as townships and thus qualifying to be administered as urban councils. And in fact of those declared, very few are really being managed as township authorities. Most of the DUWSAs are thus operating within village based administrative set-up. Such a situation may limit smooth operationalization of the water sector reforms in those areas. Planners working in district headquarters with unclear administrative status can contribute significantly in speeding up the establishment of township authorities. The process through which township authority is declared and established is clearly outlined in the Local Government (District Authorities) Act 1982 as revised in 2000 under the Local Government Reform Programme. In addition, town planners could contribute significantly in poverty alleviation through taking into account the needs of the urban poor and thus improving their living conditions. Concerns of people in

⁷ National web-site accessed on August 22, 2007

⁸ The four thematic working groups meet on regular basis, say monthly and draw members from central and local government, NGOs and development partners in the water sector.

unplanned settlements are often ignored in planning and decision making processes leading to unnecessary suffering of and unsustainable access to social services, including water and sanitation. Access to drinking water is now being considered as a Human Right and this should also guide town and spatial planners in their day-to-day work.

The other category of water supply and sanitation services providers are community-owned water supply organizations (COWSOs), the number of which is likely to increase especially in villages and peri-urban areas where the commercial operators are not yet operating. Given the importance of reliable and safe water supplies to the sustainability of settlements it goes without saying that spatial planners should also assist in the establishment and sustaining COWOS in their areas of operation.

Since the reforms call for commercialization of water supply and sewerage services the Energy and Water Utility Regulatory Authority (EWURA) was thus established⁹ with legal mandate to regulate provision of water supply and sewerage services. As a regulator EWURA issues licenses and approves tariffs for the Water Supply and Sanitation Authorities. Through EWURA water consumers' interests will be protected not only from poor quality services but are also assured of water and sewerage services of acceptable quality and standards.

Spatial planners may also contribute in reducing water pollution and enhancing water quality through general and detailed planning schemes. By introducing and managing buffer zones along water supply and sanitation infrastructure and recommending land uses that are compatible to water infra-

structure protection, planners can make a significant contribution in enhancing water quality in most settlements in Tanzania. It is disheartening to note that location of most of the water treatment plants and storage reservoirs which are so important to sustainable development of settlements are hardly a concern of spatial planners. For example, although a substantial share of the urban water supply in Dar es Salaam is obtained from wells, it is very rare to see city spatial planners making efforts in protecting such wells. Likewise most rivers and streams, especially those found in Dar es Salaam are largely unprotected from land use planning of view.

In towns where there is a gravity sewerage scheme, town planning

Spatial planners may also contribute in reducing water pollution and enhancing water quality through general and detailed planning schemes.

has to be guided by the scheme layout in order to maintain the gravity flow and thus keep the operation cost of the sewerage scheme as low as possible.

Concluding remarks

In general, town planners and the whole spatial planning system have significant roles to play in the water sector. From the brief outline presented above, it is clear that there are four areas where spatial planners can make contributions. First to provide technical inputs in the preparation and implementation of IWRM plans at different levels of basin management, starting from basin to village level. It is also important for planners to participate in the planning and implementation of cross border land and water use plans. Spatial planners can play this role in the

context of the recently formulated land use planning law of 2006.

The second area of contribution is through creation and managing of buffer and protection zones around water sources through preparation and implementation of spatial development plans from village to city level master plans. On the other hand by making different spatial development plans available to water sector actors such WSSAs it is possible to improve planning and infrastructure investments coordination at settlement level. This will address the current scenario where urban housing is in conflict with water infrastructure development. The third category of functions is that of setting standards for distances from water sources and determining land uses acceptable within given water sources protection buffer zone. The fourth area is participation in decision making for and assisting water sector actors in resource mobilization to improve water supply, sewerage and sanitation services and water resource management in Tanzania.

Special focus for town and spatial planners should be the needs of the poorer parts of the population, both in urban, peri-urban, and rural settings, mainly in the so-called unplanned areas. People living in these areas are often neglected as they usually don't have a voice in political and administrative decision making processes.

⁹ See the United Republic of Tanzania, The Energy and Water Utilities Regulatory Authority Act, 2001.

POSTGRADUATE DIPLOMA IN HOUSING (PGD HOUSING) AND MASTER OF SCIENCE IN HOUSING (MSC. HOUSING) OFFERED AT THE INSTITUTE OF HUMAN SETTLEMENTS STUDIES (IHSS), ARDHI UNIVERSITY, DAR ES SALAAM

By Dr. Alphonse G. Kyessi*

Coming to the academic year 2009/2010, IHSS of Ardhi University will start offering a postgraduate programme in housing at PGD and MSc. levels.

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Entry requirements

- (i) Advanced Diploma in Urban and Rural Planning or Architecture or Land Management and Valuation or Environmental Engineering or Building Economics or other related fields from a recognized University or Institution of Higher Learning.
- (ii) Positive recommendations from two referees – one academician and one from the practice.
- (iii) A working experience of at least two years in the relevant field will be an added advantage. Candidates without sufficient background in Human Settlements related fields may be required to take additional courses offered in the undergraduate programmes at ARU.

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- (ii) Work experience of two years in the respective fields is an added advantage.

- (iii) Recommendations from at least two referees – one academician and one practicing professional.

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1. Housing Sciences
2. Policies and Practice
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5. Land and Built Environment
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Deputy Vice-Chancellor for Academic Affairs

Ardhi University
P.O. Box 35176
Dar es Salaam

Or

In the ARU website: <http://www.aru.ac.tz>

- (ii) A non-refundable application fee of Tshs. 20,000.00 for Tanzanians and USD 30.00 for Non-Tanzanians. All fees must be deposited in the ARU, NMB University Agency, Account No. 2081100034 and submit the original pay-in slip together with the application forms.

Deadline for receiving applications is 15th June, 2009.

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