

Theoretical Aspects Underpinning the Emergence of Participatory Urban Planning and Methods of Its Formulation for Actual Development in Dar Es Salaam

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Abstract

The article intends to examine the theoretical underpinning the emergence of participatory urban planning in Dar es Salaam and empirically investigates the methods of its formulation and its implication on actual development. The principal results are the methods of formulation of the approach are not effective. The major conclusions made are provision of training to the communities on effective methods of formulation of participatory planning. The article is organized into five sections. Section one is examining the contribution of Master Plans approach to the development of Dar es Salaam. Section two is on discussion of theoretical aspects for the emergence of participatory urban planning in Dar es Salaam city. In Section three the empirical analysis of methods of formulation of participatory urban planning and its implication on actual development in Chamazi and Kibamba wards of Dar es Salaam is provided. Section four makes conclusion.

Key words: Urban Planning, Development, Dar es Salaam

1. The Contribution of Master Plans Approach to the Development of Dar es Salaam

Urbanization process which takes place in Dar es Salaam like in other urban areas of the world, it involves a phenomenon of proliferation of a number of socio-economic and political systems. Among these systems consist of a set of physical objects such as people, capital, factors of production, ideas, information, innovations and activities engagement. The urban systems through planning have been operating in an interrelated manner and expanding to affect the existence and development of the city. For example activities undertaking have resulted into establishment of new enterprises in the city which in turn accelerated the process of rural-urban migration and African proletarianization in the city (Joe Doherty, 1979.) The capital population due to African rural-urban migrants increased to 69,000 in habitants from 50 percent constituted in the period from 1943-1948. This steady increase of the African population in the capital was seen by the colonial administration as a threat because it was assumed to be a major source of outbreak of diseases in the overcrowded and unplanned African settlements which the Europeans could be affected by the diseases in their settlements (Joe Doherty, 1979).

The condition of unemployed or casually employed of many Africans according to Joe Doherty which posed a threat to European property owners underlined the need to have guideline to curb the problems. The preoccupation of the city in providing services to the colonial administration required planning to achieve such objective. All these conditions influenced in 1948 a compilation of Master Plan for Dar es Salaam with features of being oppressive to Africans and favouring the Europeans. The plan had elements of unsophisticated naïve and basically concerned with designating urban land use categories and specifying minimum standards for construction within the limited zones (Ibid.).

The operation of the 1948 Master Plan continued even in circumstances where there had rapid changes which occurred in many sectors after independence. Since 1961 independence due to strategic location, Dar es Salaam began enjoying comparative advantages of market and better communication connection with many countries of the world. The conditions contributed to growth of industries which pulled more people to the extent of the capital becoming urban primacy. According to Larry Sawers (1989) larger and more complex manufacturing plants were generally built attracting the flood of migrants by end 1960s.

The attempt to structure the inherited colonial economy to post independence modernization economy for achieving equality constituted a remarkable change which had to be attained through various strategies such as a socialist strategy announced in the 1969 Arusha Declaration. According to Kjell Havnevik (2010) the modernization economy was promoted by the state as a major actor and agent. It had a critical regulative role in counteracting the economic, social, political and regional imbalances associated with the colonial legacy. Though the promotion process of modernization economy targeted the rural setting through rural planning, Dar es Salaam was not excluded by the process because of the significant link it has with the rural areas in various ways.

Given the variety of changes occurred in Dar es Salaam it is obvious that to continue with the same Master plan of 1948 could not be relevant because of its inadequacy to address the various changes occurred in the city. These facilitated the design of 1968 Master Plan which was broadened in areas of coverage. Land use analysis, housing, industries, transportation, infrastructure, urban design and other social and economic aspects were the aspects of urban development covered by the 1968 Master Plan (Mkama 1970). The process of its production was theoretically driven by the above changes and the motivation of developing a socialist city which had to take place by implementing the plan using the monopolized state institution. The legal administrative and policy frameworks created to support the plan were embedded with the same characteristic features excluding other stakeholders in the plan formulation and implementation.

This first post independence Master Plan for developing the city was prepared with a lifespan of 10 years implementation and intended to guide the city to perform adequately its administrative, economic, political, social, technological and other functions. In 1979 urban planning of the same form of Master Plan was adopted as a tool to achieve city's development. The process was driven by a number of changes though the socialist theoretical basis for this Master Plan never changed. Among the major changes for the adoption of the 1979 Master Plan included: 1) The shift of the capital of the government from Dar es Salaam to Dodoma; 2) The policy that made housing to be built on unallocated plots resulting into inappropriate form of housing; 3) The rapid growth of Dar es Salaam over the period of 10 years which was far exceeding that anticipated by the 1968 plan and 4. The limited expenditures that had taken place on servicing infrastructure over the last 10 years (Marshall, Macklin Monaghan Limited, 1979).

The second post independence Master Plan put in place to regulate urban development continued even in the era of widening the scope of democracy experienced since mid 1980s. Since such remarkable event there has been a growing concern over the relevance of the approach to contribute to city's development for the benefit of all residents through projects and activities initiated and undertaken in Dar es Salaam. The major reason underlying the growing concern is the limitation of the approach. The traditional Master Plan guiding city development is limited in involving communities at significant scale in making decisions on projects and activities affecting their life and city's development. According to Rwechungwa (2009) due to the fact that the plan discouraged people's initiatives, the initiated and implemented slums clearance project by the centralized institutions failed to contribute to affordable housing development targeted to residents at grassroots level. It was also unable to alleviate their poverty. The institutions of Master Plan created for governing the urban planning approach are limited. They are centralized, bureaucratically hierarchical structured, uncoordinated and overlapping each other to the extent that they are slow and leave a number of unaddressed challenges associated with rapid urbanization.

The unaddressed challenges include among others, rampant poverty, rapid population growth, air pollution, traffic jams, informality, exclusion, poor sanitation, inadequate water supply and other social services, inadequate energy supply, crimes and poor wastes management (Kiduanga, 2013). The failure of the Master Plan to take into account the local needs adequately is also another limited element. Rwechungwa (2009) citing the upgraded projects of 1970s and early 1980s implemented under the Master Plan noted local needs were not considered, the social structures of the intended groups were disrupted, and the projects became expensive and unable to replicate to other informal settlements.

The Master Plan unfortunately since its initiations has failed to satisfy the needs of all people adequately in urban development aspect. It is also revealed that most of the proposals of the plan had not been implemented (Sveno. Skaare; Halla, 2007). Given this performance of unsatisfactory level of development, it implies that the Master Plan produced failed to secure effective community support. Insisting this important requirement UN-Habitat (2009) expounds that successful planning is largely conditioned by broader state-civil society relations and the extent to which democracy is accepted and upheld.

As these foundations are seen as paramount for cities and towns to have strong urban planning to realize developments, the new participatory and strategic form of urban planning started to take place since early 1990s a shift from the Master Plan approach. The new plan manifests itself as Strategic Urban Development Planning (SUDP) environmental planning and management, participatory planning, co-coordinating approach to planning, urban management and governance. The new plan has replaced technocratic and comprehensive planning in terms of concepts and theoretical aspects as well as approaches to preparing and executing general planning schemes in cities and towns (Halla, 2007). Apart from Dar es Salaam other urban centers in Tanzania which have been implementing this form of plan are Arusha, Dodoma, Iringa, Mbeya, Morogoro, Moshi, Mwanza, Tabora, Tanga and Zanzibar. Given the fact that the participatory urban planning has such characteristic features the section which follows deals with the theoretical aspects for the emergence of participatory urban planning in Dar es Salaam.

2. Theoretical Aspects for The Emergence of Participatory Urban Planning in Dar es Salaam

The concept of participation has been integrated in planning through governance and decentralization. As a result of this action, there has been an increased in applying participatory urban planning as an approach in the day to day plans of activities and projects of stakeholders for meeting their objectives in the city. In the literature there are number of definitions of the concept depending on the obtained context. It can be defined on the basis of embedded characteristic features. Following this criterion the feature embodied in participatory planning concept as pointed out by Cheema (1987) is the residents' active involvement in collective activities and projects aimed at improving their living environment. The approach is thus intended to contribute to the development of the residents affected by the plan. Its existence theoretically is hinged not only on prevailed political environment and legal factors (UN-HABITAT (2009a), but also on available socio-economic conditions. These factors and the way they influence the concept to take place in Dar es Salaam are explained in detail as follows:

2.1 Political Environment

Prevalence of stable political environment is one of important determinants of participatory urban planning to become effective. There are number of political elements. One of them is the political stability prevailing in a nation, region, city or community. It is attained by high inclusiveness level of the stakeholders affected by the activities and projects planned and undertaken for their development. Lerise (2000) insisting the necessity of inclusiveness, he contends that for good urban planning to work all parties affected or likely to be affected by given planning issue should be included in the planning and implementation discussions. Otherwise stakeholders are encouraged to struggle for possibilities of ensuring that they participate equally (pp 96). The issue of stakeholders to benefit from the development realized by the plan is also an important contributor to political stability.

Another important determinant of political environment is when there is political will and commitment. Here is explained in terms of fulfillment of the defined political responsibilities/duties/obligations assigned to each actor in the domain of participation. This is shaped by strict compliance to the principles set in any environment whether the environment is of centralized making decision under mono-party politics or decentralized system of making decisions under many party politics. The study in Dodoma town by Mkuyu (2013) reveals the current wave of decentralization resulting in a strengthening multiparty politics has led to the dwindling of urban development authorities on managing and controlling informalities within Dodoma municipality through plans because of low level of political will on the side of political leaders as one of the actors of the plans.

There are several outcomes of such low level of political will on the side of political leaders. One, parliamentary members and councilors have been protecting planning violators. Two, planning regulations and by laws which residents have to abide, now they are changed and become political agendas by politicians. Three, politicians have been standing to defend citizens who violate the laws and regulations simply because they are the voters. This is a big political challenge which has resulted into a reduction in the efforts of the authorities to enforce laws and regulations which are major components of urban plans. This phenomenon demonstrates the excessive politicization in urban development planning which has interfered professional conduct of urban affairs and has in turn interfered the legitimate sources and lines of authority. Politicians are taking the advantage of citizens demands even if the demands are not right, as an opportunity to gain political recognition and milestone (ibid.. pp8).

Another determinant of political environment for participation to take its action is the involvement of strong political support and recognition by political leaders on the concept of participation. These have to take place in all spheres of planning and are treated as the life of the plan.

2.2. Socio-economic Basis

The socio-economic basis facilitating participatory urban planning in Dar es Salaam is hinged on the socio-economic activities operating in the city. The activities need the approach to guide their development and there are number of them. These include as presented as follows:

2.2.1 The Informal Economic Activities

These types of economic activities have become remarkable in Dar es Salaam and spread in sectors of housing, water, land, agriculture, health, transport, education, industry, trade, sanitation and other sectors which are part of the city's urban systems. The engagement of urban households in the activities has been increasing. The fact finding study on the economy conducted by Kristina Flodman Becker revealed that by 2004 an estimated 55% of households in the city were engaged in the economy. The estimated percentage of households engaged in informal sector economic activities according to Matemba (2011) increased to 66% by 2011. The contribution of these types of activities is in a number of ways. These include they generate employment; provide a source of accommodation to majority of the city's population drawn from both the formal and informal economy (Kiduanga, 2004). This finding reveals the evidence of theoretical argument that informal economy also emphasizes the existence of a continuum from the informal to the formal ends of the economy and thus the interdependence between the two sides (Kristina, 2004).

One big potential of the sector which has raised its significance role in the city is when the sector was realized to have idle assets lying in the informal settlements. It is argued that poverty can be reduced if the assets owned by people living in informal settlements are formalized, and hence used as collateral for loans (Kyessi, 2008). These assets are embedded with element of social structure and which influences the use of participatory urban planning approach to guide their formalization. The use of this approach to formalize the informal settlements in the way of upgrading them has been substantial in many major urban areas as Kyessi (2008) on page 2 revealed with following words... "government in collaboration with other stakeholders is already implementing projects of identifying all projects in informal settlements in major urban centres of Dar es Salaam and Mwanza. Using own budgets, urban local authorities in Dodoma, Moshi, Tanga, Iringa and Morogoro are also implementing similar programmes".

Another reason behind the need for participation in the informal economy is the presence of undesirable elements posing a challenge to the sector though the economy's contribution is significant to Dar es Salaam urban economy. In order to tackle the undesirable elements to make the informality become formal, the process can be undertaken effectively through the approach of planning that involves various actors in a participatory way. Experience shows there have been projects of upgrading the informalities by abandoning the undesirable elements. Those applied effectively the principle of participation in their formulation and implementation they recorded good performance. But those discarded the principle of participation and opted for top-down approach the projects were not satisfactory in their performance (Kiduanga, 2004).

2.2.2 Liberalized Economy

The liberalized economy which presently operates replacing the centralized economy constitutes another theoretical factor for the participatory urban planning to be in place in Dar es Salaam. While this type of economy began to take place in Tanzania in mid 1980s, the same period the adoption of more participatory approaches in urban development plans has started in sub-Saharan Africa including Tanzania (UN-HABITAT, 2009b). The liberalized economy in Dar es Salaam as well as in other areas of Tanzania has been adopted as a model for achieving growth after the state intervention in the economy failed to realize such objective. This model practiced since the mid 1980s has facilitated participation because the economy opens doors through governance process for actors of the level of individual citizens, civil society, private sector and the state to collaborate to contribute growth to the economy (Kiduanga, 2006). In each economic activity engaged by one actor the need for other actors is imperative in order the activity to perform well. For example the private sector which is seen an engine of economic growth of the city and Tanzania attains the characteristic feature of applying market instrument in the framework of liberalized economy to undertake its activities to arrive to the objective of economic growth.

In this circumstance collaboration with other actors is crucial and constitutes a condition for the activities undertaken by the private sector to realize growth. The state in arena does not take the responsibility of commanding state which adopts central planning and direct production of goods and services. But as insisted in the 2009 Report of Poverty and Human Development, the state performs the functions of (i) providing policy and strategic direction for the country, (ii) creating an enabling environment for the private sector to operate and (iii) establishing and strengthening the institutional framework for growth and accompany regulatory and enforcement systems. The economic activities undertaken by the private sector require social and public services such as education health care, water, sanitation and others whose provision in the city are under the responsibility of the citizens, the local government authorities and other actors in a participatory way (Poverty and Human Development Report, 2009).

2.2.3 Intensified Globalization

Globalization is intensified in Dar es Salaam to increase city performance level through tapping opportunities available globally. This is indicated by presence of global activities engaged in the city such as financial, telecommunication, transport and other activities. The process is done by improving governance, innovation management and other approaches. As suggested by Frannie Leautier (2006) improving governance allows cities to translate global opportunity into local value for their citizens. This process the paper argues needs participation of city's residents and residents from other countries.

2.2.4 The Policy, Legal and Institutional Bases

The number of reforms carried out in the policy, legal and institutional framework have created a condition for participatory urban planning to take place in Dar es Salaam and in other areas of Tanzania. One major and important reform focused on amending some of the articles of the Constitution of the United Republic of Tanzania. As a supreme law the repealed some of the articles of the constitution resulted into enshrining the promotion of democratic rights and freedoms, electoral processes, accountability, mechanisms of allocation of powers to the agreed arms of government (Mallya, 2002). The 1977 Constitution of the United Republic of Tanzania has enshrined Article 146 which stipulates that one of the objectives of the local government is to enhance the democratic process within its area of jurisdiction and apply the democracy for facilitating the expeditions faster development of the people. To attain this importance objective another major and important reform was launched in 1996 seeking to effect decentralization by devolution to Local Government Authorities (LGAs) so that they have the power and authority to be accountable to their community and engage the communities in planning and managing their local environment (PMO-RALG, 2006). The areas involved the reform of local government system are 1) political decentralization, 2) fiscal decentralization, 3) administration decentralization, 4) service function decentralization and 5) changed central local relations (Mmari, D.M.S; 2005)

Following these areas of reform there has been a revision of a number of policies, legislations and restructuring the institutions formulated to include the concept of participation of various stakeholders in making decisions on urban development and environment management. Among the new formulated policies include the National Human Settlements Development Policy of 2000 and the National Land Policy of 1995. Among the legislations amended to feature the concept of participation include the Local Government (urban Authorities) Act Number 8 of 1982, the Local Government (District Authorities) Act Number 7 of 1982, the Town and Country Planning Ordinance Cap 378 of 1956 as amended in 1993; the Urban Planning Act of 2007; the Land Act of 1995 and the Urban Land Use Planning Act of 2007. One of the roles of the amended and enacted legislations is to provide legal support the operating policies for their effective implementation. The authorities have been given legal recognition by the laws for their existence in order to play their various roles in governing urban development in an effective and in a participatory ways.

As noted by Mmari (2005) the Local Government (Urban Authorities) Act No 8 of 1982 created the local government urban authorities/institutions of the arrangement of city, municipal and town councils and Mtaa. In Dar es Salaam and in other urban areas of Tanzania the Mtaa is the lowest level of local governance and has a chairperson who is elected by a Mtaa electoral meeting. The chairperson is required to convene a meeting of mtaa residents at least once in every two months to decide on issues of communal interest and therefore to submit the minutes of the meeting to the Ward Development Committee created by Section 5 (1) of the Local Government (Urban Authorities) Act No 8 of 1982. A Mtaa committee exists in every Mtaa composed of more than six members elected from amongst residents of the Mtaa in accordance with procedures as may be prescribed by the Minister responsible for local government.

The Mtaa Committee performs the functions of (1) implementing council policies, (2) advising the council on matters relating to development plans and activities of the Mtaa, (3) advising the Ward Development Committee on matters relating to peace and security in the Mtaa, (4) keeping proper record of residents of the Mtaa and a record of other particulars relating to the development of the Mtaa in general and (5) performing other functions as may be conferred upon it by the Ward Development Committee. The Mtaa chairperson apart from chairing Mtaa assembly and Mtaa Committee meeting, has obligations of (1) supervising peace and security activities in the Mtaa, (2) arbitrating on minor conflicts amongst Mtaa residents which do not warrant to be referred to the Ward Tribunal nor the courts, (3) sensitizing Mtaa residents to pay council taxes, (4) ensuring general cleanliness in the Mtaa, (5) cooperating with the urban council in abatement of nuisances, (6) following up and ensuring that every school going age child gets a place and attends classes as required (7) sensitizing Mtaa residents to participate in development activities through self help and (8) performing such other functions as may be determined by the urban council members composing (ibid. pp.29).

The Ward Development Committee in urban ward is composed of a councilor representing the ward in the urban council who is the chairperson of the committee; chairpersons of Mitaa of urban ward; women councilors who occupy special seats reserved for women in the urban authority resident in the ward and invited members who must include persons from non-government organizations and other civic groups involved in the promotion and development of the ward (but without voting rights). The Ward Development Committee performs the functions of 1) promotion, establishment and development of cooperative enterprises and activities within the ward, 2) initiation and formulation of any tasks, venture or enterprise designed to ensure the welfare and well being of ward residents, 3) supervision and coordination of implementation of council projects and programmes, 4) planning and coordination of activities and rendering assistance and advice to the residents of the ward engaged in any activity or industry of any kind, 5) formulation and submission to the urban council of proposals for the making of by-laws in relation to the affairs of the ward, 6) monitoring revenue collection, 7) initiating and promoting participatory development in the ward, 8) supervision of all funds established and entrusted in the ward, 9) managing disaster and environment related activities and 10) promotion of gender issues (ibid. pp.25).

Where any scheme or programme for the development of the ward has been approved by the council chief executive the Ward Development Committee is required to inform all persons within the ward area about the scheme or programme and the date, time or place upon which the ward residents will report in order to participate in its implementation. The funds and resources of the Ward Development Committee of such sum as may be determined and appropriated by the urban council.

3. Formulation and Implication of Participatory Urban Planning on Actual Development in Chamazi and Kibamba wards of Dar es Salaam

3.1 Introduction

The 1992 is the year of starting participatory urban planning in Dar es Salaam. Theoretically the approach has been facilitated by political, policy, legal, institutional and socio-economic factors as explained in the previous section. Also the approach has been put in place to address a number of urban development challenges in the city following the failure of the traditional Master Plan approach to play such role.

Dar es Salaam is composed of activities which have to be developed in a sustainable way to make the city livable. To achieve this objective a sustainable urban programme was designed. Within this set of activities which influenced the design of the programme an environmental activity was identified as a big challenge facing the city. The challenge had to be addressed through a participatory planning and management (EPM) approach which entails collaborative efforts drawn from popular, private, public and civil society organizations sectors. The sustainable urban programme made possible the EPM approach to take place since 1992 has been replicating to other towns in Tanzania. And in Dar es Salaam to the mitaa levels in different wards there has been an application of participatory planning approach by the communities to implement various projects and activities to achieve their developments.

Wards of Chamazi and Kibamba in Dar es Salaam were visited as sample study sites and interviews were held with sample of ward leaders, policy makers and academicians to investigate the methods of formulation of urban participatory planning and its implication on actual development in the wards. The empirical results regarding the theme are presented as follows:

3.2 Methods of Formulation of Participatory Urban Planning and Its Implication on Development

In the two wards of Kibamba and Chamazi the communities use participatory urban planning to carry out projects and activities for their development. While in Kibamba ward the communities started using the approach in 1998 for undertaking their development projects and activities, in Chamazi the approach started in 1992 when the government policy of decentralization by devolution (D by D) was introduced in the ward. The approach in the ward operates in the rubric of the Opportunity and Obstacles for Development. The opportunities available at Chamazi ward are land, people, coconut trees and song gas pipeline. Using participatory urban planning the opportunities can be harnessed to promote development in the ward. At Kiponza mtaa for example the private company of song gas pipeline agreed to provide assistance to the residents in water facility after writing a proposal on the project.

The formulation of participatory urban planning in the two wards involves a series of steps through various methods. The first step is the identification of the needs that influence the plan of activities and/or projects to take place. The needs identified by the communities at mitaa level in Kibamba ward were class rooms for schools, water and health facilities, bridges and land development. Except land development other needs identified through holding a meeting where discussion was held on the implication of each need on the development of the communities. The needs identified in Chamazi ward by the communities for projects development to take place were class rooms, water supply, market construction, electricity and health supply, local land survey and mechanisms of land settlement disputes. Out of these needs local survey and land settlement disputes mechanisms were the needs identified by the communities of mitaa level in Chamazi. The planning of local land survey was initiated at Mtaa level by the people to achieve proper land use plan in areas of unoccupied.

It was agreed that in the areas of unoccupied a space should be left for roads when houses are constructed. The communities designed a strategy of reporting all land transactions to the mitaa authorities in order to achieve the objective. The strategy however is not strong enough for land transactions being reported at significant scale to the mitaa authorities because of politics interference, lack of enough commitment and seriousness among the top government officials.

Land disputes in the ward are settled by land committees at mitaa level. The unresolved disputes are referred to the ward land tribunals. Following the establishment and effectiveness of the committees in the mitaa statistics indicate land disputes have dropped from 70 land disputes reported by end of May 2013 to 20 land disputes remaining for settlement by the committees in the ward by end of August 2013.

Step two of planning formulation is priority setting. In Chamazi setting the priorities is done through discussion and reaching consensus at the meeting attended by mobilized people of the mtaa. The consensus on priorities setting is reached on the basis of discussing the opportunities and obstacles for development. Different mitaa may have different priorities which are sent for discussion by the Ward Development Committee in order to set ward priorities. Findings revealed that the ranking of priorities in terms of importance at Chamazi ward are 1) education 2) market 3) electricity supply 4) water and 5) health supply.

In Kibamba setting priorities is done at mtaa level through discussion at the meeting where consensus of the people is reached on priorities through voting. The secretary of each mtaa writes a list of priorities which is sent to the ward for setting ward priorities by the Ward Development Committee for submission to the Municipal Council. There are activities or projects for example cleanliness that the communities can deal with at mtaa level which are not referred to Ward Development Committee.

Frequency of meetings at ward level is six per year. After every two months a meeting is held. At mtaa level in the two wards visited meetings can be held up to six times per year depending on the needs of the residents. While in Kibamba on average between 150 and 200 people attend a mtaa meeting when it is held, In Chamazi ward findings indicated that attendance of mtaa meeting when it is held is on average of between 300 and 400 people. Tables 1 and 2 on page 10 present number of residents in each Mtaa of Chamazi and Kibamba wards.

From the findings above it is worth to note the following points: One, in the two wards there are few people responding quickly to the meeting held in the mtaa. While meeting provides a forum where residents design planning for activities and projects for their development it is unfortunate that meeting is attended by few people which implies that the identification of needs and setting priorities as important steps of a plan are done by few people. There is a need to provide awareness to the residents to attend meetings.

Two, the participatory urban appraisal method is not used in the two wards. Instead the identification of needs and setting priorities for the projects are done through methods of meeting and voting. The use of these methods is attributed to lack of knowledge on using participatory urban appraisal by the communities. In absence of using this method may result into failure to design strong plans for development of the communities. There is a need for the communities to be provided with knowledge on effective methods of formulation of participatory of urban planning.

The level of participation by communities in initiating plan for land development is minimal. Such instance was found in Kibamba ward where land had to be planned for development of satellite city in the area. The decision on a plan initially was made by the external agency, the central government through the Ministry of Lands without involving the communities. It was fortunate the involvement of the communities came later after the parliament directed the ministry to involve the communities and ensure the communities both rich and poor get benefits from the project. The benefits accrued to the communities from Kibamba planned satellite city project are water, surveyed land for good standard and modern houses construction, establishing farms, water, electricity, roads and bridges facilities. The ministry's participation in the land use plan for the project was in the form of surveying the land of the communities which formally was under customary land and designing and drawing the maps done in 2007 at the cost of the ministry. The communities' contribution in the project was in the form of resources mobilization for surveyed plots allocated with title deeds.

There are strategies designed by the communities for resources mobilization. One, groups were created each composed of 50-60 people managing an established fund. Two, using Kinondoni municipal surveyors who are cheaper than the private surveyors to survey the land. The strategies produced positive result of saving funds which are used for other development projects such as repairing roads and contributing money for water and electricity supply. There is participation of the communities in the form of labour force in social services development. At the meeting an agreement was reached each member to contribute TZS 700,000/= for developing such services. One benefit accrued from the land surveyed as part of Kibamba satellite city project is the increased land value from TZS 800,000/- to between TZS 20,000,000/- and TZS 30,000,000/- for a plot of high density. This market price is of high of land and is a gain to people of low income category when they decide to sell their plots in case they are unable to develop them.

Findings from Chamazi revealed the same results that a plan for land development for a big project is not initiated by the communities at mtaa level. The plan is made through top-down approach. The communities at mtaa are consulted through meeting for discussion on the plan made by the officials of municipal council. The suggestions of the communities at mtaa level are sent back to the municipal council through the Ward Development Committee. The plan of land compensation was cited as one of the examples where the communities are consulted to give their suggestions. The inclusion of market value in land compensation was suggested by the communities. It is unfortunately that this suggestion is not taken by the municipal officials in the formulated a plan.. The exclusion of this communities' view according to one researcher has been happening in many other parts of Tanzania resulting into unfair land compensation. Corruption, lack of accountability and laxity of government officials in using the existing rules and regulations are the reasons why fair and prompt land compensation is not practiced in many parts of Tanzania. The result of such practice is the unreduced land conflicts that reach to the level of killings. The researcher further contended that there are very few examples of participatory planning practiced on land issues by the communities at mtaa level. Songea town was cited as one of the few cases where the municipal wanted to increase the number of plots. When communities were involved, compensation was fairly and promptly made and the project went well.

Another cited case of land development is the issue of settlements upgrading project implemented under the City Wide Action Plan. It was reported that the Temeke municipal council brought the plan that identified areas for implementing the settlements upgrading project. The involvement of the communities was after the areas for upgrading were identified. The people were consulted to choose the area and items to be upgraded in the areas decided by the municipal council. For instance if the municipal council identifies to upgrade a road of 12kilometres in certain area the people of mtaa are involved to choose the roads of 12kilometres long to be upgraded. Formulating a plan for upgrading social service and infrastructure like water, housing etc is made by the municipal council without involving the communities. The involvement of the communities is on the stage of implementing the plan. The reason for the communities not participating in the phase of initiating the plan is the low education level the communities have on making participatory urban planning.

It was also claimed that many people at the grassroots level in Dar es Salaam are not aware on the importance of participatory urban planning. When the people are given education as the case of Kigamboni they can participate in planning for their plots. But for the case of Mbande many residents lack education on land use plan that is why the top-down approach is applied to formulate land use plan.

The third step in planning is budgeting the resources which is crucial for implementing the projects and activities identified for development of the mitaa. The mitaa of Chamazi and Kibamba wards have the following sources of finance for budget of their plans: (i) Contribution by the Municipal Councils; (ii) Contribution by communities of different income groups, the poor and rich. The communities apart from contributing cash, they contribute ideas and cash in kind. (iii) Contribution by the private sector.

The contribution made by the municipal councils for budgeting the plans of the projects and activities at mitaa and ward levels come from services levies, property tax, market dues and business license fees collected by mitaa/ward authorities. 80% of the revenue collected from the sources are remaining at the municipal councils and another 20% goes to the ward. Out of the 20% of the property tax allocated to the ward the Mtaa Chairperson gets 3% as incentive to continue with the duty of collecting property tax. Income taxes collected at mitaa or wards levels go to the Treasury through Tanzania Revenue Authority. Land rent goes to the Treasury/central government through the Ministry of Lands.

The funds received by the central government their budgeting is participatory in theory. In practice the formulation of the budget to implement the projects identified is made through top-down approach. The formulation is done at the central government which sets budget ceiling for the municipal councils. At the municipal council the administrative and technical officials go to the mtaa to assess the cost of the projects identified by the municipal councils and prepare the budgets on the basis of the ceilings provided by the central government and give the councilors the budget ceiling when they are at the full council. Before the full council is held the councilors do not know the municipal budget ceilings. They send their proposals discussed by the Ward Development Committee without knowing the budget ceilings provided by the municipal councils. The councilors are called to go through the budget and check if the proposals of the wards were incorporated. Every councilor needs to ensure that the needs of his/her ward are incorporated in the budget. If they are not incorporated in the budget they wait to be incorporated in the coming budget.

The projects initiated by the communities their budgets are not formulated by them. The municipal council integrate the projects in a council budget after they receive from the Ward Development Committee. The municipal council then sends the budget proposal to the region which in turn sends to the Prime Minister's Office Regional Administration and Local Government (PM ORALG) for approval.

4. Conclusion

The conclusion made is on providing recommendations for sustainable and effective methods of formulating participatory urban planning in the wards of Chamazi and Kibamba in Dar es Salaam. If the methods of planning formulation become sustainable and effective the following benefits can be accrued: The sustainability of the projects prioritized will be realized; Security of the projects will be guaranteed; Meeting the objectives of the plans and enough attendance of communities to contribute their views in the plans will be attained and settlement of conflicts over resources such as land conflicts will be possible.

To make the methods be effective the following suggestions are made: (a) Knowledge has to be provided to the communities on participatory urban appraisal method, (b) The communities should get training in formulating budgets for plans of projects and activities. This will increase the involvement of the communities in assessing the costs and benefits of the projects and monitoring them; (c) There is a need to increase awareness to the communities on the importance of attending mtaa meetings, (d) Budget ceilings should be known by the communities in order to increase the effectiveness in formulating the plans for the mitaa; (e) The communities have to be involved fully in land use plans (f) Outdated laws regulations, rules and policies have to be revised to suit participatory urban planning, (g) Capability of institutions dealing with participatory urban planning should be enhanced in the areas of manpower, equipments and other resources; (h) Channeling financial resources should not be delayed and (i) Political interventions which contribute to failure of participatory urban planning should be avoided.

Table 1: Number of Residents in Mitaa of Kibamba

S/n	Mitaa of Kibamba	Number of Residents
1.	Kibamba	7,485
2.	Kibwegere	3,927
3.	Hondogo	4,362
4.	Gogoni	4,573
5.	Kiluvya	3,573
Total		23,920

Source: Kibamba Study Site, 2013

Table 2: Number of Residents in Mitaa of Chamazi

S/n	Mitaa of Chamazi	Number of Residents
1.	Magengeni	4,964
2.	Msufini	38,000
3.	Mwembe Bamia	2,873
4.	Kisewe	4,621
5.	Rufu	2,741
6.	Kiponza	2,704
Total		55,903

Source: Chamazi Study Site, 2013

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