

Planning Standards for Urban Land Use Planning for Effective Land Management in Tanzania: An Analytical Framework for Its Adoptability in Infrastructure Provisioning in Informal Settlements

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Key words : Planning standards, Land use planning, and Land management

SUMMARY

Urban planning standards in Tanzania have an historical evolution on the use and adoptability regarding Master plan and land regularization planning approaches for effective urban land management in informal settlements. The evolution and adoptability of planning standards observed influenced by changes in socio-economic and investment aspirations in urban settlements. These standards, also seems to be influencing upgrading of infrastructure facility and utility in view of design, supply, demand and management in informal settlements. This paper provides findings from Community land use planning process in land use planning standards in upgrading projects, which were agreed by the communities, approved by responsible authority and implemented in Mwanza and Dar es Salaam- Tanzania. Specifically, explores policy and legislation environments supporting communities involvement in land use planning, documents community led land use planning process used in developing planning standards, determines roles and responsibility of different actors, and provides communities agreed planning standards in view of formal urban space planning standards. It ascertains also, policy and practical challenges and recommends output management precautions for adoptability in view of enhancing social sustainability, economic viability and ecological friendly for effective land management.

Underlying planning standards implementation, socio-economic and investment aspiration, bureaucratic procedures in planning and approval of land use plans, political acceptability and interference, continuous land subdivision after plans preparation are some identified critical analysis framework challenges for its adoptability in informal settlements. However, strengthening local grass-roots role in land management and training the same, adopting flexible standards based on existing situation with some limitation regarding sanitation, health, environment and fire risks considerations should be sought. Others include decentralizing power in urban planning field, affordability and equity. The study concludes that, unless land use planning activities for effective land management in informal settlements are closely monitored and regulated as the settlement grow, it will be costly-socially and economically to retrofit if planning standards do not conform to socio-economic, ecological and investment ties that sustain livelihood strategies in informal settlements.

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1. INTRODUCTION

The central focus of this paper is on exploring communities led planning standards in informal settlement upgrading projects, which were approved by responsible authorities and implemented by the communities-to contribute to the understanding on its adoptability and challenges associated with. *Planning standards* discussed widely (Topfer, 2002). In this context refers to communities agreed land use planning space standards guidelines for infrastructure facility and utility provisioning, which were endorsed and approved by local and central governments. The communities agreed planning standards mostly seen are inconsistent with formal planning standards but reflects settlement existing socio-economic development patterns. *Land use planning* refers to future-oriented and uses of the broad categories of land, which introduces a degree of uncertainty about the specific type and scale of land use on a given parcel of land. *Land management discussed widely* (Mabugunje, 1992; Durand-Lasserve, 1990; Kombe, 1995). In this context conceived as processes involving different stakeholders in planning, facilitation and controlling land use planning and subsequent activities in view of land development control and securing tenure in informal neighborhoods. The paper provides grounds for policy and practical analysis on the need for effective planning standard as a potential challenge facing formal institutions in rapidly growing cities. This is important in view also to determine the future urbanizing cities' land development, promoting orderly and planned development of land resources, ensuring property rights are well defined, secure, transferable and enforceable for effective and efficient urban land management. Focusing on community led planning standard does not mean that the study overlook other drivers of change, however, it only gives a distinction of the study and therefore other drivers of change deemed necessary were taken into accounts.

The paper ground on social capital theory as important in understanding and explaining decisions and actions by different actors, policy interventions and understanding the civic engagement in collaborative planning (Jacobs, 1961; Putnam, 1993; Robert, 1994; Pretty et al, 2001). The theory also noted useful in understanding how do various actors interact to effect land development and management in determining communities agreed planning standards put in place in land use planning during upgrading projects.

In world cities, planning standards governed and regulated by legal and administrative framework, which are written norms for land use planning in formal planning system. These written norms derived from change in socio-economic and investment aspiration needs in urbanization and industrialization production processes in the 19th century in Europe. The urbanization and increasing of industrialization processes resulted problems such as diseases

eruption, health, urban sprawl and housing, which seems necessitated the need to have more interventions on planning space standard for proper land management (Amstrong, 1987; Rakodi *et al*, 1993). With regards to disease implication, Town Planning Ordinance enacted in 1932, and later on Town and Country Planning Act in 1947 put in place to facilitate and control planning standards in Europe. Later on these Act and standards adopted spread to USA, Germany and other developing countries including Tanzania (Halla *et al*, 1999a).

The major planning approach used to implement the aforesaid Acts and ordinance stipulated standards was Master plan approach. For example, in Tanzania case, master plan approach adopted from 1891-1990). The period from 1891-1960 in Tanzania, there was low rate of urbanization in urban centers. Low urbanization rate seems caused by racial exclusion policy practiced by colonial administration, and therefore informal settling was minimal (Kironde, 1994). From 1960's to 90's, the country experienced increasing informal settling observed resulted from rapid urban migration, which led to informal housing development with minimal development facilitation and control (Halla, *ibid*). Informal housing also resulted in difficult on adopting formal planning standards in infrastructure provisioning. Residents in these informal settlements adopted their own standards (unwritten norm) in infrastructure provisioning through communities agreed standards (Magigi, 2004). The adoptability of unwritten norms augmented haphazard housing development in one hand but seems meeting communities needs in service provision (Rakodi, 1989). From 1990's to date, informal settling has been common, and government has put in place policy and legislations including Land regularization, which encourages community involvement in land development activities. This underline the need for local authorities to strengthen community involvement in decisions making to meet the indispensable role that can help to fill the gap in local government operation in a situation where public resource are inadequate for effective land management.

2. METHODOLOGY

2.1 Case study area

Ibungilo and Ubungo Darajani were selected as case studies. These are unplanned settlements found in Mwanza and Dar Es Salaam city respectively. The settlements (i.e Ibungilo and Ubungo Darajani) are located 15 and 9 kilometer from city centres. Ibungilo covers an area of 76 hectares and is highland area. The settlement had a total of 1204 households and 5,245 people, in which 3,200 are women and the rest were men (SMWP, 2002). Among 1,204 households, 1,149 comprised landholders and the rest were tenants (Map 1).

On the other hand, Ubungo Darajani case covers 26 hectares, a low land area experiencing flooding during rain season. It has a total of 849 households and 4,245 people, in which 2,420 are women and the rest are men (URT, 2002). Among 849 households, 269 comprised landholders and the rest were tenants (Map 2).

2.2 Criteria for study area selection

Ubungo Darajani and Ibungilo had involved in upgrading project and therefore easily to have land use planning standards adopted in infrastructure provisioning. Were cases where members charted strategies to decide on planning standards to be adopted in infrastructure utility and facility provisioning regarding space available within their neighborhood, contributed cash, authentication of documents and labour potential for project execution . The two cases communities prepared land use plan and therefore were easily to demonstrate how residents managed to develop and sustain trust, create relational and connectedness, and use oportunities offered by the policy changes to develop their own standards. Other criteria were availability of information, manageable size in terms of area and population, tenure insecurity, rapid settlement growth in terms of housing development and potential candidates to illustrate linkages between urbanisation and urban governance.

2.3 Social economic setting

The population of Ibungilo and Ubungo Darajani informal settlements are largely comprised people from various tribal backgrounds, with diverse social, cultural, economic and ethnic beliefs. These include Zanaki, *Chagga*, *Waarusha*, *Matumbi*, *Zaramo*, *Kurya*, *Jita*. The mixed social set-up seems to have created conducive metropolitan environment, which in turn, has helped in land use planning process in the two settlements. The presence of community organizations in the two settlements, tribe groups, religious groups, women credit facility and solidarity groups had constituted important source for local initiated land use planning process implementing.

The major economic and income generation activities carried out in the settlements include gardening, along Bwiru river (i.e 8% of the population) in Mwanza while Ubungo Kibangu river (i.e 6 % of the population) in Dar es Salaam case. Others include business activities (34%, 32%) such as retail shops, garages, hotels and restaurants, petty trading, animal and poultry keeping in Ibungilo and Ubungo Darajani respectively. Additional subsistence activities include off-farm activities such as carpentry and sale of processed building wood employ (10%, 20%) of residents while (42%, 60%) noted have formal employment. Therefore, the study observed that 42% of the residents in the two settlements were employed in formal sector while (58%, 40%) were in informal sector. The employment pattern and level of increased housing investment for renting and residential purpose enhance community contribution capacity in land use planning process.

2.4 Field methods and data collection

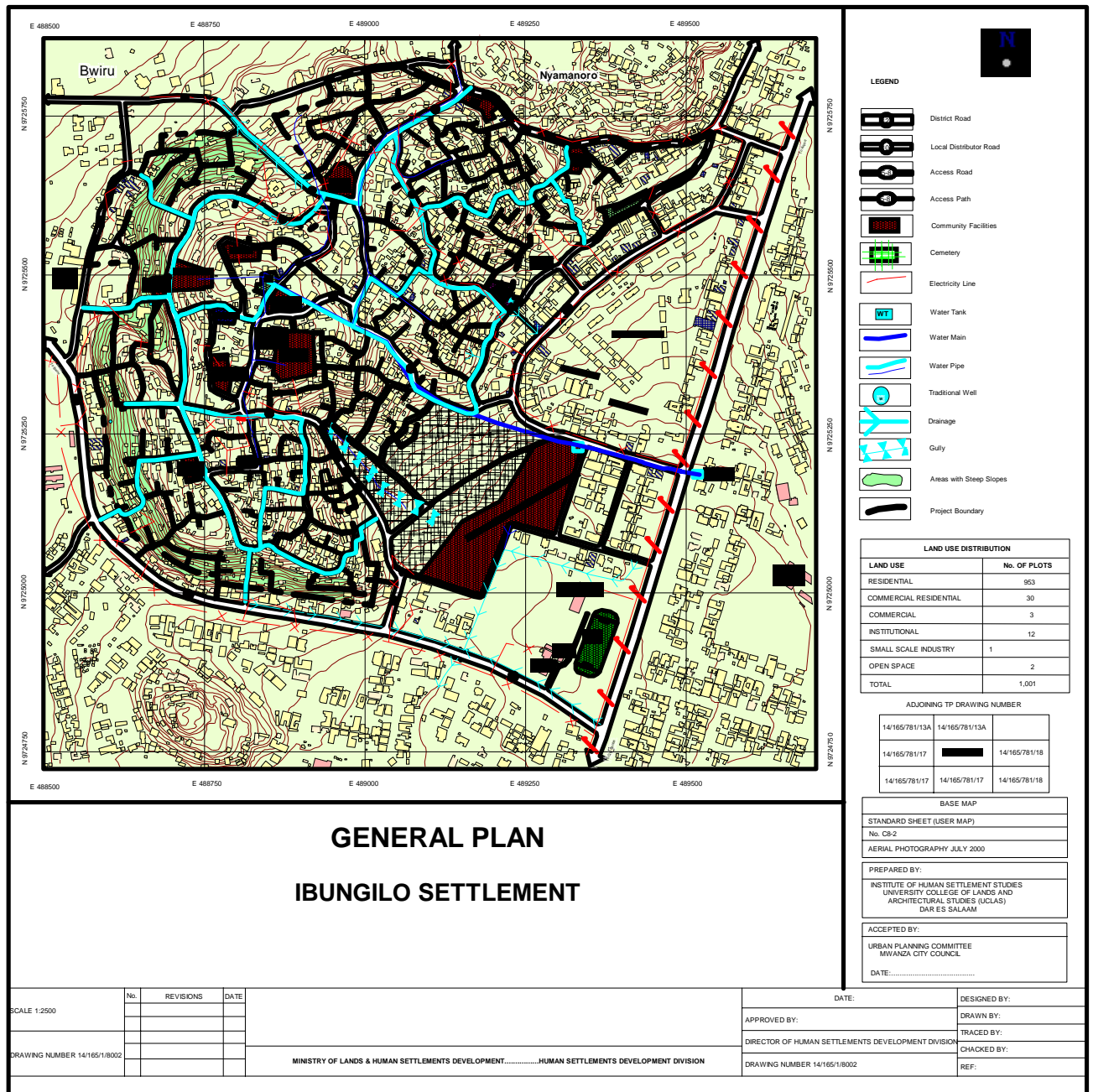
Both secondary and primary data were collected in the two cases, which enable the project implementation in both Ubungo Darajani and Ibungilo settlements. In Ubungo Darajani, data were collected during six months period from September 2003 to March 2004. The case of Ibungilo settlement in Mwanza, data were collected and implemented from January to August 2002 (i.e. from Land use plan initiation, preparation and approval process. Prior to land use

plan preparation a series of 4 consultative meeting with donor and Mwanza City council were held with University College Lands Architecture Studies (UCLAS) consultant the case of Ibungilo. With this regards, memorandum of understanding was drawn before the commencement of the project. Field preparation including Maps, demonstration, literature review, establishing contacts, training of field assistants and buying of equipments were held. Field data collection and desk search namely documentary, field observations, general meetings, participant observation and interviews were employed in both cases. On the other, Ibungilo case a total of 1204 landholders and tenants were interviewed and their plot demarcated (i.e. 1049 landholders plots). However, 820 respondents were men and the rest were women.

The case of Ubungo Darajani, a total of 96 respondents were interviewed comprising 50 women and rests are men. Local community feelings and perceptions were recorded to qualify the arguments. Furthermore, Kiswahili language was used to conduct the interviews using questionnaire in both cases.

Data collected were analyzed using coding, tabulation and MsExcel and represented as text in Microsoft word. Other tool includes Mapinfo. Throughout the analysis, data were differentiated regarding roles and responsibility actors. This helped in understanding on collective actions and socio-ties potential for the success of the case, policy opportunities and challenges in community agreed land use planning process in view of planning standards adopted for subsequent steps including surveying, land registration and infrastructure provisioning.

Map 1: Ibungilo Settlement: Location and Community Agreed Land use Plan

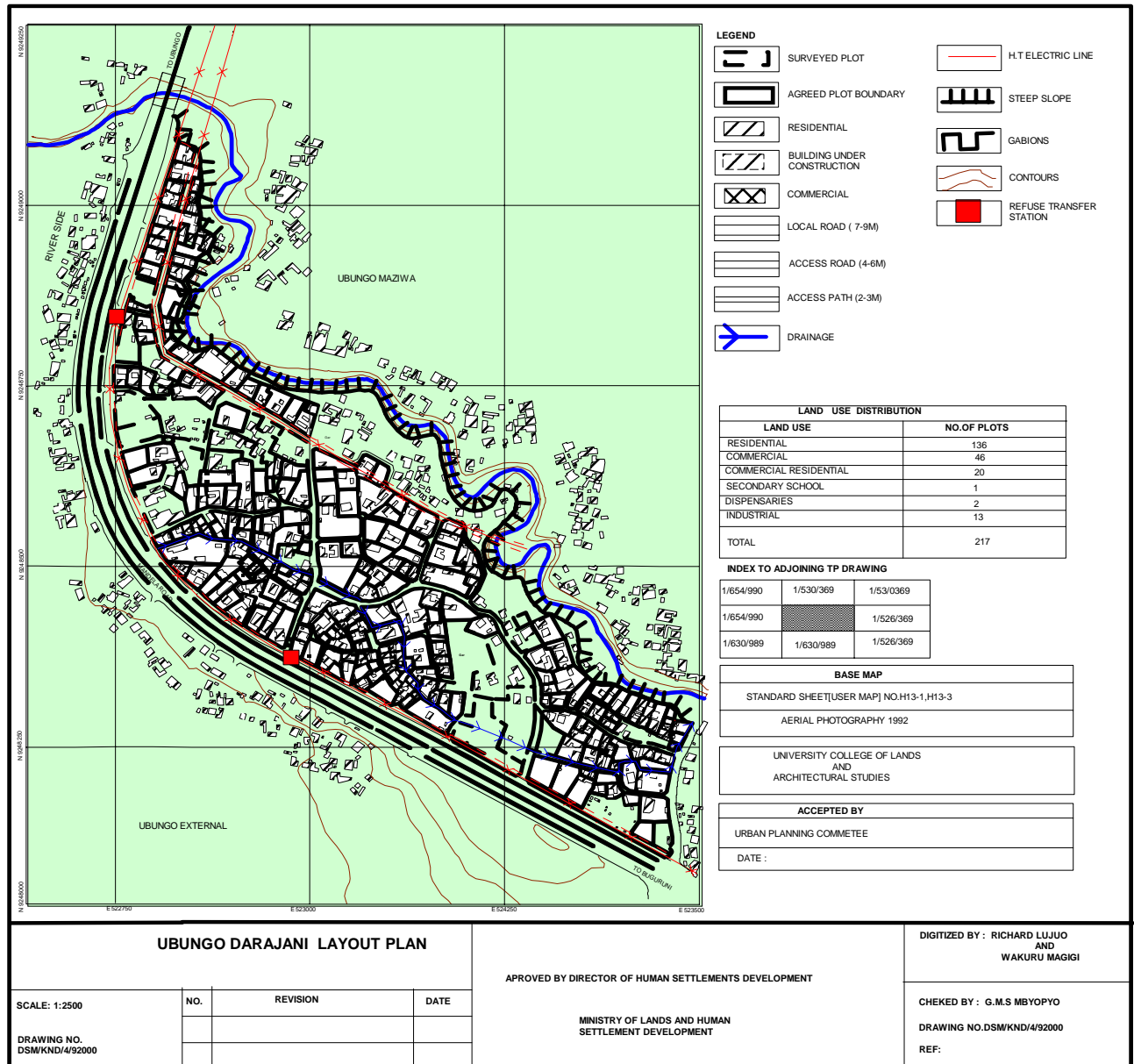


Source: Sustainable Mwanza Programme (SMP 2002)

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Map 2: Ubungo Darajani: Location and Community Agreed Land use Plan



(Source: Aerial photograph of 1992; Magigi, 2004)

3. RESULTS AND DISCUSSION

3.1 Policy and legislations supporting land use planning

Detailed planning scheme (or detailed land use plan) as stated in Town and Country Planning Act (Cap 378) of 1956 revised in 1961 in Tanzania is applied as scheme of regularization as stated in Land Act of 1999 section 56-60. Actually it is the filling up of the “missing” contents of section 27 of the 1956 Ordinance (supra). However, these are main land legislation controlling land development and instrument for exercising urban land governance in the country.

3.1.1 Cap 378

Town and Country Planning Act of 1956 revised in 1961 guides, direct and control land development in compliance with other laws such as Land Act of 1999. It stipulates important roles in relation to development control (section 35-39) through enforcement of building control and empowers local authorities to impose development conditions on land development. It makes use of planning consent procedures land use zoning through preparation of detailed planning scheme (i.e land use plan). The main steps in preparation of detailed layout plan in accordance with Cap 378 are;

- The planning authority (i.e. Ministry, City, Municipal and Town councils authorities) passes a resolution of intention to prepare detail planning scheme (section 13, 18 and 21)
- The planning authority convenes a meeting of landholders in the area to be affected, serve six month’s notice on the landholders concerning its intentions to prepare a detail planning scheme and allow during that time land owners to prepare their own scheme and submit to the preparatory authority (section 24 (1))
- Within six month of the scheme preparation, the preparatory authority deposits detail planning scheme in the affected area and then after conduct public hearings in the planning area (section 24 (i))
- In the event of a positive resolution the planning authority adopts the proposal prepared by landholders with or without modification (section 24 (2))
- The planning authority makes alteration or modification by taking the relevant accounts the result of public hearings (section 24 (3))
- The planning authority submits the detailed planning scheme to the urban planning committee for approval
- Incorporation of comments raised by the technical experts in the urban planning committee and presentation of the final detailed plan to the affected landholders
- With planning brief, the local authority submits the detailed planning scheme to the ministry responsible for planning for approval. This has to be done within four months from the date of publication of notice of deposit of a scheme (section 26, 29, 31)
- The Minister furnishes estimate of costs of compensation through consulting area planning committee (section 25 (1))

- Details planning scheme approved by the Minister responsible for planning (section 32). In reality most of the activities assigned to the minister are delegated to Directors or Commissioners for Lands.

3.1.2 Room for community (i.e. landholders, tenants, civil society and private sector) involvement

Cap 378 has two main parts, which facilitate local community involvement in land development and management. The first part is the preparation and execution of detailed planning schemes (section 13, 18, 21 to 34) and the second part is on land development control (section 35 to 44). In the first part, section 28 (2) to (4) of the law recognizes customary land tenure ownership. However, section 29 and 30 requires before cadastral survey, third party interests be cleared i.e. compensated. Thus, the first part of the law (Cap 378) provides for land preparation and development through formal land development and management processes. Also section 29 to 32 of the law provides need for land registration so that individual landholder can be granted right of occupancy. Local and central governments are required by the law to facilitate the formal land development and management.

The second part of the law (Cap 378), section 35 states that no development shall be allowed in planning area without planning consent, and section 37 requires the conformity of development with regards to general planning scheme. These sections show how the legal environment is set to provide for effective and efficient land development and management. Section 39 of the law gives local authority powers to impose conditions, in addition to conditions stated in Cap 378. Most of the provisions in practise are not adhered leading to continuation of informal settlement in urban areas. However, the study revealed that, effectiveness of the planning law has a direct effect on the amount of land available (supply) and also where and when land is available. This underline the need for public private partnership in land development activities including preparation of land use planning in view of flexible planning standards. The flexible standards help to control land development in view of locally enforced unwritten norms in place by the communities with government facilitation.

3.1.3 Scheme of regularization as per Land Act

The purpose of a scheme of regularization is to facilitate the recording adjudication, classification and registration of occupation and use of land by those persons living and working in an area declared by section 56 to 60 of the Act. The scheme of regularization entails arrangement for land use planning and boundary demarcation, arrangement for involvement of local authority and landholders in the areas, arrangement for budget and compensation in connection to scheme implementation, cadastral survey and land registration. In summary, Land Act of 1999 sections 56 to 60 provides the following steps for preparation and implementation of a regularization scheme:

- The Minister may, of his own motion or request from the urban authority or village council concern either direct the Commissioner to consider or appoint an enquiry to prepare a scheme of regularization and submit to the minister for land
- The Minister for Land pass a resolution to declare a scheme of regularization at the request of an urban authority or village council within urban or peri-urban area

- The urban authority or village council appointed convene one or more meetings in the area to explain to residents of the area the nature and purpose of and procedures to be followed in the declaration and implementation of the scheme and to listen and take account of the views of the residents on the matter. In this case, the appointed authority submits to the minister reports who may determine to declare a scheme of regularization or not. If declared a draft scheme is prepared
- Where a draft scheme of regularization has been prepared
 - A summary of draft scheme of regularization shall be published in at least on Kiswahili language newspaper circulating in the proposed regularization area
 - Public hearings deduced from the contents of the draft scheme and their views on the draft scheme may be obtained
 - Local authority shall consider the draft scheme and sent comments to the Commissioner for Lands
- The Commissioner for Lands serves a notice on every person occupying land affected or likely to be affected by any part of that draft scheme. In this respect the Commissioner considers the views from public, local authority for the area, continuous to the peri-urban area or any other persons, which have been submitted on the draft scheme. In this regard, if he considers it necessary or desirable to do so, revise the draft scheme and submit the revised draft scheme to the minister
- A fourteen days notice of any public meeting at which any matter connected with scheme is to be discussed and of the time by which any written or other submissions or representatives may be made on the draft scheme is given
- The minister may after considering the draft scheme submitted by the Commissioner for lands either;
 - Approve the draft scheme and declare a scheme of regularization by order published in the gazette in terms of the draft scheme
 - Refer to the draft scheme back to the Commissioner for further work in accordance with any directions which the Minister may give the Commissioner
 - Or reject the draft scheme altogether if conditions compel it so

3.1.4 Room for community (i.e. landholders, tenants, civil society and private sector) involvement

The active involvements of local communities in land regularization scheme are seen in step three and four. Implying that despite with good policies and intentions there exists a vacuum regarding their operationalisation at the grass-root level. For instance, regularisation scheme section 56-60 of the Land Act of 1999 no.4 seems to give powers to the central government to declare and implement the regularisation plan. This Act in the way, places residents or local communities and their local authorities on difficult position to directly and promptly intervene in an area, which has to be regularized. Power concentration in the central government leads to length and tedious process and may discourages local community involvement in land management. This point out the need to put legal mechanism to decentralize land use planning initiation and implementation to grassroots actors, where government could facilitate the point where the local community fails.

3.2 Community led land use planning processes in developing planning standards

3.2.1 The need for community involvement

The processes of land use planning in the two cases were initiated by Community-Based Organizations (CBO's). In case of Ubungo Darajani, the project was initiated by organization namely Ubungo Darajani Community Development Association (UDASEDA). The study observed that, the initiation was enhanced by community common felt problem, which necessitate the project to be accepted also, immediately by landholders. These common problems include fear of landholders eviction as the area was designated as hazardous land in 1978 by Dar es Salaam master Plan, poor infrastructure service, poor accessibility to credit facility and flooding were among other pertinent community commonly felt problems enhanced community collective action in land use planning process and therefore become able to decide on planning standards through mutual agreements.

On the other hand, Ibungilo settlement was designated as forest reserve along the Ibungilo mountain. Likewise, fear of landholder eviction, lack of water service, increased population; haphazard housing development, land degradation and poor sanitation facilities were among the problems made residents to join together in land use planning process. Initiation done by Ibungilo Community Organizations namely Ibungilo Settlement Development Organization (ISEDEO) AND Mkudi Development Association (MDEA) in implementing water project. These initiatives community organizations, *inter alia*, motivated the donor (i.e DANIDA) to select the settlement as a pilot study area in improving infrastructure provisioning. The commencement of Sustainable Mwanza Project (SMWP) demarcated the same among informal settlements in Mwanza city to be upgraded. Towards SMWP objectives set for upgrading implementation, the donor in collaboration with Mwanza City Council (MCC) consulted UCLAS as a consultant in project execution. In both cases contract and memorandum of understanding were drawn.

3.2.2 Process adopted by local Communities

Prior to project execution in the two settlements, the planning team worked out some standards for the infrastructure and community facilities to be applied in formulating and implementing the regularisation process outputs which includes, general plan, detailed land use plan, infrastructure plan basing on the national urban planning space standards (Table 1). These planning standards were discussed with Mtaa leaders, CBO representatives from Ibungilo, donor community, City council and UCLAS in the context of Ibungilo. The case of Ubungo Darajani discussed by UCLAS landholders, tenants, local leaders and private sectors and MLHSD. In both cases the consultant clarified why standards were necessary, functions of each proposed size of road space and community facilities and utilities suggested. To facilitate understanding of the leaders on the issue of standards, the discussion was made as practical as possible, by using live examples and sketches systematically. These examples raised community awareness and started mentioning planning standards to be adopted in general meetings (Table 1). It was agreed upon then in general meetings

to adopt flexible standards basing on the space available within the two settlements for the facility or utility allocations.

The endorsed planning standards agreed by local communities, were later discussed and endorsed by Kinondoni Municipality and MCC and get approved by MLHSD. The major infrastructure facility and utility identified include residential areas, road hierarchy and right of way, minimum plot coverage and plot ratio, main buildings lines and their setbacks, solid waste collection points, education facility including Nursery school, primary schools, secondary school (Map 1 and Table 1). It also includes health facility including dispensaries. Utilities such as water tanks area, and distribution systems including public tapes areas designated. Furthermore, recreational facility namely areas for conservation e.g. soil erosion prone areas, open spaces, hotels, play grounds, and public facilities namely cemeteries, religious facilities, service trade area, public area building police post, Mtaa offices, shops, market areas land areas were also suggested. In summary the process include;

- Preparation for project execution including preparation of base maps
- Reconnaissance and mapping of infrastructures facility and utilities
- Conducting of general assembly/meetings for introduction, elaboration of the tasks, developing community consensus in determining planning standards and allocating of infrastructure facility and utilities
- Identification of major access roads, areas for public services and negotiation for plot demarcation in which public land and private facilities were determined
- Preparation of land use plan in which plot were demarcated and infrastructure facility and utilities based on planning standards agreed by local community in the general assembly
- Submission of land use plan to the Urban Planning Committee (UPC) for endorsement
- Follow-ups and endorsement of land use plan by local authority (i.e Kinondoni Municipal council and Mwanza city Council)
- Submission of the land use plan endorsed by local authorities to MLHSD
- Incorporation of MLHSD comments in the land use plan including adjustment of some plots
- Resubmission of the land use plan for approval by the MLHSD

After the approval of the land use plan, only Ubungo Darajani went to land surveying stage towards registering their land. The Ubungo Darajani land use planning process took duration of five years while that of Ibungilo took 8 Months. The Ibungilo case was facilitate by donor community (DANIDA) and worthy 42,000 USD while that of Ubungo Darajani were community based (i.e from land use plan to land survey) and merit to 5100 USD. One could wonder why Ubungo Darajani though funds were mobilised by landholders but went to cadastral surveying stage towards land use planning. This depicts the importance of trust building, connectedness, volunteering of landholders in land development activities and therefore rationale for social capital formation and project sustainability.

3.3 Roles and responsibility of different actors in developing planning standards for land use planning

The major actors involved in land use planning decision in determining planning standards and implementation include Central government, Local government, Tribal groups, individual landholders, tenants, donor community, religious groups and UCLAS. In both cases the central government through the Ministry responsible for land involved in approving the land use plans in view of standards agreed by local communities, endorsing implementation of regularization process verbally to local community without any declaration/written document and assisted the local community to have survey consult firm to survey their area the case of Ubungo Darajani. Local governments aforesaid helped in endorsing the land use plan through urban planning committee for approval to the Ministry responsible for Lands. The case of Ubungo Darajani central government was hesitant to officially declare as regularization area because were not sure whether the resident will meet all requirement stated in Land Act of 1996 of Tanzania including budgeting and compensation of the affected. Ibungilo case, the local authority involved in boundary conflict resolution. The ward and ten cell leaders in both cases used to authenticate the document to higher authorities, resolve conflict, chairing community meetings as scheduled by Community organizations leaders who pioneered the process. Other actors including landholders who used to attend meetings, donate lands for public use, boundary demarcation in their areas, authentication documents where deemed necessary. Landholders also contributed in terms of funds, labor and information dissemination.

Furthermore, integration of tenants in land use planning process in both cases observed important. Tenants were rational in information dissemination to those landholders living outside the settlement, and also provide labor for infrastructure provision such as digging water trenches. Donor community used to provide funds for project execution. UCLAS as a consulting institution facilitated in preparation and implementation of land use plans. Tribal groups and religious helped in resolving conflicts especially to areas where conflicts were predominating.

3.4 Community agreed Planning Standards, which were approved and implemented

Before preparing detailed land use plan, general planning scheme through community general assembly was prepared. In this general assembly various infrastructure facilities and utilities location were agreed as well as standards for their allocations. It is in this meeting where all decision on land use plan, standards and subsequent activities for implementation put in place. Equally importance, the community agreed planning standards were endorsed by local authorities and approved by the MLHSD (Table 1).

Table 1: Summary of planning standards

S/No.	Infrastructure Utility and Facility	National Planning standards	Community agreed Standards for implementation approved by MLHSD	
			Ibungilo	Ubungo Darajani
1	Standards for residential area			
	High density plots	400-800 sq .m	150-800 sq .m	12-800 sq .m
	Medium density plots	801-1600 sq .m	900-1600 sq .m	900-1600 sq .m
	Low density plots	1601-4000 sq .m	1601-4000 sq .m	1601-2000 sq .m
2	Road right of way			
	Access path/foot paths	3-6 m	2 – 4m	2-3m
	Access road (residential area)	10-20 m	6 – 8m	8-10 m
	Local distributor (residential area)	10-20 m	10 – 12m	12 m
	District road	20-30 m	20-30 m	20-30 m
	Primary road	20-30 m	20-30 m	20-30 m
	Trunk road	60-70 m	60-70 m	60-70 m

4: Minimum Plot Coverage

Size	Plot size	National Standards	Community agreed standards	Plot Coverage I bungilo		Plot Coverage Ubungo Darajani	
				Ranges	Number of plots	Ranges	Number of plots
High density plots	400-800	40%	12-800 sq. m	44 -97%	800	50 -120%	234
Medium density plots	801-1600	25%	801-1600 sq .m	28 -38%	247	30-38%	35
Low density plots	1601-4000	15%	1601-4000 sq .m	8 -15%	12	10 -15%	-

5: Health Facility

Type of Facility-Dispensary	National planning Standards	Ibungilo	Ubungo Darajani
Population/unity facility	7000-10,000	5,245	4,245
Plot size	3500-5000 for 2.5 ha	0.1 ha	Not available

6: Education Facility

Type of Facility	National planning Standards	Ibungilo	Ubungo Darajani
Nursery School			
Plot size	1,200-1,800 sq. m	1200 – 1800 sq. m	600-1200 sq. m
Primary School			
Planning Unit	Neighbourhood	Community	Community
Plot size	1.5-4.5 ha	1.3 ha	-
Secondary School			
Plot size	2.5-5 ha	-	1.8 ha

7: Active Recreation

Type of Facility	National planning Standards	Ibungilo	Ubungo Darajani
Children Play ground			
Gross area/1000 persons	0.2-0.4 ha	0.1-0.3 ha	0.1-0.2 ha
Community Level	4.0-8.0 ha	1.5 ha	1.0 ha
Play Field			
Community Level	10.0-20.0 ha	0.6-1.0 ha	-

8: Public Facilities

Type of Facility	National planning Standards	Ibungilo	Ubungo Darajani
Market			
Community Level	0.5-1.5 ha	1200-2500 sq m	-
Public area Building			

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<i>Community Level</i>	0.32-1.5 ha	0.2 ha	0.01 ha
Service Trade			
<i>Community Level</i>	0.6-0.5 ha	0.4 ha	0.8 ha
Religious area			
<i>Community Level</i>	0.2-0.4 ha	0.2 ha	0.002 ha
Community Halls			
<i>Community Level</i>	0.2-0.8 ha	0.1 ha	Not available
Cemetery Sites			
Community Level	2.0-6.0 ha	6 ha per 10,000 people	Not available

9: Public Facilities by Population Size

Type of Facility	National planning Standards	Ibungilo	Ubungo Darajani
Service Industry			
<i>Plot Size</i>	3 ha	1 ha	2.1 ha
Hotel Site			
<i>Plot Size</i>	2.0 ha	6000 sq m	820 sq m
Commercial zone			
<i>Plot Size</i>	3 ha	1800 sq m	2450 sq m
Police Post, Ward Office and Mtaa Office			
<i>Plot Size</i>	-	750-1500 sq m	300-900 sq m

10: Solid waste collection points

Facility	National Planning standard	Ibungilo	Ubungo Darajani
Size of collection point	0.6 ha per 100,000 people	20 sq m	25 sq m
Size of disposal sites	2.4 ha per 100,000 people	No disposal site	No disposal site
Population	-	5,245	4,245

11 Water Utilities

Facility	National Planning standard	Ibungilo	Ubungo Darajani
<i>Water Tank</i>			
<i>Plot Size</i>	-	600 sq m	Not available

(Source, National Planning standards (URT), 1999, Authors documentation during SMWP implementation, 2002; Magigi, 2004)

Note: The District, Primary and Trunk roads were existing and therefore remains as they were within the settlements. In both cases vertical school construction were suggested due to limited space for construction in both settlements. Adjacent education facilities observed helped to accommodate pupils from Ibungilo settlement i.e. lack of Primary school.

The study observed the minimum plot size had 12-metre square the case of Ubungo Darajani while the maximum plot size amount to 2000 square metre. The maximum plot belongs to garage within residential area. The case of Ibungilo the minimum plot had 150 metres square while the maximum plots had 4000 metres square in steep slope areas of the mountain. The minimum plot does not conform to the national planning space standards (i.e. 400 metres) although approved by the central government. This showed recognition of informal settling in policy reforms and institutional support, which facilitated community involvement in decision making in determining planning standards in line to land availability.

The plot coverage was important in determining spatial coverage of building. With this respect, the study analysed built space in relation to size of plots. However, plot coverage beyond 40% as a framework of National Planning space standards, showed that these plot built beyond plot

boundaries therefore blocking partly or wholly some side and rear setbacks and therefore observed difficult in infrastructure facility and utility provision as their number shown.

The case of Ibungilo unlike the case of Ubungo Darajani, land area for primary school construction was put in place (i.e. 1.3 ha). This was the land occupied by 8 landholders in which 3 plots had unoccupied and unfinished buildings and the rest were vacant. The community organisations in collaboration with the local authority call upon the property owners to offer that land for public use and in principal agree to offer. These landholder agreed to offer that land for school construction with the agreement that will be accommodated in vacant plot demarcated/observed during land use planning process (Table 2). However, the study observed there were no proper mechanism to enforce those unwritten agreements between community organisation, city authority and property owners. One could wonder also if are consistent with legal provision or mutual understanding provisions. Equally importance, the local community contribution intentioned also to give fair compensation but the money was swindled as well withdrawal of the donor from the Project. All these factors enhanced retrogression of community efforts to implement their land use plans agreed in the Ibungilo case. These underline further interventions for enhancing community involvement in land use planning process.

Table 2: Summary of land use plots

Land use	Ibungilo No. of plots demarcated	Ubungo Darajani No. of plots demarcated
Vacant Plots		
High density	6	-
Medium density	8	2
Low density	4	-
Residential plots		
High density	700	122
Medium density	233	11
Low density	20	3
Commercial	3	66
Service Industrial plots		
Workshop	1	12
Trade centre	1	-
Open space	2	-
Nursery school	3	1
Primary school	1	-
Secondary school	-	1
Dispensary	5	2
Religious sites	2	-
Water tank	1	2

(Source, Authors documentation during SMWP implementation, 2002; Magigi, 2004)

3.5 Factors influenced success of local Community involvement

Towards adopting implementation of community agreed planning standards, there are factors which were important in one case but were not applicable in the other case, and while other factors were common in both cases. For factors, which were common in both cases include;

Existence of Community Organisations with Committed leadership: With this respect presence of self-motivated leaders were important in community mobilisation, making follow-ups and other roles and responsibility previously discussed. This enhanced local communities success in preparation, consensus building and implementation of the agreed planning standards.

High proportion of landholders settlers: This revealed important factors as the ratio of occupations among landholders and tenants explained. However, existence of high landholders ration than tenants made possible in donating land for infrastructure service provision as well as contributions in general meetings where decisions are made.

Role of the community land development committee: The studies observed in both cases Community Land Development Committees (CLDC) were formed. This played a great role in mobilization and sensitization of residents initiating meetings, giving feedbacks to landholders, resolved land use conflicts emanated during the process and links with other institutions with technical know how. This noted important for success of the cases

Political support: In both cases politicians and local government officials the case of Ibungilo was invited to chair meetings. Using these government decision bodies built trust among residents to engage in land use planning.

Deployment of grassroots leaders- (ten cell) and social groups

The community organization operating in the settlement deployed ten cell leaders to assist in information dissemination and resource mobilization. Ten cell leaders were for instance active in information dissemination, sensitization and mobilization of the tenants and landholders living within their cells. This enhances the role and position of the CBO in land development. Other factors of prime importance observed include educational background to local leaders, commitments to solve commonly felt problems and information flow and communication and availability of technical know how and accept community responsibility.

3.6 Unique factors for community involvement success

3.6.1 Existence of (locally enforced) norms

The case of Ubungo Darajani community, immediately after land use preparation, UCLAS left a copy of the land use plan, which was used to guide development. However, local leaders in collaboration with community organization leaders were able to put in place unwritten norms to

prohibit further subdivision and public space areas encroachment as agreed. The case of Ibungilo land use plans were not left to guide and control ongoing land development activities as what done in Ubungo Darajani case. The actions of left land use planning output to local communities put more questions for interventions. For example what could happen if the community prepared plan not agreed by the responsible authorities for endorsement and approval. On the other one could wonder also why Land use plan was left the case of Ubungo Draiani and used to guide ongoing development while the other case was not given the same consultant involved in the process. This question poses potential intervention in reality on the need for effective urban land management through stakeholders' involvement. The case of Ubungo Draiani the plan was left and used to mobilize the local communities to provide services while waiting for approval process. this was done by UCLAS as agreed by the local community. The case of Mwanza, Municipal authority was the one who own the plan and was strictly following the legal requirements, which restricts offering such documents unapproved. This still poses a question for urban planners and practitioners involving in decision making to intervene for effective land management in informal settlements.

3.6.2 Contribution by high-income settlers

Ubungo Darajani case, local; landholders mobilize funds for the land regularization process implementation. The case of Ibungilo the project was financed by donor community (i.e. DANIDA) whole process. Each landholder required to contribute 19.5 USD equivalent to Tshs 20,000/= . The donor agreement with the community was that, the local community has to contribute 25,000 USD and on his part (donor) will contribute 75,000 USD for land use planning, surveying and infrastructure provisioning. The land use planning phase merit to 41,000 USD, which were paid by, Donor while the remaining were requested to be paid by the Community (25,000 USD) and donor support (i.e. 34,000 USD). The study observed 560 landholders contributed but their funds were not seen for subsequent process after land use plan preparation¹.

3.6.3 Diverse system of Community mobilization and leadership involvement

The case of Ibungilo the study observed all Subward chairmen (7) and 7 secretaries, Ten cell leaders (18) were the upgrading committee members. These facilitate to mobilize residents within their area in land use planning process. However, Ubungo Darajani case members were drawn from general meetings. The major characteristics observed for selection included respect and dignity within the society, enjoys economic integrity, personal confidence and commitment and attend community funerals. These underline the context of community involvement success and social capital ties for societal development.

¹ The local leaders when asked by the local authority replied that the funds were used to construct water Tanks within the settlements, the statement which seems contradicted with the donor who provide funds for tank construction (DANIDA). The study observed that it was agreed by the donor that local community would provide Labour for lying water pipes. This situation among others contributed the failure of project continuation. This situation did not happened in Ubungo Darajani, the situation that depicts importance of selecting a community championship with high integrity of economic base. Also facilitated by presence of MBA graduate member in the Committee who were auditing community contribution funds.

3.6.4 Existence of a committed community spokesman (championship²)

The community spokesman the case of Ubungo Darajani made several follow-ups and provided feedback. He also collected contributions (funds) from the landholders and deposited the same in the project account. However, the spokesman was the leading actor in follow-ups both within and outside the settlement. His role was critical in the achievements recorded.

3.7 Policy and Practical Challenges for Planning Standards adoptability

3.7.1 Use of formal Vz. Community agreed land use planning standards to reflect socio economic and investment aspirations

The study observed that the formal land use planning standards and regulations, for example those being used in new formal settlements development, would generally not be appropriate for upgrading many informal settlements as they could impose severe payment burdens on residents, or the building of a particular type of housing which is not appropriate to and too expensive for many poor people. Poorer residents depending on small plot farming observed find it very difficult to remain in a settlement upgraded according to conventional regulations³. However, the poor fears the situation that they cannot keep up with payments and do not have the means to begin building an approved permanent house because of their unsustainable income levels.

In both cases, landholders agreed planning standard agreed should be used for plot demarcation following existing plots size. If land required for infrastructure provision, negotiation were made and forms were signed. These forms authenticated by landholders' neighbors and local leaders within the neighborhood. Likewise erecting beacons considered much the Land use plans output with some alteration to concur with socio economic and investment aspirations and survey measurements.

Based on the use of community agreed planning standards adopted, the land use plans approved were used for land surveying by individuals in Ibungilo while used to survey the whole land area the case of Ubungo Darajani. The land surveyors noted difficulties the case of Ubungo Darajani due to some 6 small plots noted having 12-120 Metre Square and the rest with irregular plots and approved. This made additional cost of 100 USD by additional beacons, in which 3 landholders paid.

² Championship or spokesman is used to refer an elected landholder who was responsible for monitoring, making follows-up on the community initiated and activities. This landholder (Mzee Vicent Gabriel Lyimo) was elected during the first community meeting on their engagement in land regularisation in March 1998.

³ 26 % of respondents in Ubungo Darajani and 32% the case of Ibungilo settlement confess shifting of the poor who depended his/her plot for small farming activities to urban fringes where they can meet abundant land.

With this regards to plot demarcation during cadastral survey, 10 new conflict areas emerged the case of Ubungo Darajani during cadastral surveying in which UCLAS went to illustrate the landholders' boundaries. The situation, which suggests collaboration between land use planners and surveyors in demarcating landholders' plots to avoid land disputes, ensure land use control and facilitation, livelihood strategies in place and investment aspirations accommodation for effective land management.

However, although the central government approved the planning standards adopted in the two settlements, still the authors opinion views that there is a need to put a limit to those plots, which does not favor sanitation facilities allocation and other risks not limited to fire. This might involve reallocation of the landholders to other areas within the settlement through community agreements or government designated areas for reallocation. In the case of government if reallocating noted importance in the process, infrastructure utility and facility should be invested in these new areas to attract affected to have harmony and common life as they were. Further, development control and enforcement should be in place to ensure standards approved safeguarded using community based management approach to avoid further land subdivision for sustainable city growth.

3.7.2 Lengthy and bureaucratic in procedures involved in planning and approval of plans

Long time that it took for the proposal get approved was a constraint in fostering community involvement in land management. Land use planning procedures including preparation of the plan, presentation and endorsement by the local authorities to final approval by the MLHSD took a total of 5 years. For person wishing to use the land title or wishing get his/her land regularized, this is too long and may be disincentive. The study calls for the reduction of time for processing and approving layout plans, issuance of building permits and consents. If the process takes too long (say 5 years), this will demoralize those at the grassroots who want to participate and contribute towards land use planning. On the others hand, Ibungilo land use planning process took 8 months. This had facilitated by consultant who were communicating with majority of stakeholders responsible for planning. Not only that but also funds were available to make the process active.

3.7.3 Community land subdivision after land use plan preparation

The study observed continuous land subdivision after land use plan approval. This observed caused by lack of community mobilization on controlling land development after land use plan preparation as discussed previously. However, the study revealed that in relation to the procedures for the preparation of schemes, the study observes that in promoting coherent land use development the ordinance supports a snail-slow process of scheme preparation and approval. These practices affect urban land development and management for a sustainable city growth. This seems important in coordinating and ensuring proper infrastructure standards implementation and monitoring for effective urban land management

4. THE WAY FORWARDS

Actual procedural details for land use planning and factors for enhancing community involvement in determining planning standards and subsequent implementation steps as previously explained would be likely to be quite specific to case success records. Community planning standards as a framework for enhancing social sustainability, economic viability and ecological friendly, management precautions observed and that need to be in place from the case studies interventions importance of social capital ties in planning standards adoptability include;

- Review of policy and legislations to support the local Community to initiate land use planning and implement their outputs. In this case the government role of facilitation should be clearly defined so that the local leaders to have ways to pave in the event of conflict arising from land use implementation in view of community consensus reached
- The types of savings and credit organizations should be encouraged
- Community organization and activeness of the local leaders in making follow-ups to their initiated projects seems sounds in implementing land use plans at local level
- The type of support services, which would be available for housing improvement and small enterprise development, and the construction, features which need to be included to mitigate against a particular risks and disaster need to be with thorough inventory.
- Equity on gender and valuing the contributions and inputs of residents in informal settlement including ensuring that processes are transparent and participatory are rational to ensure local community success in implementing their planning standards put in place
- Exclusivity – The study observed tenants were important in both cases. With this respect being attentive to the needs of tenants, poorer plot occupiers, female-headed households and other disadvantaged groups to participate in the upgrading process i.e land use planning and subsequent processes are important
- Training of local communities and their leadership on land management activities. This will help to build local capacities and resources for various project initiation and implementation
- Affordability - assessing householder's potential to contribute to upgrading costs and the options available to them
- Roles and responsibilities of stakeholders, e.g. in developing and implementing self-regulating processes and political figures inclusion observed important
- Sustainable livelihoods - options for enhancing sustainable livelihoods and consideration of various interactions existing within a settlement revealed imperative in both cases
- Development of indicators to assess impact and monitor development including poverty, environmental and other impacts seems economical
- Need to put a limit to those plots, which does not favor sanitation facilities allocation and other risks not limited to fire
- Integrating local grass-roots institutions role in infrastructure management and training the same in land management, health and environmental conservation in informal settlements. This can be well implemented if urban planning functions in Tanzania are decentralizing up to local level. Currently, still land development and management activities still centralized. For example, it is difficult for private company or an individual to prepare land use plans and get

approved through local and central authorities. If allowed it might take longer time that may discourage residents as the case of Ubungo Darajani showed.

All in all, institutional collaboration, connectedness and relational among actors involving in land regularization process observed importance for the success of the case. These reflect the importance of social capital theory in improving informal settlements.

5. CONCLUSION

The study showed standards for housing development have been approved by the ministry responsible for lands following the Land Act of 1999, which requires accommodation of those already within the settlement and not reallocation. Kombe et al, 2001 and Topfer, 2002 observe difficulties in accommodating those with such plots, fearing occurrence of health hazards. The study also notes the same. The study concludes that, unless land use planning activities integrated in community socio-economic investment aspirations in informal settlements are closely monitored and regulated as the settlement grow, it will be costly-socially and economically to retrofit if planning standards does not conform to socio-economic, ecological and investment ties that sustain livelihood strategies in informal neighborhoods.

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