

TOWARDS STRATEGIC PLANNING IN TANZANIA

THE CASE OF SUSTAINABLE DAR ES SALAAM PROJECT

**PAPER PRESENTED TO A REGIONAL WORKSHOP ON LOCAL
GOVERNMENT STRATEGIC PLANNING/MANAGEMENT FOR EASTERN
AND SOUTHERN AFRICA
ADDIS ABABA
MAY 1999**

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Abstract

This paper reports on an initiative towards strategic planning in Tanzania. Drawing in a case study of a project for capacity building for environmental planning and management in Dar es Salaam City (now under replication in all nine municipalities in mainland Tanzania and the municipality of Zanzibar), it traces a process which marks a shift from the prescriptive and bureaucratic master planning tradition to more participatory and collaborative ways of working among stakeholders in an urban setting. Among other outputs, the paper shows that, the process has led into the identification and prioritization of environmental issues of concern through broad-based consensus in a historic city consultation where stakeholders agreed to collaborate and adopt a working group method in addressing the environmental issues prioritised in the city consultation. Through one environmental issue identified in the consultation, the paper shows the process of the working group in addressing the particular issue, the outputs in form of strategies and action plans and how these and outputs of the other working groups have recently been compiled into a draft Strategic Urban Development Plan for Dar es Salaam City. Finally, the paper outlines the strengths and weaknesses of the SUDP as a tool for guiding urban growth and development.

SEARCHING FOR ASSISTANCE TO REVIEW THE 1979 DAR ES SALAAM MASTER PLAN

All regional and district towns in Tanzania have a form of a Master Plan to guide its spatial growth and development. These plans provide a framework for more detailed plans which define private and public spaces for roads and other infrastructure, public facilities, recreational areas etc. Dar es Salaam City currently with between 2.5 and 3 million inhabitants has had three master plans, the first of which was prepared in 1948 followed by another one in 1968, and the latest was approved and adopted for implementation in 1979. The Town and Country Planning Act which is the principal legislation for urban and rural planning in Tanzania provides for review of such General Planning Schemes, (the term used in the Act to refer to Master Plan or Interim land use plan) every after five years hopefully to capture social and economic changes. So far there is no evidence of any plan reviewed as stipulated in the law. The earliest any plan has been reviewed is after 10 years.

In 1990 the Government of Tanzania through the Ministry of Lands, Housing and Urban Development, currently the Ministry of Lands and Human Settlement Development requested the United Nations' Development Programme (UNDP) for technical assistance to review the Dar es Salaam Master Plan. Among the reasons which prompted that request include the unguided growth of the city whose 70 per cent of its population lived in unplanned settlements either without basic services or with inadequate services.

It was believed by the Directorate of Urban Planning/Development that with yet another Master Plan the prevailing problems would be solved UNCHS. (Habitat) being the UN technical agency responsible for Human Settlements was charged with the responsibility of handling the request from the Government. The Government request coincided with the United Nations Centre for Human Settlements' newly introduced Sustainable Cities Programme (SCP). Following that, UNCHS should have been searching for cities which would constitute pilot projects for implementing the new idea of environmental planning and management. Seeing Dar es Salaam as potential pilot project, it sent its expert to Dar es Salaam to discuss details of the government request and how the UNCHS thought of responding to it using the EPM process approach.

Given that the EPM approach would entail untraditional planning process and essentially lead into a product different from a Master Plan, the idea was not well received by the Directorate of Urban Planning. Perhaps what was most disliked was the fact that EPM as it was conceptualized under the SCP would be carried out not by the Central government, but local government. This was a disincentive to the Directorate of Urban Planning which continues to be responsible for preparing Master Plans for all the towns using foreign or local consultants or resident planners in the directorate. The main reason given by the directorate for clinging on to this planning role is inadequate planning capacity in the local authorities.

However the UNCHS (Habitat) idea of an alternative planning approach was well received by the Dar es Salaam City Council (DCC). Thus, the next step for the UNCHS was to prepare a Project Document for what became the Sustainable Dar es Salaam Project (SDP). The objectives of the project have been the following:

- (1) To develop a strategic development plan for Dar es Salaam, including key components of environmental management strategies, sector investment strategies, spatial planning, financial planning and administrative and legal requirements.
- (2) To develop priority actions identified in the strategic development plan into fully prepared technical assistance projects and "bankable" investment packages.
- (3) To strengthen local capacity to plan co-ordinate, and manage urban development and growth with emphasis on improved multi-sectoral co-ordination and community based participation.

The Project Document was signed in April 1991 by the Government of Tanzania, the UNDP, and UNCHS, as executing agency making Dar es Salaam the first city demonstration project for the UNCHS - sustainable Cities Programme which was launched in August 1990.

DAR ES SALAAM CITY: AN OVERVIEW

Dar Es Salaam continues to be the de-facto capital city of Tanzania despite the efforts by the Government to develop the new capital at Dodoma over the last twenty five years. As the capital city, Dar es Salaam is also the major industrial, commercial and cultural centre. Subsequently, the city continues to attract migrants from all over the country, so that its present population is estimated to be between 2.5 to 3.0 million inhabitants, growing at an annual rate of 8 per cent.

Besides immense pressure on the available services and infrastructure, this concentration of population and the relatively high growth rate has implied unprecedented demand for housing accommodation and employment opportunities which the Dar es Salaam City Commission has failed to cope with.

The manifestation of this has been mushrooming of unplanned settlements where at least 70 per cent of the total city residents live. Some of these settlements have developed on areas prone to flooding and which will be difficult or too expensive to improve when resources for doing so will be

available. On the other hand, the planned residential areas are not serviced to facilitate the intended development to take place. The fragmented development that proceeds on these areas is dependent on unco-ordinated individual developers' initiatives to service their plots, a process which is inefficient to the developers as well as to the Council.

The demand for employment opportunities which remained unattended has led to increase of informal and formal micro-enterprise activities as well as urban farming and livestock keeping. Currently these activities support a significant proportion of urban residents, either as a full-time activity and the main source of income, or a part-time activity that provides a supplementary income for those engaged in the public sector, whose salary level is hardly sufficient to meet household requirements for a week. Already in 1992, the formal real income for wage earners had fallen to levels that could not sustain even subsistence livelihood.

Besides migration and the low wages, growth of micro-enterprises has been fueled by two other factors: Firstly, the retrenchment exercise undertaken by the Government and its parastatal organizations over the last five years has left thousands of urban residents unemployed and without source of steady income except engagement in micro-enterprises or urban agriculture - where appropriate space is available. Secondly, the privatization of public enterprises has in some cases entailed closure of some factories or enterprises, rendering those who obtained employment and income from the establishments unemployed. The only alternative for them being engagement in micro-enterprises or agriculture.

In view of the above, one of the thorny urban management issue confronting the DCC is how to accommodate the micro-enterprise activities in a manner which will not be detrimental to the city environment while at the same time providing space and locations acceptable by those engaged in the activities. In spite of the general acceptance by the DCC that formal and informal micro-enterprises are important activities sustaining a significant proportion of the urban residents, appropriate strategies of how to accommodate and support these activities are yet to be developed.

On the other hand a commission of technocrats was appointed in mid 1996 which has introduced a sense of purpose in the management in the City Hall.

Among other responsibilities, the Dar es Salaam City Commission is expected to put in place institutional arrangements for the decentralization of the city into three municipalities and the Greater City Council. In the three years of its existence the Commission has made a difference in the collection of revenue, promptly pay its staff and improved services in the city.

Hand in hand with the political changes, the government has continued to implement policies aimed at transforming the previously centrally planned to market-oriented economy. This has entailed privatization of public enterprises, re-definition of government roles-shifting from the previous role as a provider to being a facilitator of the private and popular sectors in development process. Over the last four years consumers of various services have gradually found themselves paying or sharing with the Government the costs of services such as health and education which hitherto were met by the government. This change has, however, implied a higher cost of living to the people without corresponding increase in real incomes.

THE EPM PROCESS AS IT OCCURRED UNDER THE SUSTAINABLE DAR ES SALAAM PROJECT (SDP)

PREPARATION OF ENVIRONMENTAL PROFILE

In accomplishing its objectives, the first task of the SDP was to prepare an Environmental Profile of the city. This process started by establishing a working group of multi-sectoral professionals from the Dar es Salaam City Council (DCC), University College of Lands and Architectural Studies (UCLAS), and the University of Dar es Salaam, who prepared position papers to assess the city's environmental resource base, how those resources were being utilized and thus how city development was impacting upon its resource base, as well as to review the institutional arrangements, responsibilities and adequacy of instruments for intervention to reduce environmental degradation.

The findings and conclusions of the papers were presented and discussed in a workshop held in April 1992 for all heads of department in the City Council, key central government agencies, and private sector and NGO organisations. The discussions emphasized the need to recognize the two way relationship between environment and development and also to recognize that the development of Dar es Salaam depended upon the natural resources available, with their utilisation having an impact on those resources. Moreover, it was emphasized that because environmental problems cut across sectors and institutions, almost all groups and institutions have a responsibility for natural resource management and/or were affected by environmental degradation. A partnership approach to environmental planning and management was therefore essential. Based on the discussion, the findings and conclusions were revised and edited to become the basis of the city Environmental Profile, which covered:

á the natural resources offered by the city environment, which supported and had potential to support economic growth and urban development, as well as the environmental hazards which limit future growth;

- á how city development had utilized the available resources and been affected by the hazards, and subsequently suggested a number of key environmental issues that needed to be addressed;

- á the institutional capacity and responsibility for city environmental management, including an identification of the key stakeholders and actors involved, as well as the main instruments available for intervention in managing the development process.

The Environmental Profile highlighted five environmental issues:

- á inadequate solid waste management
- á overcrowded, unplanned and poorly serviced settlements
- á the need for co-ordinated city centre renewal
- á increasing vehicular/pedestrian congestion, conflicts and air pollution
- á surface and ground water pollution

CITY CONSULTATION

Having highlighted the basic environmental situation in the city, the next step sought

a broader consensus from the a wider variety of stakeholders in the public, private, and popular sectors, so as to encourage and demonstrate the need for them to agree the priority issues to be addressed and for their participation in identifying ways of addressing the problems, prioritising immediate opportunities for action in relation to available resources, and a commitment for institutional as well as individual action to redress such issues. This process of consultation was accomplished through the “City Consultation on Environmental Issues” held from 26 August to 1st September 1992. This “historic event” as referred to by the Prime Minister when opening the City Consultation, brought together for the first time 205 key actors and stakeholders from the public, private, popular sectors, NGO’s and other interested parties responsible for the city’s and future management of development.

Through interaction of the participants and their reflection on the environmental

situation in Dar es Salaam, nine environmental issues were identified as requiring priority attention if the deteriorating environmental situation of the

city was to be addressed. Whilst the city Environmental Profile was used as a background document for the City Consultation, the five original issues were not only endorsed by wide consensus, but the number of issues considered to be of priority concern were expanded in view of the interests of other prominent stakeholders. The final list of priority environmental issues included:

- á improving solid waste management
- á servicing urban land
- á management of recreational resources, open spaces, green belts and tourism attractions
- á urban economic management and petty trading
- á management of air quality and urban transportation
- á management of surface water and liquid waste
- á management of coastal areas resources
- á management of environmental hazards
- á management of urban agricultural potential

The issues of urban economic management and the need to better manage open spaces, were highlighted by the Prime Minister as a challenge to the participants in his opening speech. Meanwhile, the issue of managing coastal area resources was emphasised by the Ministries of Tourism, Natural Resources and Environment; and Water, Energy and Minerals, whose concerns were linked to the uncoordinated quarrying and sand mining in coastal areas to extract building materials for city development. These two examples demonstrate how instrumental the City Consultation was in obtaining a consensus of priority issues to be addressed if the city's growth and development was to be managed on a sustainable basis. It also reinforced the need for a participatory approach to decision making, involving the widest possible variety of stakeholders and actors who have a role, responsibility and/or interest in better environmental conditions in the city.

The first day of the City Consultation was spent to prioritise the environmental issues to be deliberated on; whilst the fifth day provided an opportunity to present the Consultation deliberations to the stakeholders, to seek their endorsement and commitment for future participation and action. The second, third and fourth days were devoted to three mini-consultations on "Improving Solid Waste Management"; "Servicing Urban Land"; and "Institutional

Strengthening” which were recognised to be of the highest priority during the first day.

The mini-consultations on days two and three brought together different stakeholders and actors responsible for and/or interested in the two specific environmental issues respectively, who deliberated on proposition papers on those issues. These papers defined the scale of the problems being experienced, reviewed past interventions to address the issues, and suggested that the on-going fragmented interventions would not be sustainable; rather, that a coordinated strategy of intervention involving a wide variety of stakeholders was necessary. The Mini-Consultations focused around a series of discussion groups which identified short, medium and long term opportunities for intervention, suggesting future technical solutions as well as administrative and legal support needs as the basis for any successful interventions. Such discussion groups were cross-sectoral and multi-institutional in nature, specifically so that the various stakeholders would agree upon a strategy of intervention and commit themselves and their institutions to participate in cross-sectoral and multi-institutional working groups to be established after the Consultation to refine and implement the strategy of intervention and develop detailed Action Plans.

With respect to the mini-consultation on Managing Solid Waste, five elements of strategic intervention were agreed: firstly, to launch an emergency clean-up campaign; secondly, to better manage disposal sites; thirdly, that sustained waste collection had to be privatized; and that later community based waste collection systems with an increased emphasis on recycling had to be established. Working groups were therefore established for each of these elements after the Consultation, under a Coordinator from the City Health Department. Similarly, the mini-consultation on Servicing Urban Land agreed to three strategic elements of intervention: to Coordinate City Expansion and Service Planned Housing Areas; Upgrade Unplanned Settlements; and Coordinate City Centre renewal. Three groups were therefore set up after the Mini-Consultation, under a single Coordinator from the Ministry of Lands, Housing and Urban Development.

The Mini-Consultation on the third day focused on the Institutional requirements to implement the SDP, taking into account the need for a cross-sectoral and multi-institutional approach to address the priority environmental

issues. This Mini-Consultation concluded upon the need for certain key components of the SDP institutional structure, such as: Environmental Issue Coordinators; Working Groups to address strategic elements of intervention; a Coordinating Working Group, Technical Coordinating Committee, and Steering Committee, the composition of which would evolve over time.

ESTABLISHMENT OF WORKING GROUPS

Immediately after the City Consultation therefore, six Working Groups were established under two coordinators. The three priority working groups on Launching the Emergency Clean-up Campaign, Managing Disposal Sites, and Privatization were coordinated by the City Health Officer and prepared detailed Action Plans for improving solid waste management. These were operationalized after raising approximately \$2 million of investment from a mini-donor meeting organized by the SDP in collaboration with the Office of the Prime Minister.

Two years later, having cleared the city centre of the heaps of solid waste and privatized city centre collection services, the Working Groups were re-organized into three new Working groups: first, to expand privatization to new areas by involving CBOs/NGOs as primary collectors, bringing wastes to Council collection points; secondly to strengthen waste disposal site management; and thirdly to encourage waste recycling. The objective was to sustain the achievements of the clean-up campaign, expand collection through further privatization, and to establish a well equipped and managed disposal site. Concurrently, however, by early 1993, it had become apparent that support requirements for the Working Groups addressing Servicing Urban Land were beyond the capacity of one Coordinator to manage. It was then decided to split the environmental issue into three: Managing City Expansion; Upgrading Unserved Settlements; and Co-ordinating City Centre Renewal. These would then be addressed under three separate Coordinators. This process led to the need for two more coordinators in addition to those needed for the other environmental issues identified in the City Consultation.

A two day mini-consultation on Managing Surface Water and Liquid Waste was

held in September 1993, followed by two others in November 1993, on Air Quality Management and urban Transportation, and on Management of Open Spaces, Hazard Lands and Urban Agriculture. These two day mini-consultations brought together over one hundred stakeholders from the public and private sectors, community representatives and NGO's. Each mini-consultation followed similar procedures, commencing with the presentation of a position paper which identified strategic elements of intervention, with discussants highlighting central points, followed by discussion groups (including the full City Council) which proposed immediate, short-and long-term actions which could be undertaken within existing resource constraints to implement each specific strategic element of intervention. By doing so, the groups in fact wrote their new terms of reference for their future activities in the proposed cross-sectoral and multi-institutional working groups.

The mini-consultation on Managing Surface Water and Liquid Wastes proposed a four-point strategy of intervention to resolve the most immediate problems within the context of sustained long-term solutions, which included: Managing Pit Latrines and Septic Tanks; Managing Sullage; Extending and Rehabilitating the Sewer Network; and Managing Industrial Effluents.

The mini-consultation on Air Quality Management and Urban Transportation proposed a six-point strategy of intervention: Managing City Centre Parking; Managing City Centre Traffic Congestion; Promoting Public Transportation; Improving Road Networking and Stormwater Drainage; Promoting Non-Motorised Transportation; and Monitoring Air quality.

The mini-consultation on Managing Open Spaces, Hazard Lands and Urban Agriculture identified a four-point strategy of intervention: Managing Community Open Spaces and Cemeteries; Rehabilitation of Oysterbay Beach and other City Beaches; Better Hazard Lands Management; and Integrating Urban Agriculture in the City Economy.

Working Groups were then established for each of these strategic elements of intervention; members were drawn from all levels of government, the private and popular sectors of city society in order to access information, share skills and ideas, and in turn prepare Action Plans. However, as soon as the first two Working Groups, established to address the issues of Managing Pit Latrines

and Septic Tanks and of Sullage, met to prepare their Action Plans, they recognised similarities in their terms of reference, and so it was resolved to amalgamate the two groups into one. This demonstrates the flexible and dynamic nature of the Sustainable Cities Process in responding and adapting to the priority issues identified.

Working Groups on Managing the Economy and Integrating Petty Trading, City Center Renewal, and for Managing Coastal Resources commenced their activities in 1994,

CO-ORDINATING ACTIVITIES OF THE WORKING GROUPS

Working Group activities, and especially their Action Plans and project proposals,

are interpreted through their Coordinators, who attend the Coordinating Working Group. Other members of the Coordinating Working Group are Desk Officers appointed by all Ministries, key Commissions and Parastatals, Private and Popular Sectors and the SDP Chief Technical Advisor. The National Project Coordinator (City Planner in the City Council) is Chairman of the CWG. Proposals, suggestions and recommendations from the CWG are formally integrated into the Council structure through a Technical Coordinating Committee (TCC) which is chaired by the City Director (who is also Project Director). Members of the TCC are the Heads of Departments, responsible to the Council Committees. Action Plans formulated by the Working Groups are discussed or amended by the TCC as necessary, before being formally presented to the Council Committees and other responsible institutions. Desk Officers play a crucial role here. Desk Officers are appointed by the participating institutions (Ministries or other agencies) with responsibility for keeping their Principal Secretaries (or other senior official) fully briefed on project implementation, as well as securing from them the necessary support for Project activities.

It has been the role of the City Director to furnish the Central government and other

institutions information or decisions reached in the TCC. In particular, the Minutes of the TCC are forwarded to the Project Steering Committee to keep them informed on Project implementation so they can best ensure adequate and timely Government support. The Director is also responsible for passing

such decisions and information to the Chairpersons of the standing Committees of the Council.

By 1997 when SDP started compiling the strategic urban development plan all Working Groups had made thorough analysis of their respective environmental issues, developed strategies and action plans for addressing them, some of which were under implementation. I will here focus on one issue, managing solid waste management to show how the working group concerned moved from problem identification, strategies and action plans formulation to implementation of a pilot phase and replication to the whole city.

Managing Solid Waste: Strategy Formulation

The activities of the groups dealing with this environmental issue commenced immediately after the City Consultation and have greatly expanded over time. The activities included:

- á Launching an emergency clean-up campaign in late 1992. This effectively cleaned the City of tons of rotting wastes piled indiscriminantly on street corners, pavements, open spaces and in back yards.

- á Upgrading access to environmental protection and improving the management of a new disposal site at Vingunguti.

- á Carrying out awareness campaigns to define household responsibilities to prevent indiscriminate disposal of wastes in the city, strengthening enforcement of the same.

- á Privatization of a solid waste collection service for 10 wards in the central area, supported by by-laws on collection and disposal charges to improve financial sustainability of operations.

The groups have also:

- á Completed hydrological surveys for two landfill sites in Vingunguti and Kinzundi; similar surveys were planned for potential sites at Pugu and Mbagala.

- á Established a Management team to co-ordinate sanitary disposal at the new Vingunguti site.
- á Completed a survey of potentially hazardous industrial wastes in collaboration with the ardhi Institute.
- á Secured approval of refuse collection and disposal charges and ensured that they were used to sustain the expanding of services by re-routing of DCC waste collection vehicles to serve areas outside the city centre.
- á Secured the purchase of essential equipment for landfill management
- á Identified a suitable site for the constructing of a biogas (“Takagas”) plant, and initiated preparations for the resettlement of affected inhabitants.
- á Started preparation for Community based composting and recycling networks.

Managing Solid Waste: Action Plannning and Implementaion

Because of its emphasis on implementation effectiveness, an important aspect of the

SDP has been the use of demonstration projects to improve on management skills and processes in the course of evolving and designing the strategic development plan. Such a plan being based upon action plans which have been agreed upon and formulated through a broad-based participatory process of discussion. In particular environmental issue Coordinator agrees a strategy of intervention during his/her mini-consultation, each element of which results in the setting up of on individual Working Group. As each Working Group engages in the development of its own action plan, it identifies demonstration projects in order to evolve and design more detailed management strategies and implementation methodologies. Once the resources are secured, the Working Group proceeds to implement its action plan and demonstration projects, and articulate the lessons learnt from this process so as to replicate these to deal with similar environmental problems on a city-wide basis in a more comprehensive manner.

Working Group on Launching an Emergency Clean-up Campaign

In 1992, the widespread existence of huge heaps of garbage in the city centre and

the markets had become a seriously threatening health hazard. The working group established immediately after the City Consultation therefore agreed with a variety of the Central Government institutions and Action Plan based upon:

- á Rehabilitating the City Council's collection fleet, some 24 Japanese Isuzu tipper trucks owned by the City Council were refurbished.

- á Improving efficiency of collection operations by purchasing tractor loaders to replace manual loading with shovels.

- á Establishing collection points in the city centre to which the public had to bring their own wastes.

- á Coordinating with high profile Government's functionaries on the Radio to inform the public of their responsibilities, and in particular to bring their household wastes to such collection points.

- á Mobilizing the Police to strengthen enforcement against fly-tipping

- á Improving vehicle scheduling and management operations, including the purchase of vehicles to monitor collection operations.

- á Improving truck maintenance by refurbishing the Council's Mwananyamala Workshop and constructing a safe store for spareparts. A preventative vehicle maintenance programme was also established.

- á Better maintaining the Council's disposal sites.

Within 18 months the campaign the Working Group had achieved its objective and the central area of the city was largely rid off its heaps of refuse. The environmental situation had therefore improved appreciably whilst the Working Group had both established a process for improving Solid Waste Management and had gained valuable skills in implementing their Action Plan.

Working Group on Privatization of Refuse Collection

The issue of sustainability required that a separate Working Group be established

which prepared an Action Plan to privatise waste collection in the city centre:

á As a result of an advertisement, a private sector operator, Multinet Africa Limited, was given the franchise to collect refuse in the ten wards on behalf of the City Council on the basis of user-charges. A Refuse Collection and Disposal By-law including Refuse Collection Charges was approved by the Council and the Central Government effective April, 1994.

á Simultaneously, contract was prepared to legalise Multinet as the Council's Refuse Collection Charge Agent to increase transparency and accountability for citizens paying user charges for improved service delivery.

á In order to expand the services and prepare the surrounding areas for subsequent privatisation, the contract required that Multinet leased 8 of the Japanese Isuzu tipper trucks that had been used during the Emergency Clean-up Campaign and 1 calabrese compactor truck, as well as a council depot in order to obtain much needed recurrent funds to cover operational costs.

á The company, for its part, procured 4 additional (three tonner) refuse tipper trucks fitted with special alarms to alert residents of their arrival in their streets. Residents are then expected to bring their household refuse to tip into the trucks.

á Multinet Africa Ltd. had also to complete the renovation of a depot in Temeke which it leased from the Council to use for repairing and parking its trucks.

á To facilitate the collection of user charges, Multinet established three Refuse Collection Charges (RCC) paying centres at different places in its area of operation.

In spite of some initial difficulties, by 1997 the collection of solid waste in the ten privatised wards of the city centre had improved considerably. It was estimated that within five months of operation of the system the rate of collection had improved from about 3 per cent city wide to between 73-78 per cent in the privatised area. Street sweeping in this area was also progressing well, including sand removal to improve the state of cleanliness.

Based on the experience gained from implementing the strategy to privatise waste collection, the strategy has been replicated city wide, so far with very encouraging results.

COMPILATION OF A STRATEGIC URBAN DEVELOPMENT PLAN (SUDP) FOR DAR ES SALAAM CITY

As indicated earlier, towards the end of 1996 all the environmental working groups had clarified their respective issues, produced strategies and action plans for addressing them. Moreover, implementation of demonstration projects based on some of the action plans had commenced. These outputs of the working groups formed the basis for the SUDP whose preparation was preceded by a three days consultation held in October 1996 under the name "Co-ordinating City Development and Management". The consultation provided stakeholders opportunity to review successes and constraints experienced in the application of the environmental planning and management process and subsequently recommended ways to address the constraints.

Besides compilation of the outputs of the working groups, between January 1997 and December 1998 when the draft SUDP document was finalized, the SDP team was pre-occupied with a detailed and complex land suitability analysis to determine city expansion possibilities. This process entailed systematic overlaying of maps of different competing or conflicting land uses and ranking them on the basis of their degree of competition or conflict. The higher the competition or conflict the higher the rank and vice versa. The areas with least land use competition or conflict were identified as being potential or available for city expansion. Other considerations in the process

of determining areas for city expansion include availability of utility services, ground water table and hazard lands.

Potential areas for city expansion were grouped into 21 categories depending on their degree of potentiality and subdivided into sub-categories depending on the level of availability of utility services. The next step was to carry out environmental sensitivity analysis by overlying maps of the potential areas for city expansion with those showing ground water table, hazard lands, e.g. flood prone areas, etc.

The output of the above process is a map showing the potentiality of different pieces of land for city growth. Based on this, a 20 years land use plan 1998-2018 has been proposed. The draft SUDP is presented in five volumes:

- . City Growth Vision
- . Environmental Issues Strategies
- . Environmental Project Proposals
- . Methodology for Preparing Strategic Urban Development Plan
- . Urban Renewal

STRENGTHS AND WEAKNESSES OF THE DRAFT STRATEGIC URBAN DEVELOPMENT PLAN

The SUDP for Dar es Salaam is essentially a an environmental management framework built on environmental management strategies and action plans formulated through broad-based consensus among stakeholders. Although strategic development plan has been expected right from the signing of the project document and inception of the SDP, it is not accidental that the SUDP now in place has taken a form of something less than what should have been expected of an integrated strategic urban development plan.

The EPM process as conceptualized by the United Nations Centre for Human Settlements (UNCHS) has its focus on an analysis of interactions between development and environmental/natural resources, with a view to identify and prioritize environmental issues of concern, formulation of strategies and action plans for addressing the issues through a working group approach and broad-based consensus among stakeholders. In the process, for purposes of facilitating informed decisions, it is expected that environmental management

information would be produced and constantly up-dated. Thus, while Environmental Management System (EMIS) is an essential output of the EPM process, strategic development plan is not included as a necessary output of the process.

The detailed and complex process of land suitability analysis through the overlaying of maps as outlined above was meant for producing environmental management information to facilitate city managers to guide, instead of prescribing what should happen where, hence facilitating a more responsive city environmental management and sustainable development. Based on this fact, it suggest that one of the strengths of the EPM approach as it was carried out in Dar es Salaam is the production of environmental information and environmental management information system that would facilitate access to such information by all stakeholders.

Another strength of the EPM process is that, it has provided a practical opportunity to stakeholders in the public, private and community sectors to work together, exchange strategic information for city planning and management, adjust and co-ordinate their sectoral plans and thus resolve possible conflicts or duplication which would result into inefficiency.

This approach approach has therefore helped to break the traditional institutional and sectoral divide which to a great extent account for the ineffectiveness of the traditional planning and management approach which excludes stakeholders in the decision making process. Making institutions and sectors to work together and professionals to plan and manage with residents has a long term positive effect of restoring the eroded social trust among key stakeholders and subsequently rebuilding credibility of the local authority, something that will eventually increase its legitimacy to govern.

Like the old African saying that “if you do not know where you are going any road may lead you there”, the lack of a city vision and mission which should have been developed and agreed upon among stakeholders is one of the major weaknesses of the draft SUDP. It is likely that the absence of a city vision is a result of the way the SUDP has been derived out of the EPM process simply through aggregation of the strategies formulated for the nine environmental issues identified in the 1992 City Consultation.

Another major weakness of the draft SUDP is that it does not address itself to the formal urban economy and employment aspects, even when these are increasingly of great concern to the city government and residents. Urban economy and informal sector activities were among the nine issues of concern identified by the City Consultation in 1992. For unknown reason, right from the beginning, the SDP decided not to deal with urban economy issues, hence no working groups were established. Omission of urban economy issues makes the draft SUDP not much better than a Master Plan and thus rendering it a deficient tool for guiding urban growth and development right from the beginning.

However, considering the experience gained on carrying out planning and implementation collaboratively with stakeholders, which should be seen as both institutional capital, as well as social capital, it should be possible to improve on the draft plan. In doing so, the SDP faces one thorny issue of integrating the EPM approach into the operations of the Dar es Salaam City.