

## **Integrating community Participation in Urban Redevelopment Projects: The case of Makongo in Dar es Salaam Tanzania**

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### **1. Introduction**

Many studies have been done about urban planning, but there are no studies done looking at the opportunities and challenges of implementing community initiated urban redevelopment projects. Time and again, development projects initiated by dominant “outsiders” have failed to translate “insiders’ expectations” into equitable, enduring, and sustainable benefits (Bae, 2006). ‘Community’ is a notoriously slippery concept and carries with it a variety of connotations (Cochrane, 2003). It may be conceived as groups of people defined by geography, identity or interest, or even viewed as an aspirational model.

Community participation is a proven approach to addressing urban environmental issues and has been long utilized in various development projects in Tanzania internationally. Thus bottom up approach and community involvement in improving housing and living condition has been a best alternative. Community participation has been rarely discussed, however, in the context of urban regeneration.

However, the quality of participation varies from project to project. Moreover, in spite of the failure of many urban planning programs designed *without* the participation of target communities, some professionals continue to question the value of community members' participating in program design, implementation, and evaluation.

This research brings highlights and suggestions on how to overcome these challenges and use the opportunities for development. This study explores the opportunities and challenges in implementing community initiated urban Development Projects. Many government and nongovernmental development projects and programs put much emphasis on community involvement in development processes (Wema, 2010). These efforts are due to a belief that participatory planning can help development planners and policy makers address community needs and sustainable development.

This paper therefore, critically examines the application of the concept of community participation in the urban redevelopment process in Makongo juu and Tianzifang in Shanghai China. Comparative achievements are given; problems faced examined and possible solutions are put forward. Challenges and opportunities for replication in similar environments are discussed. Preliminary findings revealed that willingness of residents to release part of their plots for improving public infrastructure has made the projects successful.

### **1.1 Research Objectives**

#### **1.1.1 General Objective**

The overall research objective was to explore opportunities and challenges in implementing community initiated urban redevelopment projects.

#### **1.1.2 Specific Objectives**

1. To identify opportunities in implementing community initiated urban redevelopment projects
2. To identify Challenges in implementing community initiated urban redevelopment projects
3. To recommend the best implementation strategies for community initiated urban redevelopment projects

### 1.2 Significance of the study

The need for this study came from ongoing remedial efforts of improving environmental challenges to meet Millennium Development Goals (MDGs) in 2015. More over Challenges facing local government in providing public infrastructure and service made a turning to the community that they can organize themselves and initiate redevelopment and infrastructure improvement projects in order to improve their wellbeing. Therefore, knowledge generated from this research will further contribute in identifying challenges and opportunities in implementing community initiated urban redevelopment projects. It will also help policy makers, as well as planners in scaling up successful projects.

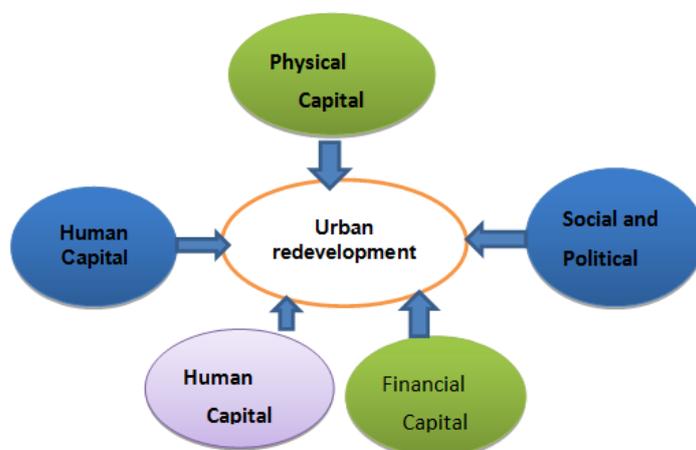


Figure 1: Categories of participation in urban redevelopment

**Human:** level of education and skills, personal capacity and abilities, health status, number of household members (productive, non-productive), age, household conditions (family background and problems), life philosophy

**Social and political:** social stratification and hierarchy (vertical), networks (horizontal), social and political contacts, relationships of trust and reciprocity, religion, gender, traditions, access to information, bureaucracy, civil and political rights, memberships

**Physical:** basic infrastructure (transport, shelters, water, sanitation, energy, communications), provision of public services (access to health care, education, electricity, garbage collection, access to assistance and crime protection)

**Financial:** income generating activities, savings, credits and loans, remittances, expenditures and costs (consumption)

**Natural:** land (especially security and stability of tenure), other common natural resources, vulnerability (level of threats of natural disaster)

## 2. The Study area and Methodology

Urbanization and Urban expansion in less developed country like is an issue given due attention by scholars and state administration for various reasons. One of the reasons is the need to minimize negative impacts of urban expansion in economic, social and environmental impacts, to bring mutual development and symbiotic integration of the rural and urban life that foster social and economic development.



Figure 2: Location Map of Tanzania and Dar es salaam City

Taking Dar es salaam, the largest local authority in Tanzania, its size has grown to more than 4 million people in less than 50 years

<b>Land Area</b>	<b>881,289 Km<sup>2</sup></b>
<b>Water Area</b>	<b>61,495 Km<sup>2</sup></b>
<b>Total Area</b>	<b>945087 Km<sup>2</sup></b>
<b>Total Population</b>	<b>44,928,923</b>
<b>Population Density</b>	<b>51people per Km<sup>2</sup></b>
<b>Population Growth per year</b>	<b>2.7%</b>
<b>Average Household size</b>	<b>4.8</b>
<b>Urbanized population</b>	<b>27%</b>

Figure 3: Tanzania Country Basic Information

<b>Total area</b>	<b>3133Km<sup>2</sup></b>
<b>Total population</b>	<b>4360000 people</b>
<b>Population Density</b>	<b>2872 people per Km<sup>2</sup></b>
<b>Population growth per year</b>	<b>5.6%</b>
<b>Average household size</b>	<b>4.8</b>

Figure 4: Dar es Salaam City Basic Information

Makongo is located in the north-western, peri-urban zone of Dar es Salaam city, about 17 Kilometres from the centre of the city. And approximately 2 kilometers from Mlimani City, and

2 Kilometers from Bagamoyo Road. The area is the fast growing residential and commercial hub of the city.

Historically in before 1960s, the area was covered with Sisal Plantation. Gradually, the peasants and sisal workers transformed the agricultural land into residential plots through subdivision. During the Villagization Programme (1974–76) Makongo was designated a resettlement area, to accommodate people from other areas of the city (Burra, 2004). Later, it saw an accelerated influx of individual home seekers from adjacent institutions and from other parts of the city. One category of landowners evolved during the national campaign of “Human Resources Deployment” from the late 1970s and onwards, which aimed at resettling the urban unemployed, particularly youth, to engage in (agricultural) productive activities. Under this programme, land was distributed to the newcomers by the government. The 1979 City Master Plan incorporated Makongo within the city planning boundary and designated the settlement a green belt area, and later, in the 1985 version, it included both a green belt and institutional uses. However, development of the settlement has continued through informal acquisition and subdivision of the original customary and plantation land. In contrast to the original farming residents, the new landowners or land right holders in the settlement mainly comprise the elite class; well educated public servants, retired civil servants and executives, most of them coming from other parts of the city. Low-income residents occupy the older, consolidated part of the settlement that evolved through customary land tenure and subsequent informal subdivisions. Many of the original landholders have left or have been bought out by new plot buyers.

Currently the settlement occupies an area of 1500 acres, is a densely-settled residential area with an estimated 17,000 inhabitants with an average of 5-6 persons per household, showing that there are between 2840-3400 households.

Makongo is rapidly undergoing both physical form and social structure transformations. Proximity to Mlimani City and two Universities namely Ardhi University and University of Dar es Salaam has promoted land values within the locality.

Dar es Salaam residents are facing unprecedented development pressure as the city's population and economic growth continue. These pressures are exacerbated by environmental damages to residential areas in the past and by potential future stresses. Many communities lack the resources to hire the technical expertise necessary to influence development activities in their areas. They find themselves overwhelmed by the resources that developers can devote to developing plans and proposals. Planning and implementation of urban redevelopment projects based on public funds has been facing challenges.

Most initiatives taken by the residents of Dar es Salaam's unplanned settlements over the last two decades are directed at improving the environment or securing rights to land they already occupy. Another important dimension is to mobilize resources for the provision of facilities and services that have been lacking for many years (Mhamba and Titus 2001)

As a challenge of failure of official system for planning and allocation of land for various uses, Makongo residents made an initiative for the settlement's improvement having concentrated on service provision particularly water supply, road access, land use planning and, more prominently, formation of a community-based organization in order to deal with these issues.

## **2.1 Methodology**

The findings which follow are based on selection of a case study purposely and not in random selection. Case study of Makongo in Dar es Salaam Tanzania was selected to represent some of the diverse contextual variables theorized to affect collective action, and to

represent the different conditions in which the projects was implemented, for comparative purpose. Simply defined, action research is a “bottom-up approach to inquiry which is aimed at producing more equitable policy outcomes” (Silverman,Taylor, and Crawford 2008, 73). Its core principles include reflexive inquiry, local knowledge, collaboration, case orientation, and social action goals (Greenwood, Whyte, and Harkavy 1993). As a “paradigm of praxis,” action research utilizes social science methodologies to understand lived socioeconomic and political conditions in order to solve real problems (O’ Brien 1998). Data were collected by trained field research teams. The data presented in this paper were sourced from field-work enquiries and the author’s involvement in town Planning practice in the last few years.

The research also is based on the data of various focus group discussion and community awareness meetings with government during initiation of the redevelopment in Makongo and updated data for Makongo settlement, However this involved also interviews with Makongo residents on the their views on the projects and their expectations.. Background data on interview respondents were gathered using structured household and individual questionnaires. In addition, a greater number of unstructured interviews were conducted. These consisted of conversations between the researchers and residents.

### 3. FINDINGS

Findings from this case study are discussed below.

Characteristics of respondents	No. of respondents	percentage
High income class	16	15.094%
Middle (Upper) income class	26	24.53%
Middle (Lower) income class	28	26.412%
Low-income class	36	33.96%
Male	50	47.17%
Female	56	52.83%

Figure 5: Respondents profiles

A total of 106 people we interviewed in Makongo juu in which 47% were females, and 53% were males. In which 16% are high income earners while 51% are medium income earners and 34% are low income earners

#### Reasons for residency

In regard for the question of reason for the residency, majority responded that they decided to reside in Makongo juu due to location; it is near other places like institutions and public service. The results also revealed that 15% of interviewed responded that they decided to reside there due to the fact that is near their working place. 26% of inter viwed responded that they decided to reside there due to the fact that their family is there while others 17% decided to reside in Makongo due to thet fact that they rent a house in Makongo.



Figure 6: Reasons for residency

### 3.1 The need of the redevelopment

Makongo is an important area of the Hill socially, economically, nationally and internationally. The area in its built form is unable to cater for the present and future population and its impact on the urban environment and demand for infrastructure services commercial and office spaces. Even though Makongo area is planned, but the areas face problems of poor infrastructure such as access roads, water supply. Internal circulation is problematic. The narrow tracks that serve both motorized and non motorized traffic are not paved and have no side drains. Onsite sanitation is the only method available and offers two options, either a pit latrine or septic tank system. Despite Makongo being a potential area for real estate development; it has been experiencing environmental deterioration for quiet sometime. Inadequate services such as water supply, accesses roads have being constraints in developing the areas as it is supposed to be. Unique location of Makongo makes it a respectable competitor for real estate development. Potential developers, business owners, and residents must be able to accommodate their own needs as well as modern zoning and building code requirements while respecting the form of the community. Makongo Layout Review Plan will enable communities to retain greater control in implementing their Plan. It provides Makongo residents with enhanced ability to negotiate with developers and provide economic incentives for projects that fulfill the community vision.

In our fast-paced, modern lifestyles in a fast growing city of Dar es Salaam where people have multiple options as to where they can live, work, and shop, convenience and accessibility are considered essential for a successful Makongo. Parking, pedestrian and vehicular circulation must be designed in a predictable, logical manner, providing multiple routes in a highly interconnected network. At the same time, density and a flexible mix of uses are vital for creating the critical mass to ensure that Makongo is vibrant, walkable, safe, and sustainable. Section 15(7) gives the mandate to review detailed planning schemes where needs arise and Section 22(2), which gives mandate the director of Town and Rural Planning to direct the review of Details Plans within five years or at an extended time as the director may determine. Due to above mentioned reasons; there is a need for reviewing Makongo Layouts for better development of Makongo

### 3.2 Vision:

To have a well-planned area for sustainable economic and social development.

### 3.3 Objectives:

The specific objectives to be achieved by the Redevelopment plan for Makongo Juu area are:

- (i) To create an orderly hierarchy of roads within the entire sub ward and linkage to neighboring sub wards.
- (ii) To develop a series of residential clusters in the undulating settled and unsettled areas
- (iii) To reserve land for appropriate social facilities and civic amenities such as schools, health centres, fire stations, shopping areas and community centres.
- (iv) To improve accessibility to commercial facilities by creating commercial centres at localities
- (v) To provide various recreational areas and parks in the vicinity of or within residential areas.
- (vi) Accessibility for people from home to work, shops, schools, industry and recreational areas is central to the employment of resources and should be fostered to achieve the greatest possible measure of improvement within limited means/resources.
- (vii) To resolve land conflicts.

### 3.4 Existing Situation

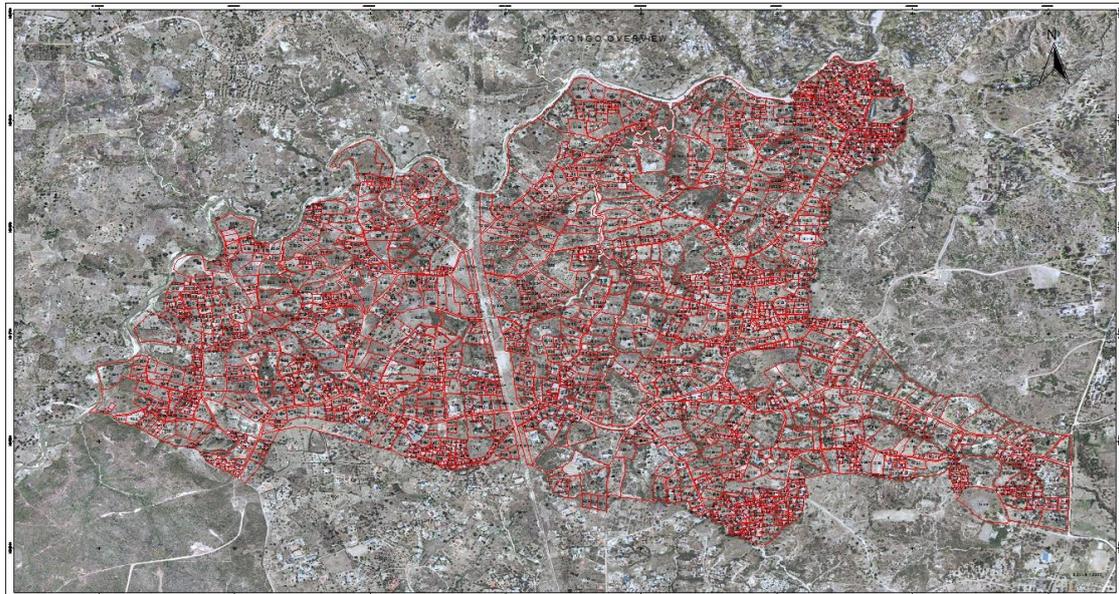


Figure 7: Makongo Overview , existing situation (source: Ministry of Lands)

#### 3.4.1 Previous Plan: Makongo Juu land Use Plan 1985 – 2011

Makongo juu area was declared a planning area in 1985, which implied that land developers and residents in the area could not carry out construction or improvements without getting consent from the City (planning) authority. Town planning schemes to that effect were prepared between 1991 to 1993 and were adopted as official documents to facilitate cadastral surveys and issuance of rights of occupancy. It is more than 20 years now that schemes have not been implemented to achieve the desired outcome. On 22 May 2011, Makongo Juu residents accepted a proposal to adopt and implement the comprehensive development plans. If this area is planned it will be productive and will also contribute to social and economic gains.

### **3.4.2 Topography**

The topography of Makongo is undulating with gentle slopes and plateau. It also has big valleys and streams which drain water into the Mbezi river. These valleys inhibit close movement and increase the cost of transportation. Other valleys provide access where people can pass through and others are wider in the extent that they hinder crossing to the other side. So far there are few culverts and no bridges.

### **3.4.3 Population aspect**

Makongo area has approximately 17,000 people with an average of 5-6 persons per household, showing that there are between 2840-3400 households.

### **3.4.4 Infrastructure**

#### **i. Water**

Makongo Juu area is benefited by a long water distribution network by the Government, in a project popularly known as Chinese water pipes. Most of the Makongo area has been provided with a water network but enough water is not available till today. Most of the people depend on buying water from Sinza and Mwenge areas. Treatment of waste water is through soak pits and septic tanks, there is no existing waste water treatment facility.

#### **ii. Roads**

Makongo roads are earth surfaced with widths ranging from 2-8 meters. The main road has 8m width and starts from Ardhi University to Goba area. There is a 6m wide road starting from C.C.M office area to Londa Secondary School. Other roads are of 4, 3 and 2m width which are within residential areas. Most developed areas lack access roads particularly where there is congestion of informal development.

#### **iii. Electricity**

About 75% of the electricity poles are haphazardly erected within the roads.

#### **iv. Buildings**

About 75% of buildings are in good condition, built of sand and cement bricks, iron sheets, and roofing tiles, having good appearance, but incidentally built in unplanned/un-surveyed plots.

#### **v. Economic base**

Most of Makongo residents are employed in various sectors but others are self-employed. There are several large shops and local shops available in the area.

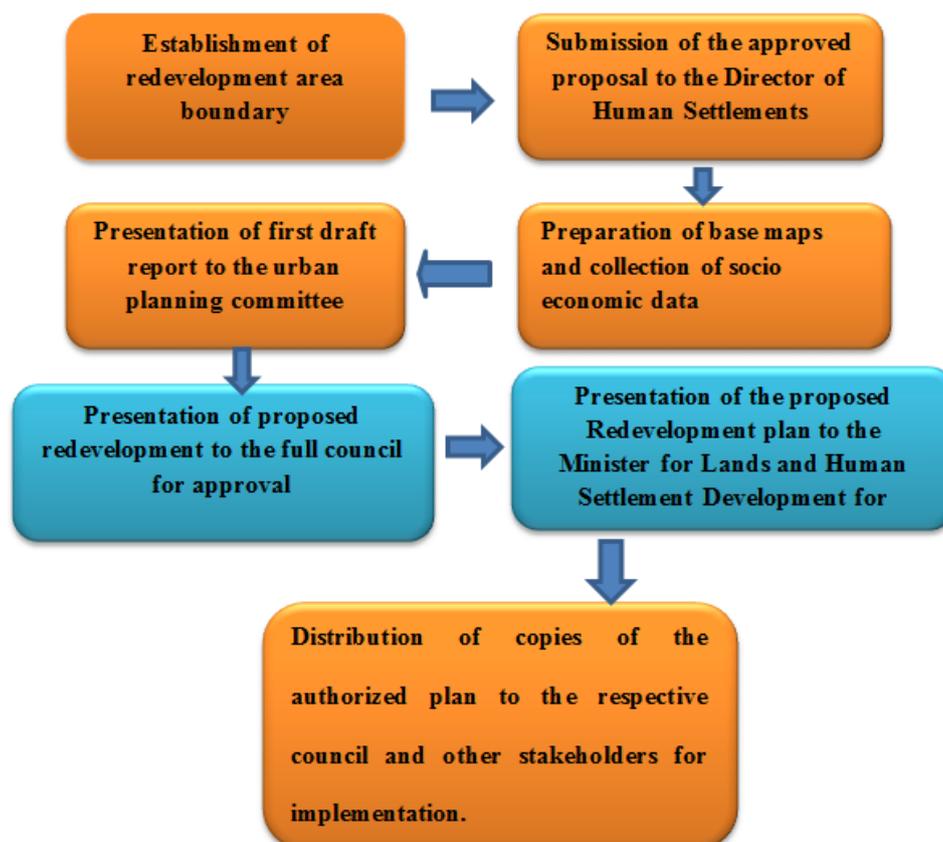


Figure 8: preparation process of redevelopment plan

### 3.5 Opportunities for implementing the Project

#### 3.5.1 Willingness of the Makongo residents:

Makongo residents, especial property owners, are highly aware and needy of the development. They wish to see their settlements are improved with infrastructures and have the qualities it deserves. This is evidenced by their initiatives over two decades ago.

With the increase in demands for development in the 1990s, Makongo residents realized that many projects in the settlement could not be implemented through normal government funds nor could they be maintained from individual contributions and the community's own resources locally. Thus in 1994, a group of Makongo juu residents formed an organization known as Makongo Juu Development Association (MAJUDEA). The Organization aiming at improving their environment, despite the challenges faced by organization in accessing funds, but dream of Makongo juu residents are coming true as recently in 2011, they reinitiated their ideas of redeveloping their settlement, but at this time this involved the whole Makongo Juu community and the government supported their initiatives. This is evidenced by several meetings held at Makongo Juu between the residents and the Minister for Lands, Housing and Human settlements development and teams of experts from the Ministry and Kinondoni Municipality. More over the study revealed that people are satisfied being involved in the redevelopment process. The study revealed that 58% of respondents are satisfied by the redevelopment process while 15% are dissatisfied and 18% are neutral. 3% are very dissatisfied, and majority of them claimed that they are worry on the compensations' amounts for their lands taken for public use that may be might not be in current market price

Variable	frequency	percent
very dissatisfied	3	3%
dissatisfied	16	15%
Neutral	19	18%
Satisfied	62	58%
very satisfied	6	6%
	106	100%

Figure 9: community satisfaction in participation in the redevelopment process

Willingness of the residents to release part of their plots for allowing provision of public service

This is among the opportunities which helped the project to take off. Residents are ready to release part of their land for provision of public infrastructures such as roads, water service, electricity, drainage, public offices etc. People are ready as they were promised to be compensated according to the current market price.

### 3.5.2 Political will

In any development project, if it gets support from decision makers, there is a greater chance for the project to succeed. In Makongo project a positive support pioneered by the Ministry of Lands, Housing and Human settlement development, and Kawe member of Parliament is among the reasons for successful of Makongo project.

### 3.5.3 Community Capacity

There was a challenge of the capacity of the Makongo residents involved in redevelopment process. As reviewed in last two decades of their initiatives in redeveloping their area, most people were unable or unwilling to spend their time in a seemingly never-ending series of meetings trying to make sense of bureaucratic jargon and procedures. The study revealed that despite of having some residents who were having knowledge of the profession, the bureaucratic process of following legal procedures made them give up before achieving their goals. Different people may have very different ideas about what is important and desirable to make life better (even if they appear to belong to the same 'community of interest' and live in the same area or neighbourhood). This has been a challenge to Makongo residents, some of them didn't see the importance of joining in the initiatives. But intervention of the Ministry of Lands, Housing and Human Settlement development in supporting Makong Residents and building Capacity to the residents, and creating awareness, has highlighted that there is a bright future ahead.

## 3.5 Challenges for implementing the Project

The key challenges to engaging Makongo Juu residents and stakeholders in Makongo juu processes are

- *Socio-economic circumstances of people living in renewal neighbourhoods*

Makongo juu Residents' negative experiences with Government Authorities decrease their levels of trust and willingness to get involved in Urban redevelopment process. This is due to the fact that the cash compensation has been a challenge as majority of land owners claims that they are in worry whether they will be compensated according to market price. However this issue was clearly sorted by Minister of Lands

Prof Tibajuika who assured Makongo juu residents that, the development in Makongo juu is not aiming to make others poor, but to make all progress.

- *Maintaining engagement over several years across a range of community issues*

Unlike most government agencies which engage the community in one-off or issue specific policy areas, Community Renewal is tasked with engaging the community across all issues that could lead to improved quality of life and well-being. Furthermore, urban redevelopment requires intensive engagement to achieve outcomes.

- *Balancing bottom-up with top-down priorities*

Balancing whole-of-government priorities, resource limitations and the aspirations of local communities is a continuing challenge for place-based programs urban redevelopment. Managing people's expectations and encouraging government agencies to realign their core business and budgeting processes are key strategies adopted by Makongo juu urban redevelopment Task Force to address this challenge.

- *Imperative to 'get stuff done'*

A further challenge to the program's community engagement success arises from balancing the need to get projects on the ground while taking a systematic approach to ensure the underlying issues of neighbourhood disadvantage are addressed. Extensive periods of planning and analysis can alienate community members who just want to see positive action in their neighbourhoods.

## Conclusion

African cities are growing at 3.9 percent annually, the highest in the world. As Africa urbanizes at a faster rate than any other region in the world, a more integrated approach in urban redevelopment is needed to face these Challenges. More Comprehensive, Innovative & implementable redevelopment approaches are needed in this fast growing continent. Capacity Building to land use Planning Professions is highly needed. Makongo represents a case of an urban community taking land use planning and settlement management initiatives to address their problems, to promote their livelihood and to safeguard their rights to land and to a democratic space in planning. The case portrays the potentials and ingenuity of popular, community initiatives in their responses to the growing deficiencies in settlement management and provision of urban services by the public sector. The other factor that facilitated the participation process of Makongo was the intensive public consultation conducted with the different groups of the residents. These forums had played an important role in bridging the perception of the public and the government about the Makongo juu project. In addition, the public forums falls in the *consultation* level of (Arnstein 1969) *Ladder of Citizen Participation* whereby the public was able to forward their concerns with no guarantee of being considered as it was evidenced by the 3% dissatisfaction with the public consultation of the study's informants and failure to consider some of the public's demand. However, the establishment of the representative committee has increased the level of participation since they were advising the Task force which comprise the Ward, Ministry and Municipal officials whereby the decision making power were still in the hands of the officials, thus there is a need for involving private sectors in detailed planning and implementation of redevelopment plans for sustainability.

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