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## Analysis of Outputs of a Planning Process: Sinza Strategic Urban Development Planning (SUDP) in Dar es Salaam, Tanzania

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*Abstract-* For several reasons, current urban development in Dar es Salaam City has not adhered to requirements of both general and detailed planning schemes. This in turn has encouraged local authorities and other stakeholders to produce planning outputs using a Strategic Urban Development Planning (SUDP) process. The methodology involved appraising a ward environmental profile; holding a stakeholders' consultative workshop and analysing the issues identified. Analysis has shown that, under the current urban development diversities in terms of interests and priorities, the befitting output of an urban planning process cannot be a mere future land use map. It is inclined to be a package of well-thought outputs forming an acceptable future land use plan. The ability to produce an acceptable future land use plan based on core tenets of SUDP is a strength of same. This defeats earlier claims of SUDP weaknesses related to future land use and urban development control.

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## I. INTRODUCTION

Urban planning activities in Tanzania generally and Dar es Salaam specifically, are governed by the Tanzania's Urban Planning Act No. 8 of 2007 (URT, 2007). The legislation requires that detailed planning schemes are prepared to implement provisions of existing general planning schemes. A century (1890s to 1990s) of urban planning practice in Tanzania, has witnessed the preparation and implementation of detailed planning schemes being treated as an activity of city planning departments. This has been the case but with limited participation of stakeholders from other government departments, the popular and private sectors. Resulting from such a practice, urban development has not conformed to detailed planning schemes.

As a remedial measure, urban development stakeholders led by local authorities in early 1990s adopted alternative approaches to preparation and implementation of planning schemes as key outputs of planning processes. One of such approaches embodying participation and partnerships is a Strategic Urban Development Planning (SUDP) process (see for

example Healey 1997a, Ogu 2000, Majani 2000, Halla 2002, Albrechts 2004, Steinberg 2005, and Healey 2007). The alternative approach that embodies concepts of democratization and decentralization (Choguill 1999, Nnkya 1999, Burra, 2006), was needed to provide a platform for stakeholder participation and partnerships in the preparation and ultimate execution of detailed planning schemes. Preparation and implementation of detailed planning schemes has continued to be practiced through SUDP in cities of developing countries worldwide (Halla 1997, Kombe and Kreibich 1997; Albrechts 2001, 2004; Giddings and Hopewood (2006)

The purpose of this paper was to explore options of turning attracted activities into an acceptable future land use plan as opposed to future land use map. This aims at addressing a documented weakness of SUDP Halla (2002, p.291) related to difficulties encountered in turning attracted activities into a graphically acceptable future land use map. Findings of this study have shown that production of future land use plans in the context of SUDP is technically viable and ensures effective future land use planning and efficient urban development control.

Sinza ward is found in Kinondoni Municipality, Dar es Salaam Region. It is located 8 km from the Dar es Salaam City's Central Business District (CBD). The ward is accessible by Sam Nujoma and Shekilango roads. It constitutes five sub wards namely Sinza A, B, C, D and E. According to census statistics of 2012, the population of sinza ward was 40,546 people in 2012 with a total of 9889 households (URT, 2012). Proximity of Sinza ward to the Central Business District (CBD) and availability of social services, have attracted people to reside in the area. Increasing population demands have prompted changes of land uses and invasion of reserved lands. Until recently, responsible authorities have shown concerns on the rate of haphazard land use changes, the related encroachments and invasion on reserved lands. The urban development trend evident in Sinza is characterised by change of all other forms of land uses into commercial. There is an increasing number of developers acquiring land and develop it for commercial activities such as office accommodation, lodging, restaurants, bar/pubs, hotels, car yards, garages, functional halls and salons. Resulting from

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such demands, the ward has experienced a number of urban land use challenges. They include: invasion of reserved areas such as open spaces, road reserves, and river valleys; house extensions leading to blockage of access roads and plot setbacks; unresolved land use conflicts and loss of environmental quality. To address these issues, Sinza ward stakeholders in 2014 started the process of preparing and implementing a detailed planning scheme for Sinza ward using strategic urban development planning (SUDP) approach.

## II. METHODOLOGY

The following methodological approach was adopted in the Sinza Strategic Urban Development Planning process.

### a) Preparation of environmental profile

Stakeholders in Sinza engaged, through their Ward Development Committee, experts to prepare an Environmental profile (EP). The environmental profile was prepared in consultation with Kinondoni Municipal Council which is the local and preparatory authority for Sinza. In addition to Kinondoni Municipal Council, other key stakeholders involved were: Sinza residents, developers, the Ministry of Lands for Housing and Human Settlements Development (MLHSD), utility agencies like Tanzania National Roads Service Agency (TANROADS), Dar es Salaam Water and Sewerage Corporation (DAWASCO), and Tanzania Electricity Supply Corporation (TANESCO). The profile was intended to generate information that would aid in understanding the existing situation that is usable in the planning process. In that regard, the environmental profile for Sinza ward, generated information related to: environmental characteristics, development activities, development-environmental interactions, urban development issues spurred by land use changes, as well as stakeholders with interests and intervention mandates in addressing the issues identified.

In the process of appraising a ward environmental profile, an analysis of environmental and development characteristics of wards in Dar es Salaam City was carefully done. Resulting from that, Sinza ward was selected as a suitable case for this study. Socio-economic data of the residents in Sinza ward were sourced through questionnaire administration. The questionnaire was distributed in proportion to predetermined respondents in selected households and key stakeholders in Sinza. Selection of respondents for interview was as well systematically done and a total of 423 respondents participated in the study. A simple proportional percentage was adopted for data analysis for ease of comprehension.

### b) Stakeholders' consultative workshop

A ward environmental profile was then presented to stakeholders in a consultative workshop. The key actors in urban development at wards level

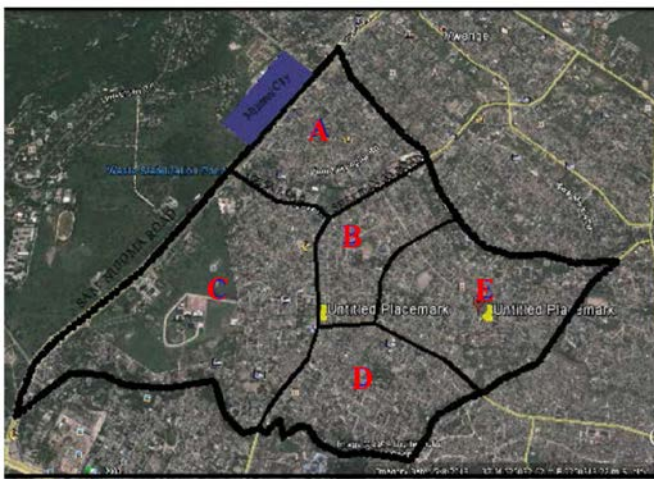
were invited. During the workshop, the following issues were presented and endorsed. The concept of strategic urban development planning was introduced and adopted, the identified pressing issues namely: invasion of reserved areas such as open spaces, road reserves, and river valleys; house extensions leading to blockage of access roads and plot setbacks; unresolved land use conflicts and loss of environmental quality, were amalgamated and characterised as chaotic urban land development. Stakeholders decided to engage a SUDP process for managing chaotic urban development in Sinza ward. Understandably, there was a felt need to prepare a future land use plan that would guide the future development of Sinza. To be able to do that, analysis of parameters that have influence in determining the form and pattern of land development was carried out and outputs generated. The parameters of analysis in this case were: environmental characteristics, development characteristics, interactions between environment and development, and development conditions

## III. FINDINGS: A FUTURE LAND USE PLAN

Resulting from an analysis of land development parameters, this research has revealed that, a befitting output of the planning process in city contested places like Sinza, cannot be a mere future land use map, but rather a package of well thought planning outputs that reflect existing diversities and realities. In the context of this research, such outputs include: a map of designated development areas, a matrix (characterising environmental characteristics, existing and attracted activities, as well as development conditions for accommodating attracted activities), scenarios of acceptable future land use maps, and guidelines for development coordination and control. These outputs are as presented in the section that follow:

### a) Development areas

A development area map or image (Fig.1) that basically designates, on the basis of activities, certain zones as environmentally sustainable development areas. The development areas are for the purpose of accommodating existing and anticipated environmentally friendly development activities. In this regard, Sinza sub wards are designated as environmentally friendly development areas.





**LEGEND**  
 Ward boundary  
 Sub-ward boundaries  
 Surce: Google image 2013,  
 Sinza layout .1/920/1199-1974

Figure 1: Sinza sub wards as development areas.

Table 1: Development areas and conditions for accommodating activities in Sinza Sub Ward.

Development area	Environmental characteristics	Existing activities	*Attracted activities	Development condition
Sinza A	Haphazard land use change/Mixed land uses, Encroachment of vacant spaces Newly developed buildings Blockage of setbacks and access roads Inadequate storm water drains Indiscriminate solid waste disposal Indiscriminate parking Narrow and unpaved access roads. Polluted river stream Noise and Air pollution Inadequate bus stops	Residential Commercial Hotels, Office accommodation Functional halls Car park and repairs Bus stops Entertainmments Small scale/Service industries	Residential Commerce/Trade • Hotel • Office accomodation • Small scale/service industries • Functional hall Institutions • Religious • Academic	Comply with development control protocol Improve service infrasstructure Attain rent-paying capability Comply with environmental sustainability protocol
Sinza B	Mixed land uses Inadequate storm water drains Indiscriminate parking Narrow and unpaved access roads. Street based informal activities Noise pollution	Residential Commercial Car park and repair Small scale/service industries	Residential Commerce/Trade, • Hotel • Small scale/service industries • Office accomodation • Functional	Comply with development control protocol Improve service infrasstructure Attain rent-paying capability

b) Development area Matrix

A development areas matrix (Table 1) which basically analyses each development area in terms of environmental characteristics, existing and attracted activities, as well as development conditions for accommodating attracted activities



Development area	Environmental characteristics	Existing activities	*Attracted activities	Development condition
	Deteriorated sewerage system Dilapidated buildings	Institutions	hall Institutions • Religious • Academic	Comply with environmental sustainability protocol
Sinza C	Newly developed buildings Mixed land uses Gardening/urban farming Encroachment of vacant spaces Delapidated buildings Inadequate storm water drains Indiscriminate solid waste disposal Indiscriminate parking Narrow and unpaved access roads. Road based informal activities Noise pollution and Air pollution Lack of bus stand	Residential Commercial Hotel Small scale/service industries Offices Entertainment Car park and repairs	Residential Commerce/trade • Hotel • Office accomodation • Small scale/service industry • Functional halls Institutions • Religious • Academic	Comply with development control protocol Improve service infrasstructure Attain rent-paying capability Comply with environmental sustainability protocol
Sinza D	Newly developed buildings Mixed land uses Encroached river stream and vacant lots Dilapidated buildings Lack of bus stand Deteriorated sewerage system Inadequate storm water drains Indiscriminate solid waste disposal Indiscriminate parking spaces Narrow and unpaved access roads. Road based informal activities Noise pollution	Residential Commercial Small scale/service industries	Residential Commerce/Trade • Hotel • Office accomodation • Small scale/service industries • Functional hall Institutions • Religious • Academic	Comply with development control protocol Improve service infrasstructure Attain rent-paying capability Comply with environmental sustainability protocol



Development area	Environmental characteristics	Existing activities	*Attracted activities	Development condition
	Air pollution			
Sinza E	Newly developed buildings	Residential	Residential	Comply with development control protocol
	Mixed land uses	Commercial	Commerce/Trade	
	Dilapidated buildings	Small scale/Service industries	<ul style="list-style-type: none"> <li>Hotel</li> <li>Office accomodation</li> </ul>	Improve service infrasstructure
	Lack of bust stand		<ul style="list-style-type: none"> <li>Small scale/service industries</li> </ul>	Attain rent-paying capability
	Deteriorated sewerage system		<ul style="list-style-type: none"> <li>Functional hall</li> </ul>	
	Encroachment of vacant spaces		Institutions	Comply with environmental sustainability protocol
	Inadequate storm water drains		<ul style="list-style-type: none"> <li>Religious</li> <li>Academic</li> </ul>	
	Indiscriminate solid waste disposal			
	Indiscriminate parking			
	Narrow and unpaved access roads.			
	Road based informal activities			
	Air pollution			

Source: Fieldwork and Analysis, May – August 2014

\*Attracted activities are analysed based on concepts of rent-paying capability and environmental sustainability.

c) Scenarios of acceptable future land use maps

Since stakeholders in each development area do not share the same interests and priorities, so are their planning requirements. That being the case, no single activity pattern can be determined across the development areas as a desired or blueprint future land use map. Instead, based on stakeholder priorities and suitability analysis of attracted activities, options of future land use maps are generated. An attracted but dominant activity is taken and used to present a future land use map. Following that logic, each development area represents a single preferable land use pattern based on an attracted but dominant activity (Fig. 2).

d) Scenarios of acceptable future land use maps

Since a development area may have more than one attracted but dominant activities at different times, all these must be mapped as possible future land use scenarios for each development area. The resulting output is a series or layers of future land use map alternatives based on attracted but dominant activities in each development area over time (Figure 3). A dominant activity in this case refers to a major activity or land use under which there are sub activities belonging to the major activity or land use. Commerce for example is a major activity or land use under which there are sub activities classified as commercial.

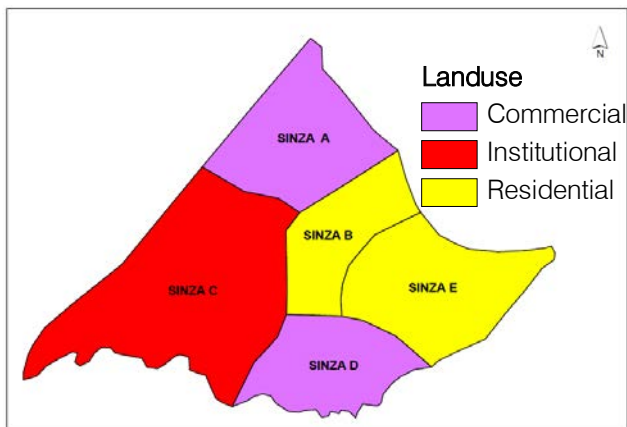


Figure 2: Future land use pattern based on attracted but dominant activity.

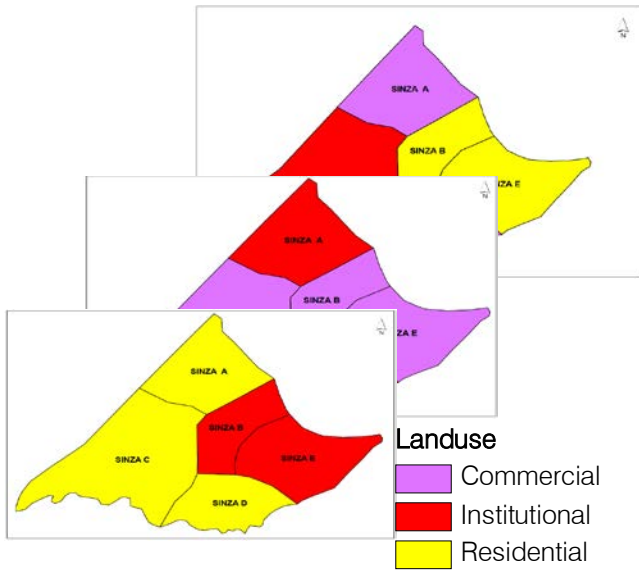


Figure 3 : Future land use map alternatives based on an attracted but dominant activity in each development area.

Implied in Figure 3 therefore is that, attracted but dominant activities in the development areas are commercial, residential, institutional or a combination of those. Depending on demand, the possibility of each development area to be transformed from residential to either an institutional or a commercial zone and vice versa exists. Urban development dynamics in Sinza depict that any of these dominant activities can be executed in any of the development areas A to E. In this case, a befitting future land use plan, would be one that takes into account such a diversity in terms of attracted activities. As such a future land use plan in any of the development areas would suitably be presented on series or alternatives of "development area-based maps". On such maps, a pattern or colour in each development area depicts an attracted but dominant activity.

If it happens that, development areas have similarities in terms of attracted but dominant activities, then a single or mixed land use pattern may be determined across the development areas (Fig.4). This invalidates the earlier claim (Halla, 2002, p.291) that, there is no single activity pattern that can be determined across the development areas.

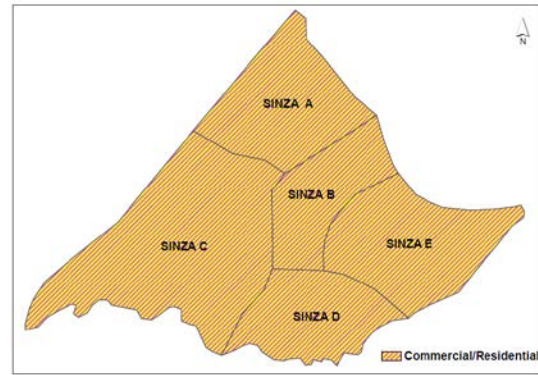


Figure 4 : Future land use map based on two attracted but dominant activities across the development areas.

e) Stakeholder based guidelines for development coordination

Each prospective developer is required to submit development proposals to Ward Development Committee (WDC) in Sinza. The committee should in turn scrutinise proposals against stated development conditions for each development area. If the activity is among those identified under the development areas matrix, then the WDC will recommend the proposals to a responsible preparatory authority (in this case, the Kinondoni Municipal Council) for scrutiny and compliance with planning requirements and development conditions. If the proposed activity is not on the list of activities in the development area matrix, then the potential developer will have to consider the proposed activity in a development area where it is listed and resubmit to WDC

f) Local authority based guidelines for development control

The preparatory authority receives and scrutinises the recommendations from WDC and proposals of the potential developer against planning standards and development conditions. If the recommendations and proposals are within acceptable standards, then they are forwarded to the lands department for land title processing. After that, title processing continues at the Ministry of Lands for Housing and Human Settlements Development (MLHSD) before a development permit is issued by relevant authorities.

#### IV. DISCUSSION

It is an indisputable fact that the role of urban planning has changed. This in turn has spurred changes in the manner urban planning needs to be conceptualised and executed. Increasing new demands and interests of stakeholders require that urban planning is considered differently in terms of the planning process, how planning outputs are presented, and the

manner in which are implemented. In order to capture that, urban planning needs to be considered not as a function of physical planning (design and space organisation) alone, but also as a function of coordinating interests (social, economic, political) and priorities of stakeholders in the urban development planning process (Kasala, 2013) and how those could be realised. Upholding this view, Sandercock (1998a) and Fainstein (2000) have pointed out the need for urban planning processes to be inclusive. This relates to the interpretation that urban planning processes need to ensure that all groups of stakeholders have a right to be heard or to inform and influence policy and practice. Such a participatory view of planning is enforceable by authorities in order to regulate, control and ultimately weaken powers of the market forces, argues McConnell (1981), in the urban development process. This comes from the criticism that market forces lack, argues Fainstein (2000), "redistribution, equity and justice" values on matters of concern to public interests. Public interest in this case relates to access to freedom, justice, services, land and housing, to mention but a few. Considering the diversity of stakeholder interests in urban planning, Albrechts (2004) concludes that urban planning is not confined to itself; it needs to be viewed from a broader perspective (Albrechts, 2004, p.748). Critics (Albrechts et al, 2001; 2003; Healey et al, 1997; Pascual and Esteve, 1997; and Pugliese and Spaziante, 2003) back up this broader view of urban planning, if desirable outcomes are to be attained (Bryson and Roering, 1996).

The outputs presented under item 3 above reaffirm the case in point. In a research toward the production of this paper, the broader view of urban planning was captured through a consideration of the physical and non-physical aspects of urban planning. These are taken care of as follows: In the development area matrix as well as the guidelines for development coordination and control-the views of stakeholders are captured in terms of attracted activities and development conditions. In future land use map scenarios the physical aspects of planning are captured in terms of design and space function organisation. The scenarios provide developers with options for sustainable urban development in Sinza. Whatever an option a developer chooses, it will have to be coordinated in accordance with provisions under a development area matrix (Table 1). While the physical factors in this case relate to design and functional space organisation, the non-physical factors of planning relate to other factors that impact on the process and outputs of planning. Such factors have been reported to include interests related to politics, economy, environment and the society.

## V. CONCLUSION

When the current situation accommodates diversities in terms of land uses, we are bound to have,

not a homogeneous, but rather an equally diverse future land use situation that must be carefully regulated and coordinated. Current urban development in Dar es Salaam and Sinza in particular is based on diverse, as opposed to, homogeneous stakeholder interests and urban development values. Based on that, it is possible to have a single or mixed future land use pattern. The possibility of a single or mixed pattern of future land uses across development areas, depends very much on the nature of attracted but dominant activities.

The way a future land use map is presented traditionally, needs to be improved to reflect the diversity or homogeneity in current situations. In this regard, the desired future development state of an area has to be presented not on a mere map, but rather on a well thought plan involving an analysis of urban development diversities in terms of interests and activities. In this context, attracted activities are placed in categories that conform to a specific land use. Resulting land uses are then mapped individually to produce not a single, but rather series or layers of future land use maps. Thus a future desired state of an area may be presented on series or layers of maps each with a specific land use. When it comes to execution, the activities proposed on any of the alternative future land use maps may be implemented but after scrutiny and compliance with provisions of (i) the development area matrix, and (ii) guidelines for coordination and development control. Through the mechanisms of SUDP, it is possible to prepare not merely a future land use map, but rather a future land use plan by turning the attracted activities into series or layers of graphically acceptable future land use maps. This therefore warrants listing the production of future land use plan not as a weakness, but rather as strength of the SUDP process.

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