

Effectiveness of participatory planning on urban transportation in Dar es Salaam City, Tanzania

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ABSTRACT: Dar es Salaam City, the primate city of Tanzania, accommodates over 2.5 million people according to 2002 census. The city has grown from a mere population of 5,000 people at the turn of the 20th century. Its metropolitan regional area extends for 60 kilometers to the south, north and west, as it is located on the west coast of the Indian Ocean. As such commuting by its population along its four radial roads exerts great pressure on its transportation resources. The city's transport system comprises mainly mini-bus public transportation, standard-bus inter-city public transportation, private motorcar, cycling, walking, and carts and lorries for goods. The demand side far exceeds the supply side in terms of limited road density, quality, form and pattern. As a result traffic jamming and road congestion, road accidents, locational inaccessibility and limited traffic mobility have led to traffic delay and reduced city's productivity.

In the early 1990s, through the Sustainable Dar es Salaam Project, the city stakeholders mobilized themselves to participate and partner in deliberating upon the critical and crosscutting dominant problems including city transportation with a view to agreeing on workable strategies and bankable projects to address them. Such participatory city planning process with respect to this city has been practised for the past one decade and its fruits and effectiveness are just beginning to emerge today. Among the sub-issues that the city stakeholders have indulged upon include the following: city-centre parking; decongestion of city-centre public-bus terminals; introduction of one-way streets; city-centre road resurfacing; construction of additional ring roads; construction of a suburban city central public-bus terminal; upgrading of city-wide public-bus terminals; introduction of city public sea-boat transport; introduction of parking garages for heavy-goods vehicles as well as multi-storey garages at new office-accommodation buildings; streamlining public bus transport and measures to reduce transport-related environmental pollution. These sub-issues had been identified and deliberated upon by city stakeholders from the government, business and civil-society sectors. As such agreeing on action areas, action strategies, action projects and resource mobilization have been very much facilitated. From the evaluation studies that Ms. Hawa Issa, as my undergraduate student of the Bachelor of Science in Urban and Regional Planning, has done in the first five months of this year (2003), it is evident that the implementation rate is rated satisfactory while impact analyses show greater stakeholder satisfaction than the earlier city planning practices that assumed the government to be the sole doer and provider. There is now an increasing rate of public-private-partnerships in addressing such crosscutting issues as city transportation.

RÉSUMÉ : La ville de Dar es Salaam, première ville de Tanzanie, accueille plus de 2,5 millions d'habitants selon le recensement de 2002. La ville, qui comptait 5000 habitants au début du 20^{ème} siècle, s'est considérablement développée. Sa zone régionale métropolitaine, placée sur la côte ouest de l'océan Indien, s'étend sur 60 kilomètres au sud, au nord et à l'ouest. De ce fait, le trajet effectué par sa population sur ses quatre routes radiales exerce une grande pression sur ses

ressources en matière de transport. Le système de transport de la ville comprend principalement le transport public en minibus, le transport public interurbain en autobus classique, l'automobile privée, le cyclisme, la marche à pied ainsi que des chariots et camions pour des marchandises. La demande excède de loin l'offre en matière de densité, qualité, forme et modèle limités de la route. En conséquence, les embouteillages et encombrements, les accidents de la route, l'inaccessibilité localisée et une mobilité de circulation limitée ont conduit à un retard du trafic et ont réduit la productivité de la ville.

Au début des années 1990, grâce au Projet Durable de Dar es Salaam, les dépositaires d'enjeux de la ville se sont mobilisés pour participer et s'associer dans la délibération sur les problèmes transversaux dominants incluant le transport de la ville en vue de s'accorder sur des stratégies réalisables et des projets négociables à aborder. Un tel processus d'urbanisme participatif en ce qui concerne cette ville a été pratiqué au cours de la dernière décennie et ses fruits et son efficacité commencent juste à apparaître aujourd'hui. Les dépositaires de la ville ont montré de l'indulgence pour un certain nombre de sous-problèmes, à savoir : le stationnement en centre ville, le désengorgement des terminaux d'autobus publics du centre ville, l'introduction de rues à sens unique, la remise en surface de routes en centre ville, la construction de boulevards périphériques supplémentaires, la construction d'un terminal central péri-urbain d'autobus publics, la modernisation des terminaux d'autobus publics dans toute la ville, l'introduction de transport public par bateau, l'introduction de garages de stationnement pour poids lourds ainsi que des garages à plusieurs étages dans les nouveaux bâtiments de bureaux, la simplification du transport public en autobus et des mesures pour réduire la pollution environnementale liée au transport. Ces sous-problèmes avaient été identifiés et avaient fait l'objet de discussions par les dépositaires de la ville, du gouvernement, du secteur des affaires et de sociétés civiles. Ainsi, ceci a permis de se mettre d'accord sur des secteurs, stratégies et projets d'action et de mobiliser des ressources. A partir des études d'évaluation effectuées par Mme Hawa Issa, étudiante Licenciée es Sciences en Planification Urbaine et Régionale, au cours des cinq premiers mois de l'année 2003, il est évident que le taux de mise en oeuvre est jugé satisfaisant tandis que les analyses d'impact montrent une plus grande satisfaction de la part des dépositaires que les pratiques d'urbanisme précédentes qui considéraient le gouvernement comme le seul acteur et fournisseur. Il y a maintenant un taux croissant d'associations publiques-privées abordant des problèmes transversaux tels que le transport en ville.

INTRODUCTION

This paper evaluates the effectiveness of participatory planning on urban management, generally, and urban transportation, specifically, using the case of Dar es Salaam City in Tanzania. Conceptually, the case study is based on the newly emerging urban management theory of urban and regional development planning and management. The paper then outlines the indicators, causes and

impacts of the best practices involved in city transportation planning and management.

Tanzania is one of the least developed countries in the World, with urbanization rates ranging from zero percent at the turn of the last century, to three percent in 1940s and to 30 percent currently (Halla, 2002). As Majani (2000) notes, such rapid urban demographic increase has stressed on the ability of the public sector to cope with several critical

issues cutting across the sectors and levels of society including land servicing and city transportation. Application of the conventional approaches of comprehensive and technocratic city planning has not been capable of encountering such emerging dominant issues because of the killer assumption that only the public sector has the resources and stakes in urban development planning and management.

The rapid growth of urban activities in most cities has to be supported by the development of transportation networks, which is not the case for cities of the least developed countries where infrastructure development lags behind demands exerted by human development activities. It is common for such cities to experience much slower growth of transport-related infrastructure than the faster increasing numbers of motor vehicles. At the same time practices involving the conventional comprehensive and technocratic city planning, applied in many countries in the last century, have not been capable of squarely addressing such critical urban growth issues including city transportation. In the case study city and others in the country and worldwide, capacities of existing road networks and other facilities are quite low compared to increasing demands for the infrastructure. This situation has led to some serious problems of urban traffic congestion and air pollution in such cities. So, as an effort to decrease such traffic congestion and other transport-related critical issues, cities like Dar es Salaam, have since early 1990s engaged in the participatory SUDPF process in addressing such dominant, critical and crosscutting issues like managing city transportation. In the case study city engaging in this process started in 1992. The essence and methodology for this process is documented by, for example, Halla (2000), Halla and Majani (1999), UNCHS (1995) and Halla (1994).

THE SUSTAINABLE DAR ES SALAAM PROJECT

According to UNCHS (1994) and Halla (1994) and as part of the worldwide Sustainable Cities Programme (SCP), which was pioneered by the two United Nations Agencies on Human Settlements and Environment since the late 1980s, the Sustainable Dar es Salaam Project (SDP) that embodies the concepts of being strategic and participative in urban development planning and management emerged in 1992 to guide and engage the city stakeholders of Dar es Salaam in the ongoing process of strategic urban development planning and management framework (SUDPF). The SUDPF process, which has continued to be replicated to the secondary and tertiary cities of the country, is operated through issue-specific working groups or taskforces including the one for managing city transportation whereby respective issue-specific stakeholders deliberate upon sub-issues with a view to agreeing on workable strategies to resolve operational conflicts and bankable projects to solve grounded problems.

Dar-es-Salaam, established in 1862, as a port and trading centre to support new caravan routes being opened into the interior of the Africa continent, became the national capital in 1891, acquired municipality status in 1949, and was raised to city status in 1961. The city falls under the administrative jurisdiction, which divides it into three municipalities of Ilala, Kinondoni and Temeke that embrace 73 wards. The city has been administered through elected councilors as the Dar-es-Salaam City Council (DCC). However, from 1972 to 1978 the extended Central Government jurisdiction, namely the Dar-es-Salaam Regional Commissioner's Office, administered the city. Dar-es-Salaam City Commission (DCC), appointed by the Central Government, had from June 1996 to May 2000 administered the

city. Dar es Salaam, as the country's prime city and metropolitan region, is located on the eastern part of Tanzania along the western coast of the Indian Ocean. The metropolitan region extends for 60 kilometers east-west and 120 Kilometers north south covering over 7,200 square kilometers of land. The city and administrative area extends for 30 kilometers east-west and 60 kilometers north south covering about 1,800 square kilometers of land. The densely built-up area of the city covers over 400 square kilometers of land.

Inadequate servicing of land has led to deterioration of the city's environment. As such, the challenge for the city stakeholders has been to ensure that the city develops while it is environmentally sustainable. The following factors have aggravated this challenge:

- Ineffective determination and tapping of the city's resource base
- Haphazard and uncoordinated investments in infrastructure
- Slow pace of the local government to effectively respond to the need to plan, coordinate and manage city functions in partnership with other parties

In response to this challenge the Sustainable Dar-es-Salaam Project (SDP) was launched in 1992 with the specific aim of providing the city administration and its partners in the public, private and popular sectors with an improved capacity to plan, coordinate and manage development-environment interactions in the city. The introduction of SDP was a deliberate attempt by city stakeholders to embark on a strategic urban development-planning framework (SUDPF), which is also referred to as environmental planning and management (EPM) Process. The SUDPF process concentrates on prioritization of environmental issues, generation of pragmatic interventions, and conflict resolution among stakeholders through participating working groups. The

working groups comprise representations of those stakeholders who are affected by an identified problem, those causing the problem, and those with institutional responsibility for addressing the problem, with a view to enhancing coordinative arrangements for the city's growth and development.

TREKKING BEST PRACTICES IN MANAGING THE CITY TRANSPORTATION

In 1992 the stakeholders of Dar es Salaam City met in a five-day consultation and agreed that the following prioritized issues prompted engaging in the participatory SUDPF process:

- Solid and liquid wastes disposal
- Land servicing in unplanned and un-serviced neighborhoods
- City transportation and air quality upkeep
- Utilization of open spaces, hazard lands and accommodating urban farming
- Integrating petty trading into the city economy
- Efficient tapping of coastal resources including naturally occurring building materials
- Managing efficient land use including horizontal and vertical city spatial expansion.

According to Halla and Majani (1999), the dominant sub-issues related to the city transportation in 1992 were as follows:

- Inefficient city public transport services
- Inadequate transport-related infrastructure
- City-centre traffic congestion
- Increased transport-related air pollution.

City transportation utilizes a radial system of main roads, which converge into the central business district (CBD). However, it has inadequate link roads resulting in traffic congestion along radial roads and the CBD. Increasing number of vehicles and inadequate traffic management facilities contribute to such traffic congestion. Traffic congestion has contributed towards lower city productivity through lost man-hours. At the same time, because of aging vehicles and use of inappropriate fuels traffic congestion has become a major source of air pollution through exhaust emissions.

Through the SUDPF process the stakeholders of these sub-issues agreed to recommend to the city authorities the following workable strategies and bankable projects, which if implemented would squarely address them:

- Introduction of one-way street systems
- Introduction of city-centre parking charges while using private-sector firms
- Improving existing road-network and storm-water drainage systems
- Improving and promoting city public transport services
- Facilitating non-motorized transport
- Minimizing transport-related air pollution

EFFECTIVENESS OF SUDPF PROCESS IN MANAGING CITY TRANSPORT

The best practices in the SUDPF process regarding addressing critical issues of city have impacted positively on the city transportation as follows:

- Most of the strategies and projects formulated to manage city transportation and air quality have been successfully implemented. Not implemented yet are the projects

related to improving air quality and road-network expansion.

- Efficiency in the use of parking facilities has been maximized through privatized and charged city-centre parking practices leading to increased parking turnover and reduced congestion of the city-centre road-network.
- The reduction of congestion of the city-centre road-network has been augmented by the introduced one-way traffic systems, relocation of city-centre intercity public-bus terminals to an outside site, and designation of parking sites for the heavy-duty motor vehicles.
- Increase in revenue to the City Council from shares of the parking charges collected by the respective contractor.
- Increased jobs for the city dwellers through privatization of city centre parking.

CONCLUDING REMARKS

My remarks of conclusion relate to the importance of the government or public sector institutions to foster partnerships with other issue-specific stakeholders in the business or private and community sectors of society in soliciting and agreeing on workable strategies, bankable projects and mobilization of resources to resolve operational conflicts and solve real-world problems. The case of Dar es Salaam City has demonstrated that where the issue-specific stakeholders understand the diagnosis, prognosis and prescription for any operational conflicts or problems, resource mobilization is made easy in addressing them. It has shown also that action planning that is based on strategic and participatory concepts is more readily implemented than proposals that are generated in the conventional

comprehensive and technocratic concepts. Issues cutting across the sectors and levels of society, which tend to be of citywide concerns, prompt such strategic and participatory planning to squarely address them. Otherwise, issues prompting comprehensive and technocratic planning relate to interpretation of legal prescriptions and/or design standards such as in urban design and project planning and management respectively.

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