

Advocating for effective urban resettlement

Effective guidelines for resettlement

A case study of Kurasini settlement, Dar-es-Salaam, Tanzania



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1.0 Introduction

Tanzania has been experiencing a rapid rate of urbanisation of up to 8% per annum. The rapid growth has mainly been the result of rural-urban migration and natural increase. To cope with the deficiency, individual households have been constructing houses in informal settlements where there have been no restrictions of entry. The informal settlements have proliferated in urban cities where 70% of Tanzania urban population resides. In Dar-es-Salaam city, the largest and primate urban city in Tanzania with about 4.0 million, people have approximate two thirds of its residents living in informal settlements (**Kyessi and Kyessi, 2007**). Provision of Housing and Shelter is one of the important aspects of human right and critical for poverty eradication. However, like other developing countries, Tanzania lacks a proper system to administer surveying of plots, standards and regulations, plot sizes and even land delivery, housing finance, secure tenure, and high cost of the building materials.

Lack of appropriate policies on housing development could have contributed to poor housing conditions. Moreover the process of acquiring a building plot and a building permit takes very long time and in most times it is discouraging. Similarly getting a title is costly and tiresome. Land title is necessary for mortgaging in order to get credit

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facilities for housing development. In addition to that, there are no formal housing credit facilities for housing in the country and main actors in housing development have not been playing their roles as expected (Seleki, 1998).

Based on the Kurasini project, this paper examines the shelter and housing situation analysis for the Kurasini settlement. It then highlights the activities and roles of the implementing Organisation – Centre for Community Initiatives (CCI); and describes in detail the shelter and housing problem resulted from resettlement. Finally, using the case study of the Kurasini project, the paper attempts to develop guidelines which could be used by authorities to effect effective and equitable resettlement of the urban poor.

2. Shelter Situation Analysis in Dar-es-Salaam

2.1 Basic General Data

Geography and Administration

Tanzania is among the East African countries, bordered by Kenya and Uganda in the north, Indian Ocean in the East, Zambia, Malawi and Mozambique to the South, Rwanda, Burundi and Democratic Republic of Congo to the West. The United Republic of Tanzania has a total area of 945,000 sq kms. Zanzibar and Pemba Islands have a total area of 2,000 sq kms (Census, 2002). The capital city is Dar-es-Salaam while the political headquarters is found in Dodoma region.

Demography and Health

Tanzania has a population of 34.6 million averaged of 4.9 individuals per household (Census, 2002). Data for population growth indicates that since 1988 the annual rate of increase is approximately 2.8%. The rate of urbanization in Tanzania is between 5 – 10 % and the rural – urban migration is prevalent, contributed by search for employment opportunities and social amenities in the cities. Moreover the average life expectancy for

the total population is 48.57 years of which 46.17 years are men 43.85 years are women (Census, 2002).

Economy

Tanzania depends much on agriculture which contributes more than half GDP supported by other activities. GDP per capita was estimated at US \$1000 per annum(2007). Figures from the 2000/2001 Household Budget indicate that 63% of Tanzania adults are engaged in agriculture as their primary activity. Poverty in Tanzania is still widespread both in rural and urban areas. Figures from the World Facts indicate that Tanzania is among the Poorest countries with about 36% of population living below poverty line. The table below shows the consumption and poverty (Household Budget Surveys, 2001).

2. 2 Shelter Situation Analysis in Kurasini settlement

2.1 Basic General Data

Geography and Administration

Kurasini settlement is one of the settlements located in Kurasini Ward in Temeke Municipality. The ward covers about 670 hectares and has 5 streets (settlements) which include Minazini, Kurasini, Shimo la Udongo, Kiungani and Mivinjeni. Kurasini ward has different land uses ranging from residential, port areas, port related facilities, institutional and open spaces. The residential development constitutes about 30% of the total land and falls into categories including planned and unplanned residential area. Detail of existing land use for Kurasini resettlement area is shown in Fig 1.

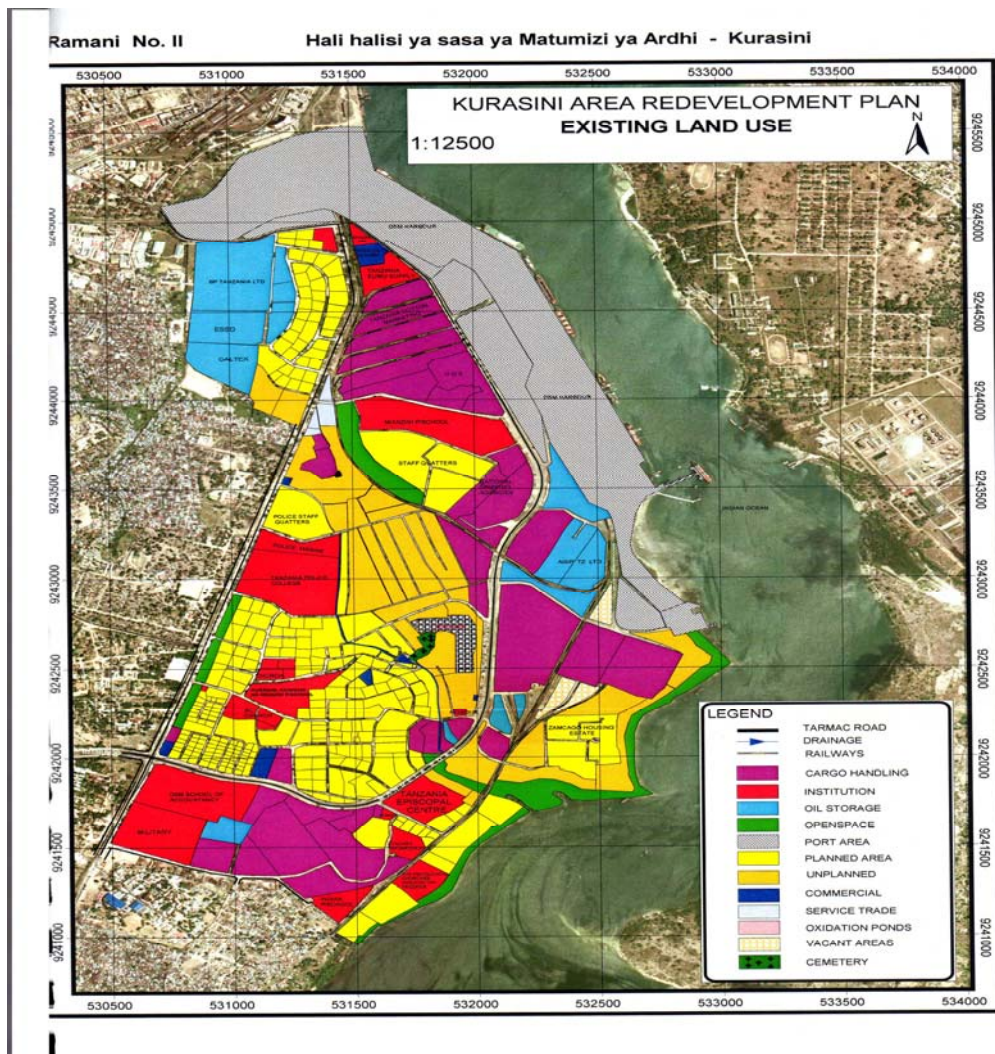


Fig 1. Kurasini area redevelopment plan

Demography and Health

Kurasini ward has a population of 36,000 averaged of 5 individual per household (MOLHSD, 2002). Like in any part of the urban areas in Tanzania, the rate of urbanization in Kurasini is between 5 – 10 % contributed by search for employment opportunities and social amenities in the cities. Moreover the life expectancy for the total population was 45.65. Figures from MOLHSD (2000) also indicate that household composition women headed households are 25%.

Economy

Residents of Kurasini ward are engaged in various economical activities. These include formal and informal activities. Only about 15% of the total population of Kurasini are employed to the formal sector, while majority are engaging themselves in informal sector. These include small petty businesses such as food selling to the harbour, selling second hand clothings, carpentry and crafts.

2.2 Shelter Related Fact and Figures for Kurasini

Access to Shelter

Access to shelter in Kurasini settlement was based on individual efforts. This mainly was affected by the cost of houses and availability of affordable materials. The only formal institutional responsible for housing provisions in cities is the National Housing Cooperation (NHC). However to numerous reasons, NHC has failed to deliver houses to meet the demands in many parts of the city including Kurasini. As a results individuals from all levels have filled that gap by constructing rental houses to the population. In general the shelter in Dar-es-Salaam is characterized by the growing informal settlement with no security of tenure and inadequacy of shelter delivery mechanism.

Housing stock

Proper housing in Tanzania is not yet developed. Compared to rural residents, the urban residents have more serious shortages of housing. These problems are a result of fast urbanization, which is mainly attributed to rural-urban migration and natural urban growth. The urban population increased tenfold from 1967 to 2002. In 1967 the urban population was 685,547 or 6.4 percent of the total population where it rose to 7.6m or 22.6percent in 2002. Therefore the housing need was about 1,844,482 units. In 2007 the absolute number of urban population was estimated at about 9.5 million or 2.3 million households. It is estimated that about 80,000 urban households are in need of housing annually. About 61,040 of them are expected to be tenants (MOLHSD, 2000).

Occupancy

According to the 2002 census and a study by UCLAS on occupancy rate, it was found that on average a room can accommodate about 2.5 persons. The situation is more serious in urban areas like Kurasini ward where within an average household's size is 4.2 persons. Over a quarter of urban households 25.5% live in one room and another 15.5% live in two rooms (**Kironde, 2006**).

Housing standard

The overall housing in Kurasini can simply be described as substandard. Although building rules and standards do exist but are outdated, costly and not being followed. Because of poverty and other reasons the majority of people in rural areas construct using substandard and local building materials including walls being built from mud bricks, mud and timber. In most cases roofing is being done through grasses, mud and iron sheets. In urban areas walling is done by cement blocks and roofing is with iron sheets. However most houses particularly in unplanned settlements are unfinished due to the lack of finance to properly finish the houses.

Tenure of Households

More than 80% of urban households living in Kurasini ward did not have security for tenure. However the growing need for slum upgrading has necessitated the government and authorities to consider offering property licencing for 3 years which recognizes security of tenure for these houses. The property licence being offered is recognized and could be used by households as collateral for bank loans.

Rental (formal and informal)

With limited housing stock in Tanzania, housing renting is one of the major solutions for majority of urban dwellers. Formal renting in Tanzania is limited due to the lack of mortgage financing facility, as a result informal renting is common in many unplanned settlements in urban centres. For example in Kurasini area only 30% of the population were structure owners while majority were tenants. Majority of these houses are

overcrowded and lack adequate provision of basic services such as roads, water and sanitation services.

Land (formal/informal)

As mentioned, majority of population build in informal settlement because of inadequate surveyed land which is also very costly with cumbersome building standards and regulations. Hence a low income earner of Kurasini settlement could afford resulting into squatting in unplanned settlement.

Housing construction

Tanzania still lacks a vibrant building industry. The construction is left on the hands of individuals. Only rich ones can construct houses through contractors. Housing construction lacks housing developers, financial mechanisms and coordinated house delivery. Construction is in a combination of traditional, conventional and modern technology in construction of housing according to affordability.

Building materials

Building materials in Tanzania are quite costly especially cement, timber, iron bars and reinforcement and iron sheets. As a result majority of the population couldn't afford resulting into unfinished houses. Housing conditions vary significantly among individual families and geographic areas. However there is slightly improvement on the use of permanent building materials.

Access to and cost of Basic Services/Infrastructure

Access and supply of services such as roads, water, sanitation and electricity to households is still a major challenge particularly in urban areas. With limited government funds, most plots (surveyed and unsurveyed) are not provided these services and hence Relied on individuals to provide for such services. In Kurasini ward water supply services has been provided through a borehole managed by community.

Actors in Shelter Delivery and their Roles

- **State / Central Government:** Provide an enabling environment; Prepare inclusive housing policy and legislations; Facilitate and capacitate the local government; Fundraising for housing finance; Create awareness.
- **Local Government:** Mobilize funds and build houses for rental purposes; Provide enabling environment for housing construction; Support community projects; Monitor and coordinate services in their areas; Increase vocation training centers; Support and carry out regularization schemes; Provide and maintain infrastructure services with developers
- **Financial Institutions:** Provide funds/loans for housing; Develop secondary mortgage market.

- **NGO's, CBO's, and FBO's:** Offer consultancy; Mobilize community for micro-finance schemes (SACCOS and housing cooperatives), Train and organize exchanging programs for sharing best practices, Prepare research and disseminate best findings, Organize net work coalition for advocating the agenda, Lobby the government and the parliament members to put the agenda as a priority, monitor and evaluate and create awareness on the housing agenda.
- **Research Institutions:** To inform best findings, provide skills in the new research innovation, offer consultancy and advice, conduct training, initiate an alternative appropriate building material.
- **Private Sector** Build the houses for renting and selling with the minimum interest rate, initiate strong PPPF and collaboration between enterprises, invest the money in housing.
- **Donors:-** Support the Habitat agenda by providing frameworks and funding as official assistance to the third world countries.
- **Politicians and others** Political will to influence change, review policies and the law and to be friendly with shelter

Land Use

In rural and urban areas, there is proper land use planning system which spells out plot uses such as areas for residential, public playground, health service, market, open spaces, commercial and the plot are in three categories including High (400 – 600 sq. meters); medium (601 – 1200 sq. meters) and low density(1201 – 1500 sq. meters).

Population Density

The population density varies and depends on the area and region. For example most rural areas are less dense populated compare to urban areas which are densely populated.

Shelter Quality

Due to poverty most houses have poor quality. Majority of houses do not meet criteria for quality – like durability, value, comfort, social context and even privacy.

Function

Many houses particularly in urban areas are multifunctional use, example with one room – can be used as both for sitting room, bedroom and cooking. In rural areas it is common for people to share their houses with animals such as cows, goats and chickens.

Safety

Most houses constructed in surveyed plots can be catergorized as safe. However majority of these houses are wall fenced and strongly reinforced with bars at windows and doors which even makes vulnerable to fire dangers. The safety of houses in unplanned settlements is daunting due to overcrowding and lack of services such as roads and water.

Comfort

Most houses in unplanned settlements can be catergorized as uncomfort. Due to high density population, these houses lack proper ventilation and social services such water and sanitation. However rural houses and houses within planned areas can be categorized to have minimum comfort.

Social Inclusion

Most houses in Tanzania are built without consideration of vulnerable and persons with disability. It is common to see that storey building and toilets are constructed without consideration of the vulnerable persons.

Gender Issues

Construction industry in Tanzania is mainly dominated by men, although few women are currently being involved in the construction process. However, women and the vulnerable group (the poor, the children, and the people with difficult circumstances) are adversely affected by problems associated with land acquisition, inheritance and inadequate housing delivery and planning, and calls for their involvement in the process of shelter delivery and hence sustainability of the sector and services.

3.0 Organisation

Centre for Community Initiatives (CCI):

Centre for Community Initiatives (CCI) is not-for-profit Organization which was established in 2004 by Tanzania professionals who had a vision of helping urban poor communities to develop their quality of life through sustainable solutions.

The key activities which the Organization is engaging include: supporting communities with skills to implement community based micro finance initiatives particularly the *savings and loans scheme*; helping local communities create the *urban poor fund* which could be used for various development activities within their settlements including shelter and housing development, water and sanitation and others; to enhance communities with skills to establish *local based institutions networks (Federation)* which could be used for planning and implementation of development activities within their settlement. Other activities are: to help communities gather socio-economic information through the design

and implementation of *enumerations and community mapping*; to build the capacity of communities through *training and exchange visits* in organizational development; community based management; and leadership (CCI, 2007). Centre for community has 5 professional staff including engineers, architects, sociologist, urban planners and accountants. The Organisation has managed to establish 50 savings schemes with over 5,000 members in three cities of Dar-es-salaam, Dodoma and Arusha.

4.0 Shelter Problem

Developing guidelines to address resettlement of the urban poor.

4.1 Introduction about Kurasini resettlement project

Redevelopment of Kurasini ward was conceived after it became apparent that there was a great increase in goods handled by the Dar-es-Salaam port. The Dar-es-Salaam port handles not only Tanzania's international trade but also that of neighbouring states of Republic of Uganda, Zambia, Malawi, Burundi, Rwanda, Congo and Zimbabwe. Lack of adequate space for storage of transit goods has recent caused pile ups within the harbour and its surroundings and has become a handicap to normal port operations.

Kurasini ward has different land uses ranging from residential, port areas, port related facilities, institutional and open spaces. The residential development constitutes about 30% of the total land and falls into categories including planned and unplanned residential areas. Planned residential areas include areas occupied by the Tanzania Harbours Authority, Tanzania Railways cooperation, Government quarters, Tanzania Electrical Company housing estates and scattered areas which are occupied by individual developers. Fig 2 shows demolition of houses located in unplanned settlements.



Fig 2. Demolition of houses in Kurasini Resettlement

The planned area covers 127.2 hectares or 19.3% of the total land. However pockets of unplanned areas are visible in various locations of Zamcargo, Mabwawani, Mivinjeni, Shimo la Udongo and Sadani and these covers about 65.8 hectares or 10% of the total land. Port operational area is predominant land use which accommodates cargo handling and storage facilities along the harbour and covers about 112 hectares or 17% of the total land. In addition, there is port related facilities including transportation, warehousing, oil storage and workshop related activities which accounts for 15.8 (MOL, 2006). The total number of families who will be affected is 6000.

4.2 Shelter and housing problem resulted from resettlement

The major challenges related to the shelter and housing problems at Kurasini include: the failure of the project to include tenants in the resettlement package. Despite the fact that majority of people (70%) living in Kurasini ward are tenants, no consideration was made to provide assistance to the them. As a result, some tenants have taken initiatives to find houses in other neighbouring informal

settlements. Consequently, some tenants have shifted to further remote areas from the city centre where house rent is small. However this has affected greatly their livelihood as most of them depended their income from informal activities near the port area. Another challenge is the failure of the Government and Authority to allocate survey plots for people affected by resettlement which means community particularly poor have no immediate land options rather than squatting in other settlements.

Furthermore, the resettlement process at Kurasini, lacked involvement of wider stakeholders including communities and civil society organisation. As noted, the key actors who are involved are the Ministry of Land, Tanzania Harbours Authority and Temeke Municipality. Failure to involve communities and civil societies has created a vacuum in the flow of information among the participants. There is need for all actors to be involved in the process.

The final challenge is the lack of comprehensive data collection for Kurasini settlements and the new resettlement areas. It was noticed that the available data derived by the Ministry of Lands does not entailed detail socio economic information for the whole population. Moreover the resettlement had not included detail household survey for the whole population (**Ndezi, 2009**).

Various literature have proposed different concepts and mechanism to address resettlement. Patel et al (2002) argues that with global economy of developing countries it is hard to avoid population displacement in any city where the government seek to improve provisions of infrastructure. However successful resettlement is underpinned by strong level of preparation of baseline survey of the household to be moved (**World bank, 2007; Patel et al 2002; ACHR, 2004**). Also wherever possible resettlement site should be identified to the proximity of affected people to establish sources of employment, entrepreneurship and schooling for their children (**IFC. 2002**). Indeed there is a need for developing guidelines for Tanzania which could guide resettlement policy and directions.

5.0 Proposal for Change and Improvement

Developing guidelines to address resettlement of the urban poor:

As developing cities expand Governments and authorities should obtain more land for development. This however requires Governments to acquire lands from individuals who have occupied such land for the long period of time. With this notions, Governments and authorities need to be aware of the resettlement processes and its consequences, therefore there is a need to develop effective and equitable guidelines for resettlement.

5.1 Government should forge partnerships with all key players including the Municipality, NGOs and communities.

The partnership arrangement for the Kurasini project has already started where different roles of the different players are outlined. Although this partnership is still evolving with no formal contract, the role and responsibilities are clearly outlined. The roles of Government/ Temeke Municipality in the partnership are: to provide technical staff to work with community in preparing projects; prepare topographical drawings for which could be approved by the Ministry of Lands; prepare arrangements for a block title to be offered to the community and commitment to support the project by providing infrastructure services such as opening roads and water supply services.

The roles of the NGO (CCI) in the partnerships include provision of technical assistance and training support. Other role include furnishing the Municipality with relevant data obtained from the communities. It also has a role of assisting poor communities to establish savings and loan schemes, especially with a view of promoting increasing levels of self-sufficiency, civic responsibility, as well as improving poor communities' access to credit.

The roles of the community Federation in the partnership are to provide information through enumerations processes; to participate effectively in all

activities of the project and to manage the whole community based construction process..

5.2 Conduct enumeration and social surveys for the whole settlement in order to obtain data necessary for effective planning.

Enumeration for Kurasini ward was conducted in order to collect information about: the number of structure owners and tenants; socio economic status of people. Findings indicate that 70% of the total population are tenants which have not been considered in the redevelopment process.

5.3 Governments to consider provision of alternative serviced land for the displaced people rather than only compensate the structure owners.

Due to the lack of affordable surveyed land, the community of Kurasini opted to purchase un surveyed land of 30 acres at Chamazi from private at cost of US \$ 24,000. The available surveyed plots are sold at US \$ 600 for a high density plot of 400 sq. meters.



Fig 3. Members of Federation in a tree planting ceremony at Chamazi site (CCI, 2009)

5.4 Mobilize communities into savings and credits culture which could help them obtain loans from banks for their housing construction.

Mobilisation of community to form a saving and loan scheme and a cooperative a housing cooperative was conducted. Currently there are 1000 active members around Kurasini ward who have saved US \$ 8,000 for a housing development scheme.

5.5 Governments and actors to develop appropriate shelter designs with a consideration of flexible plot sizes.

Topographical surveys was conducted by the Temeke Municipal Land and Surveyors officials. The drawings were taken to the Ministry of Lands and Housing for approval. The arrangements has been agreed for the Municipality to offer a block title which the community and the project will design plot sizes

according to affordability. Moreover the project have requested for a 200 square meters plot instead of the minimum plot of 400 square meters which has been accepted by the Municipality.



Fig 4. Topographic layout plan for Chamazi project (CCI, 2009)

5.6 Professionals should work with communities in developing effective and affordable house designs

The architectural drawings for Kurasini –Chamazi resettlement project were conducted with a support from the Board of Architect and Quantity Surveyor who also had time to interact with communities to refine the drawings. Two types of housing design were adopted which include a single and double storey houses. In both types consideration for incremental housing arrangements was proposed by community members.

6.0 Personal Action Plan

The following are key actions which personally I will be involved in the period of 2- 3 years (2009 – 2012)

Support implementation of the resettlement process

I will continue to support the implementation of Kurasini resettlement project with a view of ensuring that all key stakeholders including the community Federation, Municipality, NGOs, private sector and Government are involved in the process.

Documentation and dissemination of the process

Further to this I will continue with documentation of the process with regular updates and dissemination of the process to the wider stakeholders. This will aim at transfer knowledge and skills on the relocation and resettlements.

Lobbying and advocacy for policy changes on the resettlement and relocation

The final personal action plan which I intend to accomplish is undertaking lobbying and advocacy for policy changes regarding relocation and resettlement. The key approach which I intend to use is presentations of the process to the Ministry of lands, Housing and Human Settlements; respective Municipalities and professional consultative meetings on housing and shelter in Tanzania

7.0 Conclusion

This paper has mainly discussed the shelter problem affecting residents of Kurasini ward due to resettlement process. It has noted that authorities had no pre-settlement arrangements nor plans as a results majority of population particularly tenants have suffered greatly.

Furthermore the paper has attempted to provide a guideline through which authorities which need to undertake resettlement in future has to follow. Government should forge partnerships with all actors including the communities; constant updating of community data is critical; Government should provide alternative land for resettled people; Communities should be mobilised to form saving schemes; and finally authorities should support communities in designing affordable housing with flexible designs.

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