

Community Based Strategies in Upgrading Informal Housing Areas

Sustainable Mwanza Project Through Capacity Building for Environment Management

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Introduction

The sustainable cities programme in Tanzania launched in 1992 as the sustainable Dar es Salaam project (SDP) and Hanna Nassif unplanned settlement was taken as the pilot area in the upgrading programme approach. The sustainable Dar es Salaam project was taken as the leading demonstration project in Tanzania and for Mwanza to undertake the same, the sustainable Dar es Salaam project was presented as a case study.

The Sustainable Mwanza project (SMP) launched in July 1998 as part of the global Sustainable Cities Programme (SCP) which is a joint program of the Habitat (UNCHS) United Nations Development Programme (UNDP) and the Danish International Development Agency (DANIDA). The Sustainable Cities Programme provides the municipal authorities and their partners in the public and community sector with an improved environmental management capacity.

Hence the capacity building for environmental management under DANIDA supervision in Mwanza municipality was established as an enabling instrument to implement Sustainable Mwanza project (SMP).

In over 50 years the Mwanza population has been growing fast from 113,000 in 1948 to 250,000 in 1996. To date the population is estimated over 500,000. The rapid urbanisation in Mwanza is caused by high rates of natural population increase combined to the rural urban migration. The population growth rate is about 11% of which 3% is natural growth and 8% represents the continuous migration of families from the rural to urban area. The inadequate shelter delivery and provision of infrastructure services in Mwanza municipality has resulted to an acute problem of squatter housing such that more than 50% of Mwanza residents live in the unplanned settlements.

The major problem in the unplanned settlements includes lack of infrastructure services, community facilities like play grounds, parks, etc. public facilities such as dispensaries, schools and markets and lack of income livelihood opportunities for its inhabitants.

Upgrading these settlements for the purpose of servicing them has been looked at as the responsibility of the government and the Mwanza municipality with its limited

resources especially in providing in terms of financial support was not able to upgrade these unplanned settlements.

Like the municipal councils in other developing countries Mwanza municipal council cannot cope up with the demand of servicing and improving the living conditions of the unplanned settlements due to lack of resources and funds.

With all the constraints people in some unplanned settlements (i.e. Ibungilo, Igogo, Bugando) have seen that they cannot continue depending on the Municipalities financial support, but they needed to be assisted in organising themselves in order to improve their living conditions.

Purpose and Scope

Several reviews of previous studies shows that upgrading such settlements could have been effectively done through involvement of people using community organisation and non-governmental organisation. According to these studies people should be involved in servicing their areas and this is taken to be sustainable in nature.

Through previous experiences in the International Council for Local Environmental Initiatives (ICLEI) which was launched in 1995 at Mwanza municipality and established module community programme as a new strategy aimed at involving the community in planning, implementation, and managing projects intended to them, it was also learned that communities in many of the unplanned settlements are willing to contribute and take initiatives to improve their own living conditions.

Thus the objective of my study is to review and analyse the community based approach using the Sustainable Mwanza project with the objective of giving recommendations and supporting the government in developing viable and replicable community based squatters upgrading approach.

Methodology

In carrying out this study the author reviewed various literature, written documents, reports manuals including the lectures conducted at Lund.

Also being a member and secretary of the unplanned settlements working group in the capacity building for environmental management, the author managed to attend the community organised meetings, has official interviews and meetings with ward development committees, and also had conducted field visits to the unplanned settlements in the municipality so as to see the housing conditions, and at what standard people were able to achieve given the circumstances.

In addition the author being a member of the squatter group in the International Council for Local Environmental Initiatives (ICLEI) programme and a project management team member, also had wide chance of working with the community based organisations in discussions, questionnaires and data gathering.

Structure of the Report

The structure is organised in five main parts. Preceding the first part is the introduction followed by the purpose and scope, methodology and the structure of the report. The first part provides the background of the Mwanza unplanned settlements. Also in this part the previous efforts used by the government in upgrading squatter settlements are briefly discussed.

The second part is the description of the Mwanza Sustainable project through capacity building for environmental management. This part is describing what actually happened in the Mwanza Sustainable project, Objectives, strategies, actors involved and achievements attained so far are briefly discussed. The third part is the analysis of the approach used in upgrading the unplanned settlement pilot areas. However it must be mentioned that the project is in its initial stage of implementation therefore the analysis concentrates on the main procedures and processes followed by sustainable Mwanza project in upgrading the pilot areas whereby the residents were educated about the need to tackle their environmental problems.

Based on the community based upgrading approach followed in the Sustainable Mwanza project, and the experiences in community participation in urban infrastructure services delivery and unplanned settlements improvements elsewhere in developing countries, the fourth part explains a proposed community base approach for upgrading unplanned settlements.

Part five of the report gives out summary of the main observations, recommendations and conclusions.

Mwanza Unplanned Settlements

General Characteristics

Mwanza municipality with an area of 1324 km² is located on the southern shores of Lake Victoria.

Mwanza is the second largest town next to Dar es Salaam founded in 1892 as regional administrative and a commercial centre. The region is characterised of gently undulating granites and granodiorite physiography with isolated hill masses and rock iserbergs.

Existing Situation

The unplanned settlements are characterised by poor housing conditions though in some cases the construction is done using permanent and semi-permanent building materials. Buildings with permanent materials are constructed of cement blocks, plastered and roofed with corrugated iron sheets. The semi-permanent buildings are made of mud bricks, stones and or mud walls and are roofed with corrugated iron sheets, but the temporary buildings are made of mud bricks, stones and mud or mud and poles and are roofed with grass, pieces of tin or old corrugated iron sheets and in rare cases plastic sheets.

Based on this criteria it was found out that 40% of the houses in the squatter areas are permanent houses, 35% are semi-permanent and 25% are temporary houses (Town Planning Department Squatter Report 1994).

Plot sizes in the unplanned settlements vary widely from heavily congested settlement areas to widely spaced built-up areas. In the former case average plot size is 8 by 10 metres (example in old settlements of Igogo and Bugando), while in new sites like Ibungilo plot size average is 20 by 30 metres. But in such areas there was a habit of re-subdividing and selling to other families, thus reducing the areas, which lead to squatter crowding.

Squatter settlements in Mwanza occupy marginal lands mostly characterised of hilly terrain with enormous protruding rocks. Slopes differ from place to place within one locality and between one settlement and another. However the slope ranges from 25 degrees to 70 degrees.

People started building in the unplanned settlements in the early 1960s but the pressure was not severe as now. Land was acquired by simply invading an area clearing and building houses. Subdivision of this land started as response to the population pressure exerted by the growing number of new comers to the area. Following a gradual increase in population, local leaders took the responsibility of allocating land. Eventually land began to be sold by residents themselves in collaboration with the local leaders. In 1989 a piece of land 40 × 50 metres cost 20,000 TShs (100 USD) but today a small plot measuring 25 by 30 metres costs over 400,000Tshs (570 USD).

About 60% of the people interviewed complained that they are forced to buy plots in these areas because the government has failed to allocate them plots in surveyed areas. Houses in the squatter settlements are both tenant or owner occupied. Recent surveys indicated the owner occupied houses account for 70% while 30 % are tenant occupied.

Records from valuation section reveals there is an increase number of squatter houses built each year.

Table 1: Squatter Housing Growth

Year	No. of houses
up to 1986	2 726
1987-1990	10 578
1991-1993	14 628
1994-1996	2 500

Source: Valuation office Mwanza municipality

The vast majority of the people on the hill tops depend on down hill sources for their water requirements, where 82% of the people depend on tap water and 8% of them depend on shallow wells, and streams or collected direct from the lake.

Two types of sewerage collection and disposal are used in the squatter settlements and these include pit latrines accounting 83%, septic tanks system 3% and 14% do not have toilets at all (ICLEI's report 1995). The majority of the squatter settlements are inaccessible by vehicles due to the topographic factors, the indiscriminate building of houses and building congestion. Due to these areas not been accessible for public collection of solid waste generated in these areas, most of the waste is not properly managed and therefore it is just thrown away indiscriminately.

Factors Contributing to Squatter Housing

There are a number of factors that has attributed to informal housing in Mwanza municipality, among the major ones include:

Availability and access to land

There is not enough surveyed and serviced land to cope with the peoples demand for the same. The procedures for securing such land are difficult and cumbersome. In unplanned areas it is easier to acquire land and builds according to owner's wishes and economic abilities.

Planning and building regulations and standards

The existing building regulations are inflexible and unaffordable and hence do not encourage people to build but it acts as a hindrance or stumbling block for low income people to build decent houses. There are unnecessary delays in the issuance of building permit and thus forcing people acquire land in the unplanned areas and build illegally without securing such permits. The town planning standards do not recommend the hilly areas with more than 20 degrees for residential houses. According to the Mwanza master plan such areas are earmarked for tree planting. But these areas happen to be idle (no mans land) as the trees were not planted and thus give more opportunities for the people to invade and build houses.

Infrastructure and social services development

Human settlements requires essential services like water, roads, electricity, schools, health facilities, drainage, sewerage system, and proper waste disposal management. Unfortunately in most of the surveyed areas in Mwanza municipality these services are lacking. This again has accelerated and exerted more pressure for people to squat in areas where there is an opportunity to get services from nearby neighbourhood.

Rural urban migration

As it was earlier mentioned that Mwanza is an industrial commercial centre their has been continuous urban migration of people looking for employment and other services. Since rental t axes in Mwanza are very high in the surveyed areas about 5,000 -7,000 Tz shs (7-10 USD) per room per month most people rent rooms in the squatter areas where it is cheaper at about 2,000 -3,000 Tz Shs (3-4 USD) per room per month This has again

motivated the capable people to build houses in the unplanned areas for rental purposes.

Poverty

There is no housing mortgage facilities in the country . People build gradually using their own resources, and the majority of people in Mwanza municipality are civil servants and self employed in informal petty business and hence cannot afford building houses in the surveyed plots so they simply buy land in the unplanned areas at a cheaper price and build according to their financial capacities.

Previous Government Responses

After several attempts of the slum clearance in 1960s the government moved to a more humane and economical approaches in 1970s. In 1972 the government adopted a new policy towards the squatter settlements. The basic aim was to recognise their existence as part of the fabric and improve them by introducing basic infrastructure services like roads networks, street lighting, piped water, electricity, storm water drainage and providing community facilities such as schools, markets and dispensaries With a credit support from the World bank International Development Agency (IDA) the national site services and squatter upgrading programme was introduced in two phases 1972- 977 and 1978 -1981 in selected areas termed as pilot project areas. Objectives of the International development agency support of Tanzania's urban sector were :

- To demonstrate a replicable approach which could respond effectively to the shelter and employment of the urban poor.
- To strengthen the institutional and financial capability of the government to implement such an approach on a continuing basis.

The first phase was concentrated in Dar es Salaam and Mbeya and only one site for serviced plots namely Nyakato in Mwanza benefited. The second phase of the project was also concentrated in Dar es Salaam and other regions in Tanzania and Mwanza was not considered in the second phase as shown in table below.

Cities	First Project		Second Project	
	Serviced Plots	Houses in Upgrading Area	Serviced Plots	Houses in Upgrading Area
1. Dar-es-Salaam	6 182	7 600	14 150	9 138
2. Mwanza	1 900			1 088
3. Mbeya				
4. Iringa	850	1 200	1 770	
5. Morogoro			810	2 069
6. Tabora			925	2 784
7. Tanga			1 330	732
Total	8 932	8 800	18 985	15 811

Table 2 : Tanzania National Sites and Services Project
IDA-Financed sites and services and squatter Upgrading projects.
Source : Tanzania- Second phase national site and services Project annex 1 table 3 The World Bank, Washington DC. USA.
From the table it can be observed that since 1972 none of squatter settlements have been upgraded in the Mwanza region.

Achievements and Limitations of the Programme

The main objectives underlying World Bank assistance was to make the approach replicable. However this has not happened, in-fact after the withdrawal of the World Bank assistance in 1980s the government has not been able to undertake any squatter upgrading project.

Although the first and the second phases were realised, still there were some ambiguities detected at the end and among others include:

Beneficiaries of the project were mere recipients and not partners in the project formulation, design and implementation. That means in the project areas people were not involved in planning and implementation process of the project. This made the residents feeling that the project is not theirs thus after the contractors had left, maintenance of the services provided could not be carried out. Limited social objectives did not aim at a combination of social parameters like job generation and provision of housing. The interrelation of income and housing was excluded from the project component. Those residents with regular wage record were the beneficiaries to the project excluding employed and self employed of the very large informal sector. Tanzania Housing Bank (THB) of soft loan landing programme partly financed by World Bank International Development Agency favoured the few regular wage earners with the second security of tenure. The squatters were automatically excluded. They could not obtain loans to improve or replace their houses.

The project intention was to be self-liquidating but this was a failure from the start. It was difficult for the Mwanza municipality to continue embarking on such projects due to lack of financial resources. However there are some positive features which were observed after the programme implementation such as presence of the facilities and infrastructure services which were provided i.e. road network, piped water, drainage system and health facilities.

Sustainable Mwanza Project

Why Sustainable Mwanza Project?

Mwanza being the second largest city in Tanzania and as one of the fastest growing cities it has experienced rapid urban growth. This has reached an extent that both central and local government has been unable to provide adequate infrastructure services, public facilities and social amenities in the urban settlements

If this rapid urban growth is not managed, it will become a major threat to health, environment and urban productivity. Lack of infrastructure of investments in the low income housing areas for over twenty years has resulted in a deteriorated environmental conditions which adversely affected the Mwanza residents especially the disadvantaged group.

The capacity building for the environmental management therefore aimed at working with the community, public sector, non governmental organisations and other popular sector interested groups on a sustainable basis by:

Strengthening the local capacity of the partners to jointly plan co-ordinate and manage environmental and development interactions so that they: Prepare long term dynamic and integrated development plan and investment strategy.

Approaches used to manage the project

Firstly the Mwanza environmental profile (1998) was prepared. This profile highlighted Mwanza's existing environmental problems and resources. Then the municipality most pressing environmental issues were prioritised by public, private, various institutions, organisations and popular sector representatives during the stakeholders municipal consultation on capacity building for environmental management held on 29th -31st of July 1998.

Among the issues mentioned and prioritised are:

Improving solid waste management
Managing surface waters and liquid waste
Upgrading of the unplanned settlements
Air quality management and transport and transportation
Managing the informal sector (Petty trading)
Managing agriculture and cattle raising. However it was difficult to tackle all issues at the same time and therefor only four issues were prioritised from the list and these were:

1. Solid waste management
2. Liquid waste management
3. Improving living conditions in the unplanned settlements
4. Transport and transportation

Later four working groups were formed to work on the four issues respectively

However since this paper focuses on upgrading the unplanned settlements as point of interest the study will concentrate on what was done by the Sustainable Mwanza Project in improving the living conditions in the unplanned settlement pilot areas.

Objectives and Strategies

In order to improve living conditions in the informal housing areas the Mwanza sustainable project put forward three main objectives and a number of strategies as enumerated below

Upgrading the unplanned squatter settlements. Strategies of action:

- Educating and encouraging communities groups both men and women to form associations, define their priority needs, mobilise local human and financial resources, decide affordable levels and standards of services provision, seek technical advice, participate indecision making, planning and construction of the infrastructure, and assume management responsibilities for operating and maintenance.
- Encourage the municipality (and central government) departments to provide the institutional environment to respond to such to such community participation, including the formation of "response "groups (technical support team) of community development officers, planner's surveyors, civil and sanitary engineers, architect's etc.

Surveying and servicing areas of municipal expansion. Strategies of action:

Establishing a co-ordinating working group of all land servicing institutions to guide future city growth. Prepare detailed subdivision designs for agreed municipal expansion areas, which should include affordable service levels and full cost recovery mechanisms. Establishing a

site development fund to finance the development expansion area on sustainable basis. Consolidating the development of planned and serviced land through the establishment of land information system (LIS) followed by the necessary enforcement of residential development conditions.

Replacing adequate and functional infrastructure services in the urban renewal areas. Strategy of action:

- Facilitate redevelopment process in central areas.
- Redefining potential for densification and or redevelopment.
- Encourage public and private partnership.

Actors involved and their roles

The actors involved in the sustainable Mwanza project includes:

- The public sector:- The local authority Mwanza municipal council and the central government
- Donors
- The unplanned settlement working group
- Ward development committee
- The community
- The community based organisations

The role of each actor is as briefly summarised below:

Local Authority Mwanza Municipal Council

Mwanza municipal council accepted the project and agreed to be the co-ordinator of the project. As the coordinator the municipality worked in partnership with the DANIDA consultants by providing experts who facilitated the technical and advisory part in preparation of the Mwanza environmental profile. They also organised the city consultation workshop whereby the municipality played a major role of linking stakeholders from public, private sector, government institutions, nongovernmental organisations, religious institutions etc. with the central government and the donors. The municipality also managed to disseminate information regarding the Sustainable Mwanza Project to all the stakeholders through the city consultation workshop. As the government impeding agency, the municipal authority played a supportive role by responding to the

need of the community by providing the technical staff support to the working groups. It will also be responsible for issuing contracts to the community and enacting bylaws and the standards to guide control development of the unplanned settlements pilot areas. These will include building roads and drainage standards, the construction standards for the water reserve tank and the collection and generation of the revenues. It will also support contractor training to the community. The municipality had a major role of making strong linkages between the stakeholders, donors and the consultants during the implementation process hence to achieve this it provided spacious offices for Danida consultants and the working group meetings.

Central Government

The government has a general role of creating an enabling environment for the other stakeholders to work. It has the responsibility of making sure that there is political will and stability, straightforward policies and close relationship among the actors. Therefore the Tanzania Government accepted the Sustainable Cities Programme under the Ministry of Regional Administrations and Local Government, and to date nine municipalities are involved in the programme. In the sustainable Mwanza project ,for the government to create good links between the local Mwanza authority, private sector, community and donors the Minister for Local Government and the Mwanza Regional Commissioner were invited to the city consultation workshop to create these links. The central government also supported the project with technical staff to participate in the working groups.

Donors United Nations Development Programme (UNDP)

They are donors and initiation supporters to the sustainable cities programme in Tanzania. Through funding the Urban authorities unit for the Ministry of the Regional administrations and local government, and financial technical back supporting and equipment support of the nine municipalities involved. *UNCHS (HABITAT)*: They are involved as donors in technical support for the sustainable city project and the urban authorities support unit.

Danish International Development Agency (DANIDA) These are involved as donors (bilateral) to the Sustainable Mwanza Project through their capacity building for environmental management project supports which basically includes: - technical assistance in form of capacity building of the stakeholders involved, technical back supporting and professional equipment support to Mwanza municipal council. They provided also a straight financial support of DKK 3.5 Million from the Environmental Development Fund (EDF) to the Mwanza Municipal Council.

The Unplanned Settlement Working Group

The Unplanned Settlements Working Group composed of 15 people and seven among them are women. The

members come from various sectors involving non governmental organisations, community based organisations, public, central government, local government, professionals and non professionals. The working group had to attend various meetings, seminars, lectures and miniworkshops on gender, participation and how to work with the community in identifying and prioritising issues in their respective areas. The group was also highlighted on its major roles and responsibilities before it could start working. The working group started by preparing the working plan and the following activities were put in the work plan: Identification of the working areas Site visit to identified areas Analysis of the visited areas and selection of pilot areas

- Organise meetings with the ward development committee in the pilot areas
 - Organise meetings to the community in pilot areas
 - Educate the community in the pilot areas to identify and prioritise the most pressing issues
 - Prepare a strategic action plan
- Implementation
- Monitoring
- Evaluation
- The unplanned settlement working group after visiting the
 - fourteen unplanned settlements namely: Mkuyuni, Igogo, Butimba, Mabatini Mbugani, Nyashana, Isamilo, Nyamanoro, Ibungilo, Kabuhoro, Kitangiri, Pasiansi, Kilimahewa and Bugarika only three of these settlements were prioritised as pilot areas of the project and these were: Igogo, Ibungilo and Bugando.
 - Reasons towards this decision are many but the main ones are:
 - The magnitude of the environmental degradation
 - Acuteness of problems related to services, infrastructure and facilities.
 - Some level of awareness in addressing such problems.

Special visits to these pilot areas were then organised by the unplanned settlement working group with the intention of performing the following activities: Talk to ward development committee leaders, educated them on the objectives and strategies of the project and that the group needed their assistance in mobilising community so that the group can have meetings with their people in their respective areas. Consult the general public at the street level on problems solutions on their respective areas. Conduct socio-economic survey on population, housing environment, etc.

Hence problems of each pilot area were highlighted in the meeting with the ward committee leaders community at large (both men and women). It was later agreed that an action team should be formed within the community development committee at the respective community level to collect community problems and later find possible and affordable solutions to these problems. Each community was expected to meet and prepare their own statement of

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problems and solutions. The community action teams were also required to prepare a priority list of their problems and finally present it to the unplanned settlements working group.

Having received the prioritised project proposals from the community in the pilot areas, the working group and the community action team had a physical survey on the prioritised roads. Later a technical committee of four people (a valuer, an architect, an engineer and a town planner) within the Working group was appointed to identify the costs of the houses to be compensated, lengths and costs of the roads to be constructed. Finally meetings were organised by the Unplanned Settlements Working Group and the Community Development Committee to prepare the strategic action plan which was then submitted to the steering committee and the Municipal management team for approval. However the implementation stage is expected to start by early May this year 1999

Ward Development Committee

The Ward Development Committee members in their pilot areas played a major role of mobilising the community to attend the meetings organised by the working group. They also encouraged the people to form and strengthen their community organisations so that they could benefit from the project because most of the residents feared to accept the project because they thought that their houses would be demolished. The ward committee had a major role of ensuring strong linkages between the community the community development committee and the residents.

Community

The community accepted the project and agreed to work in partnership with the municipal council and the unplanned settlement working group in improving living conditions in their areas. They formed and strengthened the community based organisations where men, women and youth were involved and the community development committee was formed as an instrument to link the community with the municipal council, donors and the unplanned settlements working group. Through the action team nominated by the community development committee the community was organised and managed to identify and prioritise the most pressing issues to be tackled first.

Ibungilo community based organisation

The Ibungilo community based organisations identified major problems in their settlement and these were lack of: water accessibility, land security, proper sanitation and essential facilities. Lack of water was prioritised as the most pressing issue. They therefore came up with an affordable solution that tap water should be provided to the settlement by first building a water reserve tank, and then connect a 2.5" PVC pipe from the tank to the nearest water source about half a kilometre.

They agreed that each individual in the community has to contribute 2,000 Tz sh (3 USD) and that they will participate in preparing the construction materials i.e. stones and aggregates which are locally crushed in their

settlements, and that they will participate in digging the trenches and laying the pipes.

Meanwhile they have collected 600,000 Tz sh. (about 9,000 USD) from individual contributions and they have already crushed 28 tons of aggregates and 35 tons of stones. The project is estimated to cost 12,000,000 Tz sh. (17,000 USD) of which the community will contribute 4,000,000 Tz sh.

Bugando community based organisation

Issues prioritised in their settlement were lack of: accessibility, proper sanitation, nursery school, water and land ownership. Lack of accessibility was the most pressing issue prioritised. They also came up with affordable solutions roads should be provided to the settlement. They had a physical survey in their settlement and managed to come with a sketch map proposal for the prioritised roads.

They decided that each individual should contribute 1,000 Tz shs (1.5 Us dollars) and (1.5 Us dollars) will participate in preparing the construction materials for the roads and storm water drains and in construction. Meanwhile they have started reducing the huge stones into small sizes and crushing of aggregates on voluntary basis.

Igogo community based organisation

The problems they identified were lack of: accessibility, water, proper sanitation, land security, proper solid waste management, nursery school sites and poor condition of the Igogo market. Lack of accessibility was prioritised and pointed out as the most pressing issue, they came up with an affordable solution that access roads should be provided to the settlement. They had a physical survey in their area and came up with a sketch map of the prioritised roads to be constructed.

They decided that each individual should contribute 1,000 Tz shs and that they will participate in construction and in the preparation of the construction materials. Meanwhile they have started by removing the huge stones in the prioritised roads, reducing them into smaller sizes and also crushing the aggregates on voluntary basis.

Private Sector

The private sector including the non governmental organisations worked in partnership with the Municipal Council by participating as members in the working groups thus sharing ideas and expertise in decision making, planning and implementation

Design Recommendations

Roads

The technical team diverted from a standard of 6.0 metres minimum feeder roads to a minimum of 4.0 metres wide to achieve affordable roads for the community in the squatter areas, by minimising the construction costs and avoiding unaffordable high costs of compensations. Walkways of 1.5 metres- 2.0 metres were recommended in the more congested areas and where the gradient was 50-70 degrees. The technical and working drawings for

the roads, water reserve tank and the walkways should be prepared before the implementation

Materials

Local available materials with minimal transport costs i.e. stones, aggregates, earth and sand should be used for construction. The roads are to be constructed of stones and well-compacted earth, the walkways and the storm water drains are to be constructed of stones, aggregates and sand cement mortar. In-situ culverts and drifts will be provided to small rivers and streams crossing the roads. The municipal council should provide transport for the few industrial materials to purchased i.e. cement reinforcement bars, etc.

Resettlement residential area

The project will start with 3,000 plots. Due to the high costs of servicing these plots and the actual effective demand, the technical team decided to deviate from the normal plot sizes as follows:

- High density plots from the average of 450 sq.m. (15 m. by 30 m.) to 288 sq.m (12 m. by 24 m.) Medium density plots from the average of 800 sq.m. (20 in. by 40 in.) to 450 sq.m (15 m. by 30 m.) Low density from average of 1,500 -sq. m. (30 m. by 50 m) to 800 sq. m. (20 m. by 40 m.) In all cases the size of the front side of the plot was reduced for the purpose of reducing costs of providing various services per plot as well as enabling many people to afford these cost.

Achievements

Although the Sustainable Mwanza Project is still in its initial stages, there are a number of achievements, which could be observed in the community, Mwanza municipal council and on capacity building.

Community

1. Community educated, encouraged and agreed to form societies to work together in improving their living conditions.
2. Community based organisations formed in the pilot areas of Igogo, Bugando and Ibungilo and women the disadvantaged were involved. Community development committees were also formed.
3. Community identified their problems and prioritised the most pressing issues. The community also participated in decision-making, planning and formulation of the upgrading project.

Mwanza Municipal Council

1. The Mwanza Municipal Council worked in partnership with the private sector, non-governmental organisation, central government, institutions and community in sharing ideas and expertise and hence prepared a strategic action plan.
2. The Mwanza Municipal Council worked in

partnership with the donors to prepare the Mwanza environmental profile.

Capacity Building

1. New and modern survey, planners and architects equipment already purchased.
2. Twelve technical staff from the municipality trained on computer and three computers purchased.
3. Four municipal technical staff sponsored to Denmark for short courses on water and solid waste management.

Analysis of the Approach Followed in Squatter Upgrading Pilot Areas

Community Based Squatter Upgrading

The type of approach followed in Sustainable Mwanza Project in upgrading the informal housing pilot areas is based on a community level and therefore it is known as community based squatter approach. This kind of an approach refers to a partnership whereby the government as an enabler assists and works with the community both men and women to play an active role of improving its own residential settlements through the provision of basic infrastructure services and facilities. In this kind of partnership, the roles and responsibilities of all actors involved in an upgrading project have to be well distributed with the objective to use comparative advantages of each of them in a mutual supporting way. This is to make sure that maximum use is made of strength and the potential for inefficiency cause by weakness minimised, towards achieving a common goal of solving environmental problems in the low income unplanned settlements.

It is important for the government, responsible local authorities, non-government organisations, private sector and donor agencies to understand and appreciate that community can do a lot. But they need to be mobilised, trained and organised so as to be able to their community based development groups, which will result, to community based organisations for easy working and communication with other partners.

Community Based Organisation

There are several definitions given by different scholars on community based organisations;

Community based organisations are voluntary and cooperative non governmental organisations that operate on criteria of association, sharing costs and benefits within a self defined social or collective interest group (Ramachndran). Community based organisations are defined as partnership by the people in institutions and systems which govern their lives in a basic human right and also essential for realignment of political power in favour of disadvantaged groups and for social and economic development. (Kiunsi R. and Lupala)

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- Community based organisations are defined as any type of organisation formal or informal which is based on a group of people living on working together and who associate to pursue common interests, they are characterised by being local in focus and being directly accountable to their constituents (Forbes Davidson).

From the above definitions, each community has its own history, characteristics and problems. The type and objectives of organisations formed also may perform a coordinating function of a spectrum of actions taken in the community. They may be formed specifically to help, provide or improve services or they may be adapted for this function. However, CBOs may have a wide range of activities including sports, health, religion and employment.

My concern is with the community based organisations established by the people of Ibugilo, Igogo and Bugando unplanned settlements which are involved in the improvement of their living conditions through the provision of infrastructure services starting with the provision of water, roads and storm water drains respectively as their most priority.

Analysis of the Procedures Followed

As it has been stated earlier that this project is at the initial stages, this analysis concentrates mainly on the review of the main procedures/ processes followed in the Sustainable Mwanza Project, in upgrading the unplanned settlement pilot areas as if we want to use this approach elsewhere. The idea is to analyse the strengths of these pilot areas and the weaknesses, which need to be overcome so as to ensure the replicability of the approach in other unplanned settlements.

Community educated and encouraged to form CBOs The community in the pilot areas was educated and encouraged to form CBOs, and women as the disadvantaged group were sensitised and encouraged to be members of the CBOs. The community based organisations organised themselves and the community development committees were formed in the pilot areas. Although residents in most of our residential living societies always participate under self help basis in the constructions and improvements of the public services and facilities such as schools etc especially due to the governments emphasis on self reliance policy, but they have no much knowledge, experience and confidence on how to develop CBOs and how to operate them to make them function well.

This also happened to the Sustainable Mwanza Project in the unplanned settlement pilot areas. In these areas people were educated organised and encouraged to form CBOs which resulted to the formation of the development committees, but there is still no clear outputs from the community. There is lack of strong linkages between the community development committee and the residents thus they still need to be provided with guidelines on how to go through the process for the sustainability of the project.

Community identified the need to tackle their environmental problems

It has been mentioned that people in most of the informal low income housing settlements are willing to contribute and participate in improving their living conditions. This initiative of the people of Igogo, Ibugilo and Bugando to agree to organise to form CBOs and hence find the need to tackle their environmental problems, is among the major strength of the community based squatter upgrading approach that will contribute to the project success. This is because of the commitment formed by the community as people feel a sense of ownership and thus accept the project is theirs and therefore being able to contribute. It is a strong point which the government through the responsible local authorities can capitalise on and play its role to facilitate necessary required assistance, and support the low income communities so as to play their important active role of financing, managing and contracting their own upgrading projects.

The situation, which happened in the Sustainable Mwanza Project, unplanned settlement pilot areas, may not be the same in other unplanned settlements. Therefore the government as the main enabler, through the local authorities should play its important role of encouraging, mobilising and assisting the low income communities to contribute and participate in their own upgrading projects and programs.

Identification of the community problems and setting of their priorities

Having been educated and encouraged the community in the unplanned pilot areas identified in detail and in a professional way all the problems of concern to their settlement area. They determined the nature of the problems, the magnitude and where relevant the cause(s) of each of the problem and prioritise them. In this way, the community managed to select the most pressing issues to be dealt with first instead of solving all the projects highlighted at the same time like the Hannasif pilot area in Dar es Salaam (the demonstration project). In Hannasif there was a big package of upgrading activities established and proposed to be implemented all at once which later lead to financial constraint in the project. It is reasonable and viable when you have a specific package of upgrading activities which is focusing on solving steps by step the problems identified within the community considered being the most priority problem.

Project proposal and preparation of strategic action plan

As a result of combined efforts of the residents of Ibugilo, Igogo and Bugando unplanned settlements, Mwanza municipal council, United Nations Development Programme, UNCH (Habitat), Danida and the unplanned settlement working group the upgrading project was formulated and the strategic action plan was prepared. Although the project has started and has success in the pre-implementation stage one of the most identified weakness is that of strong dependency to the external donor agencies something which may not be available and

guaranteed to the other settlements and therefore might affect the replicability of the approach

Summary of the analysis

Summary of the analysis is as it has been shown in figure one on the bottom of this page.

Proposed Approach for Community Based Upgrading

The need for the new approach in upgrading unplanned settlements

Due to the public sector low capacity to provide serviced plots for urban population in planned areas, large portion of the urban population in the country have been forced to build, buy and rent accommodation in informal settlements. Houses in these unauthorised settlements are of poor quality. Although the low quality of the houses is perhaps the most striking feature of the unplanned settlements, but also the lack of basic infrastructure services such as water, sanitation, roads etc. determines the quality of life in the settlements.

Due to rapid increasing urban population, the government is facing a growing demand for a wide range of urban infrastructure services. This problem has led the government to re-assess its role

in the neighbourhood improvement. In view of the public resources there is an urgent call and need for partnership so as to utilise capacity resources in a manner that not only the happy few who are going to be reached but that improvement of situation at a large is reached.

The partnership with its greater emphasis on the involvement of community groups like non-governmental organisations, community based organisations etc. in delivery of urban infrastructure both in planned and unplanned areas. It also emphasizes that residents in the low income unplanned settlements should be assisted and encouraged to mobilise their resources. Residents should be encouraged to rely on increasing their own initiatives and improve their situation under a community based upgrading approach, with the participation of the government, non-governmental organisations, private sector and if necessary and possible foreign donor agencies.

A government, which wants to take its policy of partnership in the improvement of the unplanned settlements, seriously has to redefine its role and responsibilities and reorient its activities and procedures. It has to ensure that, the implementation of the Enabling Approach is well understood within the societies especially, to the low-income communities (grassroots level) where people have the attitude to look to the government as the main provider of the public infrastructure services and facilities.

Process	Strengths	Weaknesses
Community Educated and Organised to form community Based organisation	Community agreed to be educated, organised and established CBO -Community agreed to take initiatives to improve their living conditions	Lack of knowledge and experience to develop and establish CBO's so as to make them function well and according to their objectives
Community agreed to tackle their environmental problems	Community initiatives to tackle their own problems. Community to participate and contribute to improve their living conditions	The situation may not be the same in other communities since people in other unplanned settlements look at the government as the main provider of the services communities
Community identified and prioritised the key problems	Useful advises supports and encouragement's given to community. Prioritised upgrading activities established.	Lack of skilled people to assist and educate the CBO's instead of waiting for the unplanned settlement working group meetings to ask and get answers
Formulation of project.	Involvement of community in decision making, planning and formulation of project.	Project is too much reliance on supports and assistance's outside the community
Projects approval in steering committee and municipal management team	The approval stands as a strong commitment of the people and municipal authority	Unnecessary approval delays might affect the implementing process
Capacity building and the pre implementation stage	Twelve participants of the municipal technical team trained on computer course. Modern surveyor equipment's purchased and surveyors trained. Three computers, planners and architect equipment's purchased. Two engineers and two health officers sponsored to Denmark for short courses on water and solid waste management.	A big share of the preimplementation stage and capacity building depends on the donors although the municipal council contributed in providing office, furniture and the local transport costs for the technical staff trained outside the country.

Figure 1 Summary of the analysis.

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The government should move towards the modest approach of thinking beyond the project level, in the sense of being able to:

Recognise and appreciate and support the available potentials within the community, as the public sector has got limited potentials to support the communities initiatives and efforts involved in solving their own problems. Formulate the upgrading project proposal, which will focus on solving the identified and prioritised community problems. Secure that it does not reach the rich few but the whole community. The government has to change its planning and building rules, regulations and standards to accommodate the other providers of services e.g. the low income communities. In fact the government unrealistic rules and standards should be made quite flexible and affordable.

Public officials and employees have to be trained in adaptive management to interact and be able to work with the communities. They should change their attitude of been directly involved in the provision of infrastructure services and in the upgrading programmes of the unplanned settlements. The objective of any government development effort should not merely be to bring about improvement to in the physical environment of the urban poor. Main objective should be to change the position of the urban poor to a society, to increase their confidence in their ability to improve and maintain their own conditions and thereby increase their self-reliance. Community

trying to become self-reliant often has to compete with administrators and politicians who prefer the communities to depend on their favours for their development. Consequently, public administrators and politicians should change their attitude about the role of the governments in service provision especially the unplanned settlements. There must be general acceptance by then that large section of the urban population will not have access to basic infrastructure services unless the efforts of the local government are complemented by community based initiatives aimed in improving their living conditions at their residential unplanned settlements, through the provision of infrastructure services.

There is lack of confidence among the population of the informal settlements in their own ability to constrict, operate, manage and maintain public services and facilities and a reluctance to be involved in work which it considers the task of the government authorities. With the new approach community will be educated sensitised and encouraged to improve their living conditions.

Procedures for Community Based Approach in Upgrading

The proposed procedures for upgrading unplanned settlements are as summarised below showing the processes step by step, actors involved and their roles.

Process	Actors involved and their roles
1. Government support to mobilise community	Government local authority with an assistance of existing NGO's, Ten-cell leaders, ward secretary, and councillors should be involved in mobilising, encouraging, assisting and supporting low income communities to play their roles of participating and contributing in improving their living conditions.
2. Government assistance to be provided in establishing and strengthening community based organisations.	Government local authority with assistance's of existing NGO's, Ten-cell leaders, other responsible government officials and politicians should be involved to mobilise, educate and assist communities to organise themselves in Community based organisation.
3. Community identifies their problems and priorities.	Community with the assistance of established community development committee and technical support team, other representatives from NGO's, private sector and specific government agencies, departments and organisations are required to work with the communities in assisting them to identify their problems and prioritise them in relation to their nature magnitude and cause.
4. Formulation of the upgrading project proposal preparations of the strategic action plan.	Community development committee, technical support team, NGO'S and private sector representatives and consultants from the responsible government agencies, departments and authorities are required to work with the community in formulating the project proposal and the strategic action plan which should focus on solving the identified and prioritised issues.
5. Identification of source of required, technical assistance and financial supports.	Community with the assistance of the local government authority, the established development committee and the technical support team have to play a big important role of assisting community to determine all the potential resources available in the community sector and additional supports from either Government sector, International NGO's, private individual sponsors, and companies etc. Community contributes their labour and cash to improve their living conditions. Local authority and
6. Project implementation	technical support team train community to become contractors of their own project
7. Project operation, management	Community with assistance of government local authority and technical team trained to operate,

Figure 2 Processes, actors and their roles.

Observations Recommendations and Conclusions

Driving and Restraining Forces

The success of the sustainable Mwanza project in upgrading the unplanned settlement pilot areas will demonstrate how other unplanned settlements in Mwanza municipality and Tanzania can be upgraded under community based squatter upgrading. The critical open review conducted on the procedures /processes followed in the approach is intended to formulate some guide for the adoption and implementation of such an approach in Tanzania.

In order to move from proposal to policies i.e. in order to make the proposal work it has been observed that, there are several opportunities/chances (Driving forces) which can support and make approach to succeed but also there are some difficulties (Restraining forces) which need to be addressed as shown in the force field analysis;

Figure 3: Force field analysis

<i>Drivin Forces</i>	<i>Restraining Forces</i>
<p>1. Community initiatives and efforts to tackle their own problem.</p> <p>Community willingness to participate and contribute in their upgrading projects.</p> <p>Community commitment and responsibilities of their own projects.</p> <p>2. Government emphasis on implementation of enabling approach.</p> <p>A need for the partnership</p> <p>3 Lessons learned from sustainable Mwanza project unplanned settlement pilot areas.</p> <p>Achievements.</p>	<p>1. The implication of the Enabling approach is little understood.</p> <p>2. Communities looks at the government as the main provider</p> <p>Lack of sustainable Sources of funds</p> <p>3. Tendency of not thinking beyond the project level.</p> <p>4. Partnership requires local authorities to be the main actors from the government side.</p> <p>Decentralisation</p>

Hence to make this kind of approach work, a redefinition of the role of the public authorities at both central and local level is required. Their current approach is regulatory and restrictive. Their new role requires a facilitating; supporting and assisting oriented approach in which people in the low-income communities will be regarded as partners who can play an active role. This will therefore require a change in the government institution framework, whereby government officials and employees will require training, building up their capacities in order to learn how to work with the communities.

To improve institution capacity it will be necessary to put in-place major human resources development effort which will target politicians, professionals, technicians and administrators in both public and community sectors and at every level.

Government emphasis on the implementation of enabling approach

For the government to achieve its enabling role the government policies, legal instrument and standards, which currently inhibit the activities of the community sector, must be eliminated. These include Planning and building regulations and restrictions on the informal unplanned areas. They must be replaced with supports, assistance and incentives to encourage communities in urban low-income unplanned settlements to become more productive and play a greater role in settlement upgrading.

The local authority are the most important institution in the implementation of support to community and individual efforts to improve the living conditions and create income-generating opportunities. They are therefore responsible for:

- Administering the regulatory framework within which development takes place as well as for provision of infrastructure.
 - Forming a supportive relationship with the local communities, which is essential if community based squatter upgrading approach is to be guided in the right direction. A lack of resources mainly finances and trained and experienced personnel are currently inhibiting the local authority from fulfilling their essential role of agents for community mobilisation.
- Due to governmental financial subsidy and poor revenue collection the local authority cannot continue to be the provider of subsidised services. Therefore the local authority has to guide and manage upgrading projects in collaboration with community based organisations, non governmental organisation, and has to create a climate of technical assistance and skills which are based on promoting community to participate and finance their own projects.

The capacity building of public sector at both national and local levels is severely limited. This cannot only constrain the delivery of the public services but restricts the ability of the community sector; non-governmental organisations and community based organisations to operate effectively.

The new partnership approach (community based approach), to improve living conditions of the low income unplanned settlements is therefore required, which broadens the actors involved. The community initiatives

Driving Forces

Community willingness and ability to contribute and participate

In order to assist and support the communities initiatives and efforts within the context of the community based squatter upgrading approach, local authorities should play the major role of encouraging, mobilising, assisting and work with the people in improving their living conditions. The local authority should harness community willingness and ability to contribute and participate in their own settlement upgrading projects by providing them with necessary technical assistance and advises.

and efforts to tackle their own environmental problems should be appreciated, encouraged and mobilised by the government agencies and authorities.

Community based organisations should be encouraged and established to address peoples willing to participate to their own upgrading projects and programmes in order to improve their living and environmental conditions through provision of their infrastructure services

A clear channel of information and proper coordination arrangements, which are seen to represent the principal constraint on effective management, should be established. These can be established through the community development committees where the partners feels comfortable to meet and discuss in sufficient operational detail and deliberate upon community development issues and establish alternative courses of actions if such working groups are to be effective.

New approach is focusing on the integration of settlement upgrading projects with increasing employment opportunities. To strengthen that the community construction management and maintenance should be given priority and the government can play a major role by:

Introducing standards and specifications, which will enable the selection of infrastructure works which offer potential of increasing employment opportunities and income generation activities. Introducing the local labour intensive maintenance of roads and drainage disposal of sewerage collection etc.

Lessons learned from the experience of Sustainable Mwanza Project squatter upgrading pilot areas Community initiatives to tackle their own environmental problems plays an important role in the formulation of the Igogo, Bugando and Ibungilo upgrading projects.

In reviewing the community based squatter upgrading pilot project, it has been observed that, as a result of combined initiatives of the residents, Mwanza Municipal Council and the donor agencies, the project was formulated. Also through the critical analysis conducted on the approach followed in the Sustainable Mwanza Project, in upgrading unplanned settlement pilot areas, it has been critically observed that there are a number of project achievements so far. But there are also some problem areas, which may limit the success of the pilot project, and thus it will affect its replicability to other unplanned settlements. These problems are: Lack of knowledge and experience within the community level on how to develop and operate community based organisations so as to make it function well. There is strong dependency to the external supports and assistance in terms of both financial support and technical assistance from the donor agencies and the government local authority. Therefore, to overcome these problems there is a need of local capacity building within the municipality by making sure that the municipal staff are posted or seconded to the project. The seconded staff should be left in the projects for long periods instead of changing them frequently, as frequent changes will make the project unsustainable.

There is also a need to review the project step by step so as to be able to formulate guidelines which will make people to think on how to go through the process and therefore beyond the project level.

Restraining forces

The community based squatter upgrading approach refers to a partnership, whereby the government as an Enabler has to play its enabling role of encouraging, assisting, supporting and working with the low income communities in unplanned settlements. This will allow them to play an active role of improving their own residential settlements through the provision of infrastructure services.

Although the government adapted and put much on its enabling role, but its implication to the society especially the low income is still very little understood and observed. As a result people in the low income communities looks at the government as the main provider of services to their settlements.

Therefore it will be necessary for the central government to demonstrate its commitment to local authority autonomy, to facilitate actions at the local level and to ensure that the local authorities are provided with sufficient resources. This will enable them to be effective supporting agents for improving the living conditions and expanding employment opportunities of the urban lowincome communities.

To achieve that, the government focuses on decentralisation some of its power to the local authority should be reviewed and enhanced so as to meet the objective of an enabling approach.

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