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## **Sustainable Development in an Urban Tanzanian Context**

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Among many mainstream development agencies, it is generally believed and accepted that planning for more socially equitable and environmentally sound development requires broad consultative processes and citizen involvement in decision making. The Sustainable Cities Programme in Tanzania started as a demonstration project in the city of Dar es Salaam—the Sustainable Dar es Salaam Project (SDP)—and is one of the Sustainable Cities Programmes (SCP) worldwide advocating the Environmental Planning and Management (EPM) approach. Despite the SCP's expressed emphasis on broad-based stakeholder involvement rather than master planning, and bottom-up problem solving rather than top-down decision making, in attempting to localize and implement Agenda 21, there has been a mixed experience in the participatory aspects of the SDP. Political and institutional/administrative practices explain many of the reasons for this mixed experience, as discussed in this chapter. Over the past three years, the Sustainable Cities Programme in Tanzania has attempted to initiate more pragmatic efforts to promote participation in other Tanzanian municipalities. The experience in these efforts differs from one municipality to another, mainly due to variations in terms of

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<sup>1</sup> Views expressed are those of the authors and do not necessarily reflect the official views of the programme or the government.

capabilities, resources and localities. This chapter reviews the experience of development endeavors in Tanzania in general, and through its Sustainable Cities Programme (SCP), in particular.

In assessing the sustainable urban development initiatives in Tanzania, various questions are raised. However, the authors do not attempt to answer all of them; rather, they highlight general issues for further attention.

## **Introduction**

The Sustainable Cities Programme (SCP) is a global programme of the United Nations Centre for Human Settlements (UN-Habitat) and the United Nations Environment Programme (UNEP). It was launched worldwide in August 1990 by UN-Habitat. The SCP is the principal activity of the international community for promoting and supporting sustainable development in the cities and towns of the world. The SCP does this by assisting municipal authorities, city authorities and public, private and community sector partners to improve capacities for urban environmental planning and management.

The programme draws upon the wide experience of the United Nations in research, policy analysis and development of tools for project implementation. More significantly, the SCP builds directly upon the lessons learned by UN-Habitat through its technical co-operation projects in urban development and management in more than 100 countries.

In 1992, the United Nations Conference on Environment and Development (the Rio Conference) emphasized the importance of dealing directly with urban environmental problems and issues. Agenda 21, agreed at Rio, committed governments to take action on a broad range of human settlement topics and cited the Sustainable Cities Programme as a prime vehicle for implementing Agenda 21.

SCP works at the city level in collaboration with local partners to strengthen their capacities for Environmental Planning and Management (EPM). Each city-level project is adapted to the particular needs, priorities and circumstances of that city or municipality. SCP recognizes that cities play a vital role in social and economic development in all countries. Efficient and productive cities are essential for national economic growth and, equally, strong urban economies are essential for generating the resources needed for public and private investments in infrastructure, education and

health, improved living conditions and poverty alleviation (UN-Habitat no date).

### **Sustainable Cities Programme in Tanzania**

The growth and development of Dar es Salaam has been guided by comprehensive plans—known as master plans—designed to cover a period of 20 years and indicating the anticipated growth direction of the city through land use zoning with development standards. The first master plan for Dar es Salaam was prepared in 1948 by a foreign firm, Gibbs and Partners. In the course of the city's growth two reviews have been made, that of 1968 and the current one of 1979 (both prepared by firms from Canada).

The 1979 master plan provided the framework to manage the future growth and development of the city. However, the implementation of the development policies, programmes and projects proposed in the plan was severely limited due to the following factors:

- the plan was comprehensive in nature, resulting in optimal but unaffordable infrastructure and social service development proposals and budgetary requirements;
- the strategic focus of the plan lacked detailed preliminary infrastructure designs to operationalize the proposals;
- the plan was control-oriented with rigid standards and conditions unable to be enforced in the context of rapid urbanization;
- the implementation was also limited by the sectoral approach to development; and
- the plan was prepared by expatriates with limited national participation, which reduced local understanding and commitment to implement the proposals by the key agencies.

There were no institutional mechanisms to co-ordinate the parties involved in managing growth or to invest the necessary resources, and the plan contained no representation of the interests of partners in urban development as there was no participatory mechanism available to involve them in plan preparation and implementation.

Among the key problems characterizing city management in the 1980s and before, poor delivery of services was the most fundamental. Services, such as collection and disposal of waste, supply of water, development and maintenance of roads, etc., had become inaccessible for more than 90 per cent of the city's residents.

This contributed to the leadership crisis in the early 1990s that led to the dismissal of the city council. The government, through the Ministry of Lands and Human Settlements Development, intended to revise the Dar es Salaam Master Plan in the hope that this would lead to an improvement of city management, and made a request for technical assistance from UN-Habitat.

However, UN-Habitat observed that the urban management problems facing the city required a stakeholder-driven approach focusing especially on the interaction between environment and development, with major emphasis on cross-sectoral and interagency co-ordination. It thus proposed the application of the EPM approach advocated by SCP instead of preparing another master plan. The adoption and the application of the EPM process in Dar es Salaam began with the inception of the Sustainable Dar es Salaam Project (SDP).

Dar es Salaam, the largest urban centre in the country with an estimated population of 3 million (and a growth rate of approximately 8 per cent per annum), is one of the fastest growing cities in sub-Saharan Africa, accommodating over 240,000 additional people each year. The rapid growth of the city has not followed any co-ordinated, long-term, strategic development plan. As a consequence, the city experiences a shortage of housing, inadequate urban infrastructure and services, and a deteriorating environment. Past planning efforts, such as the 1979 master plan, did not systematically address the environmental challenges of the fast-growing urban population.

**Box 4.1: Some environmental challenges in Dar es Salaam before the SDP**

In 1992, less than 3 per cent of the city's 1,420 tons of solid waste generated daily was being collected, large amounts being dumped in public open spaces and on street corners, resulting in blocked drains which caused flooding and groundwater pollution. Less than 5 per cent of the city's population were served by 130 kilometres of sewers, about 1.8 million people relying upon pit latrines and septic tanks (which were rarely serviced).

These shortcomings had resulted, on the one hand, from a lack of resources and insufficient investment in infrastructure, and, on the other hand, from difficulties experienced by the City Council to effectively plan, co-ordinate, and manage the city's operation and

growth. Concurrently, deteriorating environmental conditions in and around the rapidly expanding city presented major obstacles to achieving sustained economic growth and development. The detrimental effects of this deterioration were being felt in all major economic sectors and in the living conditions of the general public, especially the urban poor.

It was against this background that the SDP was thus formulated in 1991 as the first demonstration project under the SCP, and it became fully operational in 1992. Under the SCP the modus operandi has been that of building capacity through consultations and collaboration through the EPM process.

#### **Launching of the SDP**

SDP was thus launched with the overall objective of strengthening the city council's capacity to plan and manage its growth and development, in partnership with the public, private and popular sector parties and other interested groups on a sustainable basis by:

- strengthening the local capacity of partners to jointly plan, co-ordinate and manage environment/development interactions; and
- prepare a long-term dynamic and integrated strategic development plan and investment strategy for the city.

The SDP was based upon four operational principles:

- to improve *interagency co-ordination* by defining environmental issues that cut across the sectoral domains of the institutions at different levels of government, while at the same time linking these institutions with private and community interests;
- to *prioritize* the environmental issues for project involvement at an early stage in order to *maximize* the use of the limited resources available;
- to address each priority environmental issue through *cross-sectoral working groups*, which were established with representatives from the different levels of government, the private sector and community sectors in order to involve all institutions which have a stake in plan preparation (be they resource managers or polluters) and subsequent plan implementation. The working groups draw membership from institutions, communities and organizations:
  - which are affected by the problem;
  - which create the problems; and
  - those which have the institutional responsibilities, tools and resources to manage the problems.

- to support the environmental issue working groups in preparing preliminary development strategies; followed by action plans that are sufficiently detailed with regard to physical layouts, financial programmes and institutional responsibilities that they will attract the necessary capital investments from the city council, central government and the donor community.

The different actors thus meet through the working group mechanism to negotiate pragmatic solutions, which they are willing to implement in order to co-ordinate the city's growth and development; resolve development conflicts between them and generate intervention strategies; prepare action plan proposals and agree on implementation mechanisms.

***Stage one: Preparation of a city environmental profile (EP)***

The city environmental profile identifies:

- the natural resources available for city development and the environmental hazards which limit its future growth;
- how city development has utilized those resources and, in turn, been affected by the hazards; and
- the setting for city environmental management, including identification of the key actors involved and main instruments available for intervention.

***Stage two: Holding of a city consultation on environmental issues***

During the city consultation on environmental issues, key actors are invited in order to:

- debate and define the key environmental issues that require priority attention and obtain a clear mandate for intervention;
- discuss and agree on an appropriate methodology for a partnership approach to urban management cutting across sectors, between levels of government, responding to, and integrating with, private and community-based initiatives; and
- recommend priority actions for the next stage.

***Stage three: Preparing environmental development strategies***

This involves the preparation of preliminary development strategies and their integration into a city-wide policy framework, as well as the preparation of detailed action plans to address the key issues identified in the consultation in order to secure the capital investment and technical assistance packages necessary to intervene.

A series of “mini-consultations” were held on each of the above prioritized issues to bring together and involve key stakeholders representing the public, private and popular sectors in order to:

- clarify and prioritize the most pressing problems;
- agree on environmental strategies of intervention;
- agree on immediate and medium-term actions by the representative institutions for each component of the strategy; and
- formulate, mobilize and launch cross-sectoral and multi-institutional working groups to prepare detailed spatial, financial and institutional action plans for each strategy component.

The issue working groups formulated action plans and demonstration projects. The action plans were (and continue to be) implemented in partnership with other public, private and popular sector institutions as demonstration or pilot projects in selected areas of the city in order to strengthen city management functions.

Demonstration projects have two strategic purposes:

- they are instrumental in demonstrating new approaches and solutions to a problem in a specific geographic area with a potential to scale up and replicate to other geographic areas in the city; and
- they enable response to issues in specific areas and thereby build credibility and support to the process.

***Stage four: Preparation of a strategic urban development plan (SUDP)***

This aimed to prepare a strategic urban development plan for the city of Dar es Salaam that integrates the agreed strategies of intervention and provides the co-ordinating mechanism to replicate successful demonstration projects city-wide.

**Achievements in the Implementation of the SDP**

**Creation of partnership**

SDP’s main achievement is its successful creation and implementation of the *partnership and participatory approach*. Through its system of working groups, SDP has managed to bring together different interested stakeholders at a round table and discuss issues pertaining to the growth and development of the city using its principles of collaboration and participation.

It is now quite easy to call representatives (including senior executives) from various institutions to meetings by merely sending

out invitation letters (sometimes signed even by issue co-ordinators), unlike in the past when each institution maintained its status quo and its line of professionalism. This process has shown that *co-ordination* and *partnership* are essential for sustainable urban management.

***Establishment and operationalization of environmental issue working groups***

Initially, “core” working groups for each of the identified and prioritized environmental issues were established and elaborated under the project principles outlined above. As the process progressed, the core groups were subdivided into issue topic working groups that dealt with different aspects of the main environmental issues. These groups developed both short- and long-term strategies with the corresponding action plans for their respective environmental issues. Each working group has had considerable success in its respective environmental issue.

Furthermore, the groups have acted as think tanks for the city authorities through the generation of new ideas, together with their collection of valuable data/information either from field surveys or from their respective institutions and elsewhere. This has made the SDP an important resource and information centre in Dar es Salaam city.

***Preparation of action plans***

Since November 1993, more than 30 working groups have been meeting and preparing action plans from which a number of demonstration projects have evolved. Each working group came up with many action plans, some of which are yet to be implemented by the different actors.

***Demonstration projects***

Working groups have contributed to the alleviation of environmental problems in the city. It was through the conceived ideas of the working groups that some of the action plans were implemented as demonstration projects. Examples of action plans that have been successfully implemented include:

- privatization of solid waste management in the city;
- privatization of parking facilities in the city;
- privatization of pit emptying services;
- establishment of the central up-country bus terminal at Ubungu;
- initiation of a pilot Non-Motorized Transport (NMT) project in Ward 14 Temeke;

- improvement of some open spaces and recreational areas in the city;
- privatization of public toilets in the city;
- changing some of the streets in the city centre into a one-way street system;
- contracting cleansing of city roads/streets;
- establishing the Makumbusho and Temeke Stereo markets (intended) for small-scale traders;
- improving some of the city horticultural gardens;
- provision of infrastructure and services in Hanna Nassif, Kijitonyama and Tabata through community participation, leading to the establishment of the Community Infrastructure Programme; and
- reorganization of petty trading activities along the streets and the use of agreed “structures” for displaying/storing various goods/items for sale.

***Preparation of the strategic urban development plan for the city***

With support from the Urban Authorities Support Unit (UASU), the SDP has been the first among participating cities worldwide to prepare a Strategic Urban Development Plan for the city of Dar es Salaam using the EPM process and applying the Environmental Management Information System (EMIS). The SUDP is still in the process of being ratified by all the key stakeholders who participated in its preparation.

**Constraints**

Since Dar es Salaam was the first city in the country to adopt the EPM process, it lacked the opportunity to learn from others and thus it was bound to make some mistakes and encounter constraints/problems in the course of its operation, as discussed below.

**Institutional problems**

Despite being physically housed in the Dar es Salaam City Council (DCC) premises, SDP was perceived as an “external project” and was not fully integrated into the DCC as such. With hindsight, it can be argued that the initial perception among key partners, lack of initial strong ownership and commitment (due to lack of adequate awareness) and the other operational difficulties the SDP was

confronted with, impaired, at least in the beginning, progress toward full integration into the DCC. To remove the notion of “external project”, it has been agreed that during the implementation of phase three of SDP and its subsequent replication, the term “programme” should be used instead.

According to the SDP Phase I Project Document, the City Director and the City Planner were the Project Director and National Project Co-ordinator, respectively. Following this arrangement, most of the SDP operations and activities were based in the City Planner’s office. In the course of operation of the project, before the project (EPM) concept was clearly understood, some institutional problems arose. When the City Planner (also the Head of the Urban Planning Department) called other heads of departments in the city council to meetings, many of them did not attend, arguing that he had no right/authority to do so as he was administratively on the same horizontal level (status-wise they were at par). The same applied when the City Planner invited senior executives from other institutions outside the city council to attend meetings in the DCC pertaining to SDP activities.

To overcome the above problem, the DCC was compelled to create a new post of Deputy City Director, who was above the heads of departments and hence could command respect from them. This move smoothed the operation of the project.

Frequent high-level management changes in the city council (City Director and City Planner) is another institutional problem that contributed to the slow implementation of various action plans and integration of the EPM process. For example, between 1991 and 1996 six City Directors and five City Planners were in place at different periods.

#### **Technical problems**

According to the project document, the government (City Council) was required to contribute necessary staff to the project. But when SDP was established, the DCC could not provide the majority of the required technical staff due to a shortage of qualified manpower. It thus became inevitable to look for staff from other institutions, a move that denied the opportunity of building the capacity of the DCC staff. The recruitment process of skilled personnel from other institutions took almost a year and thus significantly delayed the full start of the project.

#### **Financial problems**

The different environmental issue working groups were able to prepare action plans and, subsequently, demonstration projects. The demonstration projects were supposed to be implemented in order to test if the proposed interventions were feasible. Most of them could not be implemented due to a lack of funds from the DCC. Some of the interventions were developed by the working group in the course of the year when the DCC had already prepared its annual budget, and hence could not be funded. This, to a great extent, frustrated and disheartened the working group members who wanted to see their action plans translated into reality on the ground.

#### **Political problems**

Dar es Salaam is the primary city of the country. As such much of the government power centres are located there. To some extent SDP achievements were being undermined due to “political interference” from different power centres of the government. In some cases proposals agreed by working groups or DCC were reverted by power centres outside the City Council before they were implemented.

Through this process different stakeholders are brought together. Composition of the stakeholders includes:

- those who are affected by the problems;
- those who create the problems; and
- those who have the institutional responsibilities, tools instruments and resources to manage the problems.

The SDP working groups have applied the following EPM steps:

- clarifying environmental issues to be addressed;
- involving those whose co-operation is required;
- setting priorities;
- negotiating issue-specific environmental management strategies;
- formulating an urban-wide environmental management strategy;
- agreeing on environmental action plans;
- initiating priority programmes and projects;
- monitoring and evaluating progress and making periodic adjustments;
- strengthening environmental planning and management capacity; and
- preparing the SUDP.

### **Replication of the EPM Process to Other Urban Centres**

Encouraged by the achievements of the SDP in building environmental planning and management capacities and processes, the government of Tanzania was requested by the municipalities and agreed to replicate the experience in nine municipalities (Arusha, Dodoma, Iringa, Mbeya, Morogoro, Moshi, Mwanza, Tabora and Tanga); and hence the National Programme for Promoting Environmentally Sustainable Urban Development was launched in July 1997.

The objectives of the SCP-Tanzania therefore stand as follows:

- to facilitate the process of integration of SCP into the DCC and the municipalities;
- to replicate the EPM in the municipalities so as to strengthen the capacity for planning and management;
- to assist in the development of an EMIS in the DCC and the municipal councils, as a facility for data storage and management;
- to support the formulation of the SUDP in the city and municipalities;
- to work in liaison with the Strategic Urban Development Planning section of the Ministry of Lands and Human Settlement Development toward institutionalization of SCP strategic urban development planning and the EPM process.

Valuable lessons were drawn from the achievements, constraints and the mistakes committed by SDP when it was “learning by doing”. Care and caution have been taken so that similar mistakes are not repeated elsewhere.

#### **Sensitization and creation of awareness**

To sensitize and create awareness among all urban authorities councillors and members of staff and stakeholders with regard to the concept/benefit and corresponding costs (in terms of finance, staff, time, etc.) of applying the EPM process has been a first step toward the successful realization of the approach. This has enabled, to a large extent, the urban authorities and other key actors, to understand, accept and commit themselves to the process and hence eliminate the element of alienation of the programme. Unlike Dar es Salaam, whose authorities never had the opportunity of being sensitized and made aware of the whole EPM process (as there was

no time to do so), this is being done in all other urban centres which are replicating the process.

#### **Political support**

It has also been important to seek political will and support of the relevant politicians and other leaders and prominent personalities within the urban authority for the sake of smooth establishment and operation of the programme. This has eliminated undue political interference and enhanced trust and recognition among the residents of the urban centre.

#### **Budgets for EPM**

Adequate financing is one of the prerequisites for the successful implementation of the EPM process. Funds are needed for local contribution to start-up donor funds (counterpart funding) and for supporting the process in terms of overhead costs, which include vehicles, equipment and office maintenance, implementation of demonstration projects and motivating the working groups which are the mainstay of the EPM process. It is thus important for the urban authorities to deliberately set aside funds (a certain percentage of the total urban authority budget) for the above-mentioned expenses.

It was against the background of this experience that the United Nations Development Programme (UNDP) agreed to establish a modest fund during phase three of the SDP for the implementation of action plans in the city and other replicating municipalities. The objective of establishing such a fund is to demonstrate the functionality/credibility of the EPM process and, at the same time, not to discourage the efforts of the working groups.

#### **Local capacity building**

In order to sustain the programme, capacities should be built within the urban authorities and other participating institutions by making sure that the right members of staff are posted/seconded to the project right from its inception, i.e., from the preparation of environmental profiles onward. However, great care should be taken when choosing the members of staff, as professionals are needed to propagate the EPM process. They should have charisma, drive and dependability, the qualities necessary to enable them to mobilize the key stakeholders and bring them together in order to address the problems confronting their urban centres.

Seconded staff should be left in the programme for long periods of time instead of changing them frequently, as such changes can make the programme unsustainable. This is due to the fact that there will always be training and retraining whenever the programme receives new members of staff and thereby loses the experience already gained by the “old” programme staff as well as institutional memory.

Moreover, in order to really build the capacities of urban authorities, most of the programme activities should, to the extent possible, be carried out by the respective members of staff instead of relying heavily on external consultancies.

#### **Number of environmental issues to be tackled**

It has been recommended that the urban centres take on board only a limited number of environmental issues, leading to a limited number of working groups. The issues could be incrementally increased depending on the progress and resource capabilities of the centres. This is due to the fact that large numbers of working groups overstretch the backstopping capacities of the participating urban centres, resulting in a lower quality of action plans.

Also, large numbers of working groups means more resources are needed by the urban areas in operationalizing and maintaining such groups.

#### **Institutionalization**

To avoid programme alienation and difficulties in integration, it is very important that programme management be located within the urban centre's administrative machinery and be under direct control of the local authority right from the inception of the programme, with external agencies only providing the necessary technical assistance.

#### **Participation of stakeholders**

Effective participation of key urban authorities staff (i.e., heads of departments, director, mayor and councillors), individuals and institutions on a continuous basis is essential for the success of the EPM process. The process functions on the principle of contributing to it, according to expertise and institutional roles and responsibilities. To ensure effective participation of the communities at the grassroots level, the programme is scaling down from the municipal/city level to ward and neighbourhood levels.

### **Institutionalization at the municipal level**

As discussed earlier, there were institutional problems in the anchorage of the EPM process (SDP) in the city of Dar es Salaam. Thus great care was taken so as not to repeat the same mistakes while integrating the EPM process in the municipalities, bearing in mind that the EPM process does not create parallel institutions in the municipalities but respects and uses the existing municipal organizational set-up.

Detailed discussions were held with the municipal authorities in order to agree as to where the EPM process should be located/ anchored in the established municipal organization. In other municipalities, the institutionalization issue was also discussed in the municipal consultation and participants were able to give their views, with the objective of making sure that the new approach was going to work effectively and not be jeopardized by the municipal administration set-up.

It has generally been agreed by the replicating municipalities that the Sustainable Municipal Programmes (under the Municipal Programme Co-ordinators—PCs) should operate from the Municipal Directors' offices, playing advisory roles to the Municipal Directors, just like the Internal Auditors and Municipal Solicitors units are. In that way, the PCs will be above the Heads of Departments in the municipal administrative ladder, hence commanding some respect to enable them to convene meetings with other municipal staff including the heads of departments.

### **Lack of municipal budgets for EPM processes**

At the advent of the replication process, municipalities were made aware that they were responsible for the whole EPM process in their areas of jurisdiction in all aspects. Hence they were sensitized and urged to set funds from their annual budgets aside for forging the EPM process in their areas. Most municipalities have been setting aside substantial amounts of money from their budgets for the EPM process. The problem is that such *funds are not released for the intended EPM purposes*, the main reason being the inadequate collection of the envisaged revenues due to lack of expanded economic bases. When little revenue is realized, the EPM is accorded low priority compared to other activities, which are then allocated the money. This situation makes the municipalities dependent on external support, leading to a lack of sustainability of the programme.

***Non-generation of quality action plans and demonstration projects from the municipalities***

Working groups are the heart of the EPM process. They are the ones expected to deal squarely with the identified and prioritized issues in the municipalities. Their tasks are to critically analyse the environmental issues and come up with strategies for addressing those issues and, subsequently, generate action plans. In order to carry out these tasks, the groups *need to meet regularly under the guidance of competent issue co-ordinators*. These groups are not performing well, as most municipalities have failed to facilitate regular and scheduled meetings.

The other problem is lack of adequate training in Strategy and Action Planning on the part of the issue working group co-ordinators. The end result has been the non-generation of quality and implementable action plans, despite the availability of funds for the purpose.

For instance, working groups under the SDP were able to develop many action plans, but these could not be implemented due to lack of funds. Based on this sad experience, a budget line was created in the phase three project document with limited funds for implementing action plans and demonstration projects that would be prepared from the municipalities. In the programme budget, about \$22,000 was set aside for this purpose for each municipality. Unfortunately, very few municipalities have been able to use a small portion of this facility, following the non-generation of action plans and demonstration projects. The same applies to Mwanza city that is supported by the Danish International Development Assistance (DANIDA), which availed large sums of money for implementing action plans. While the environment in these municipalities is fast deteriorating, there are a lot of unspent funds due to lack of developed action plans. *It can be concluded from this situation that the non-implementation of action plans in an urban area is not always because of lack of funds. There are other factors to be considered.*

**Lack of management skills**

Based on the training conducted for the programme and issue specific co-ordinators, it was realized that most of the municipal programme co-ordinators lacked even basic management skills. It was therefore found important that these people be trained on basic management skills since they deal with many different groups of stakeholders from all walks of life.

#### **Nature of participation under city consultation**

Although city consultations do bring people together to discuss issues concerning them and to set their priorities, the city consultation as a “participatory approach” fails to reach a wider community, and, specifically, the poor. For example, only 300 people out of 3 million residents in Dar es Salaam attended the city consultation in 1992, conducted in English. The limitation of this type of consultation in the participatory process has also been observed elsewhere.

At public meetings, and consultations, local planners and other outsiders sit in a platform, behind a table, maintaining their superiority. When only few people turn up, and only few of them speak up, they blame local indifference (Nelson and Wright 1995:167).

It is suggested that to bridge the gap and to ensure that all stakeholders are empowered and included in planning processes, emphasis should be shifted to the ward and neighbourhood levels.

#### **Concluding Remarks**

In line with the above and in implementing Agenda 21, the need for active community participation cannot be overemphasized. More decentralized planning by increasing popular participation in planning and management; ensuring that plans are owned by the people themselves and that people participate in identifying and prioritizing their own needs remain prerequisites for the successful implementation of any development initiative.

As far as sustainable development is concerned, the issue of poverty reduction in particular remains a predominant one, particularly in sub-Saharan Africa.

Poverty reduction is and will remain the responsibility of each government. But reaching the goals agreed upon at the Social Summit and other world conferences requires a genuine global partnership in which the efforts of developing and transitional countries can be supported on a sustainable and consistent manner (UNDP 1998:91).

Another significant remark concerns rural-urban dynamics. The rural and urban sectors cannot be divorced from each other due to the interaction and interdependence between towns and villages, in areas such as rural-urban migration. In general the coping strategies of most of the urban poor are limited and, in most cases, individuals or households are faced with a trade-off between

allocating their minimal earnings to subsistence (food) and meeting other important expenses such as school fees or medical care.

Thus, given the existing interactions and interdependence between urban and rural communities, what is required is to build positive synergies between the two sectors. An integrated approach is therefore needed to simultaneously address ways of increasing opportunities and reducing the inequalities of the poor in both sectors. Some of the areas needing restructuring in an attempt to deal with the issue of sustainability include improvement of social and infrastructure, social services and recreational facilities, particularly in rural areas. This will not only please the youth, most of whom migrate to more urbanized areas due to boredom, but will also attract some civil servants (e.g., teachers or doctors) who refuse to be posted to work in rural areas (see Burian 1998). What is needed is to enhance options and choices for the rural poor, most of whom depend merely on one economic activity: agriculture.

Integrated Development Planning (IDP) would assist in maximizing the impact of scarce resources and limited capacity through planning development interventions in a locality, strategically and holistically. Of course many developing countries depend on donor assistance to top-up their local initiatives. However, what is recommended here is that programmes need to be supported by donors in ways that promote more cohesive, integrated approaches. This will require multi-donor support. How to guarantee the mentioned elements remains our major challenge.

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