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The Dogma of Stakeholders Participation in Master Planning; Does It Work in Tanzania?

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ABSTRACT

Context and background :

In sub-Saharan Africa (SSA) countries community participation in master planning is given less attention due to the pair of factors among of them being the top down planning tradition of bureaucrats, centralised planning system, low level of local community participation, shelving community self-initiatives, lack of implementation capacity and consensus building. In Tanzania, despite stakeholders' participation in master planning and implementation is being emphasised in the Urban Planning Act No 8 of 2007; participation in planning process is reported to be very low coupled with lack of honest mediation and inclusion of all stakeholders in the planning and implementation processes.

Goal and objectives

The need to move from conventional to participatory planning approach among other factors was to increase sense of ownership and incorporate local knowledge in spatial plans. however, there are limited justifications on how stakeholders participated in preparation of the Dodoma master plan of 2019. this study contributes to ontological knowledge of the communicative planning theory and Aronstein ladder of citizen participation from the point of view of the ineffective communication and power relation among stakeholders. the study explores whether stakeholders' participation was genuine by analyzing how they were mapped, informed, educated and means through which transparent decision making was ensured throughout the process.

Methodology:

Mixed research methods were adopted whereby qualitative data were collected from officials, focus group discussion participants and key informants' interviews through in-depth interviews in order to grasp in-depth information. quantitative data were collected from landowners using structured questionnaire so as to get the feedback how they participated in the process. Thematic analysis was used whereby different themes were created based on deductive variables narrated from theories and literature review. quantitative data was analyzed using statistical package for social science (SPSS).

Results:

The results showed that there was ineffective stakeholders' participation particularly to the landowners and local community. this was contributed by low level of facilitation from officials from the capital city of the Dodoma which resulted to lack of extensive stakeholders' participation. the study recommends proper mapping of stakeholders, timely and widely information dissemination in a transparency way and raise awareness campaigns about master plan to multifarious stakeholders.

keywords:

Master planning, participation, stakeholders' participation, master plan

1. Introduction

Stakeholders' participation was adopted in mid of 20th Century era after the top down planning approach failed to capture social and cultural diversity (Bolt & Jong, 2021; Lilja, 2017; Roux et al., 2017; UN-Habitat, 2014). This weakness was due to thinking that development would be attained through replacing primitive norms and values with the modern ones (Dinbabo, 2003) but this did not work. Majority of spatial planners all over the world perceive participatory decision making to be time consuming, involves high cost, threaten professional power, does not influence the quality of final outputs (Lovrić et al., 2018). Active participation on the other hand increases the possibilities of physical plan to incorporate stakeholder's needs, interests and expectations (Mahjabeen et al., 2009; UN-Habitat, 2014). Most of western countries such as Norway urban planners make decisions about the layout plans before going for the public hearings leading to community needs to have minimal chance of being incorporated in the final plan (Smørdal et al., 2016). Experience from Amsterdam shows that cooperation between the government agencies and private sector is considered important in realising development projects however gap between desired and actual one exists (Bolt & Jong, 2021; Raven et al., 2019). In China and Australia stakeholders' participation is constrained by lack of transparency, democracy, accountability, elites concerns are prioritised at the expenses of local disadvantaged community members (Lilja, 2017; Yuan et al., 2020). Experience from Latin America, particularly Brazil shows regardless the advocacy for stakeholders' participation it is largely dominated by business men, professional and municipal authorities while local communities are intimidated by elites (Follador et al., 2020).

In sub Saharan Africa (SSA) countries community participation in master planning is given less attention due to the pair of factors among of them being the top down planning tradition of bureaucrats, centralised planning system, low level of local community participation, shelving community self-initiatives, lack of implementation capacity and consensus building (Cirolia & Berrisford, 2017; Korah et al., 2017; Pambila et al., 2023). Urban development in sub Saharan Africa is pioneered by individuals which require planning process to consider exactly what is happening on the ground (Korah et al., 2017). However, experience shows that local community ideas are less prioritised during spatial planning process which resulted to ineffective implementation of master plan such as encroachment of land uses, convert green spaces to other uses and the like (Admasu & Jenberu, 2020; Kaamah et al., 2023).

In Tanzania, despite stakeholders' participation in master planning and implementation is being emphasised in the Urban Planning Act No 8 of 2007; participation in planning process is reported to be very low coupled with lack of honest mediation and inclusion of all stakeholders in the planning and implementation processes (Namangaya & Mushi, 2019). The government has continued to prepare master plans throughout the country however participation of community members is contentious (Chyi-Yun Huang et al., 2018). For instance despite stakeholders are reported to participate in preparation of the Dar es Salaam and Mwanza cities master plans, the implementation of master plans is ineffective coupled with informal settlement development and violations of land uses (Peter & Yang, 2019). In Dodoma, the National Capital City of Tanzania has four versions of master plans namely the 1976, 1988, 2010 and 2019. The 2010 and 2019 master plans were prepared after the enactment of the Urban Planning Act No 8 of 2007 that advocates participatory planning. Besides, the National Human Settlement Policy of 2000 *section 1* and Land Policy of 1995 *section 6.8.1 (iv)* advocate for various stakeholder's participation such as local community, public and private sector, Community Based Organisations (CBOs), and Non-Government Organisations (NGO's) in order to achieve a sustainable development and quality life for all Tanzania. Yet, there are scanty studies about the effectiveness of stakeholders' participation in the process. The study assesses whether stakeholders were properly mapped, informed, educated and transparency was ensured during master planning process. According to Loh (2011) and Rakodi (2001) observed that stakeholders' participation in spatial planning is widely used however evaluation is essential to

assess effectiveness of decision making and outcomes. This study seeks to contribute to ontological understanding of *Communicative Planning Theory* and *Arnstein Ladder of Citizen Participation* from the point of view of the ineffective communication and power imbalance among stakeholders during the Dodoma Master planning of 2019.

1.2 Literature review: Conceptual Theoretical perspectives

This section reports literatures on two concepts of participation and master planning while one model and theory governing the study are discussed. The discourse has focused on the variables such as stakeholders mapping, information dissemination, awareness and transparency as follows;

1.2.1 Participation and Master Planning as Concepts

Participation is referred to engagement of community in decision making process of development projects in order to attain a certain goal (Willems et al., 2017). Besides, master planning is a process which involves a preparation of comprehensive spatial picture of the future of an area that guides a city growth and urban development pattern for fifteen to twenty years (Goodfellow, 2013; Rakodi, 2001). In modernist era master plans in global north were prepared without consideration of stakeholders participation because technical knowledge was assumed to be enough however, since mid of 20th Century master plans are being prepared in collaboration of stakeholders especially local community who previously their needs and interests were regarded as primitive (Healey, 1998b). This was because later spatial plans were revealed to lack social, economic, and cultural perspectives. The most used methods for participation are public hearings, survey and neighbourhoods meetings however duplications of methods are crucial for a successful planning (Miskowiak, 2004). Citizen participation is affected by cultural factors such as lack of education about planning aspects, lack of transparency, lack of confidence to influence changes, low social capital, lack of interests to participate and readiness to participate (Gershman, 2013).

Participation has meaning only if the community has opportunity to influence decisions and feel sense of ownership for community plan or decision (Miskowiak, 2004). Public participation helps technocrats to identify community needs and make decision which reflects values and knowledge of community members. Stakeholders at community level may have interests in the specific planning issue but if they may not express their opinions and concerns, the proposed plan may affect their interests and needs severely especially on land use for housing and livelihoods (Lovrić et al., 2018). Effective implementation of master planning depends on the method used during planning process (Stefanović et al., 2018). According Smørðal (2016) a city which ignores the needs and wishes of its citizen such as designating land uses which are divorced from the livelihoods of the majority community members will have long way to go to create a quality life. If stakeholders are involved in the early stage of land use/master planning it is unlikely that may oppose or resist the proposed plan (UN-Habitat, 2014). The participatory planning matters most than visual goodness of the layout that has no clear implementation strategies (Cirolia & Berrisford, 2017).

1.2.2 Collaborative Planning Theory

Collaborative Planning Theory focuses on two-way shared decision making in which concerns, opinions and conflicting interests are expressed regardless of imbalance; however getting local community engaged in decision making is highly debated due to power imbalance among stakeholders (Mahjabeen et al., 2009). The theory states that *communication will no longer be affected by power, self-interest or ignorance*; it assume that all stakeholders will be involved, but the theory is silence on how stakeholders will be identified and by whom (Tewdwr-Jones & Allmendinger, 1998). The information flow from government officials to community is coupled with lack of feedback and sometimes the feedback is given lately which lead to citizen to have little opportunity to participate and influence the plan or program (Mahjabeen et al., 2009). Planners are argued to mediate conflicting interests on land use and not becoming part of the land use conflicts with indigents (Lilja, 2017). Stakeholders should be well informed, consulted and empowered to take initiatives and

engaged in decision making that affect their livelihoods (Mahjabeen et al., 2009). According to the Chinese philosopher Lau Tse said that *"Go and meet your people, live and stay with them, love them, work with them, begin with what they have, plan and develop from what they know, and in the end, when the work is over, they will say: "we did it ourselves"* (Dinbabo, 2003). However, one of the critics of Collaborative Planning Theory is failure to acknowledge challenges posed by politicians and experts in planning practices and how can be tackled (Tewdwr-Jones & Allmendinger, 1998).

1.2.3 Sherry Arnstein Ladder of Citizen Participation Model

Arnstein Ladder of Citizen Participation model is divided into eight rungs which are categorised into three main levels: *Non-participation* (Manipulation and Therapy), *Tokenism* (Informing, Consultation and Placation) and *Full Citizen Power* (Partnership, Delegated power and Citizen Control) (Arnstein, 1969). The manipulation is the least level of participation whereby by power holders just inform citizens, tokenism is a formality involvement of citizens while final decision is upon power holders, and full citizen control is the highest level of participation which provides high freedom to citizens; it is rarely found in many planning systems. *Participation without redistribution of power is void and frustrating process for the powerless* as it allows the powerful stakeholders to claim that all sides were considered while the reality is not (Bolt & Jong, 2021; Silverman et al., 2020; Tewdwr-Jones & Allmendinger, 1998). *The intention and success of citizen participation depend on the eye of beholders'* (Willems et al., 2017). *A partnership which one partner is weak informed or lack knowledge to negotiate with the other partners contains seeds of its own dissolution* (Arnstein, 1969; Gaber, 2019). When power holders restrict inputs and opinions of the citizen; *participation remains as window dressing rituals* (Mahjabeen et al., 2009). All prior prepositions emphasise on power balance and mutual agreement between stakeholders during discourse arenas. Nevertheless, one of the weaknesses of the Arnstein Ladder of Citizen Participation is being too much ambitious to exclude town planners in the planning process and to attain such as thing called *citizen control* which is practically not possible. Similarly the Ladder does not state clearly how power imbalance between authorities and have-nots could be addressed (Lilja, 2017). Therefore, global discourses show that effective implementation of spatial plans particularly master plans depend on how planning systems embrace stakeholders' participation through complementing technical knowhow with indigenous knowledge.

2 Methodology

The study was conducted in the Capital City of Dodoma (CCD) which is located at the central part of Tanzania. Dodoma was selected given the fact that is the capital city of Tanzania urbanizing rapidly [Dodoma being among the cities with more than three million people as per Tanzania population census of 2022] especially after the shift of government city from Dar es Salaam to Dodoma in 2016. The city need much attention in terms of spatial planning and development and future growth (presence of buildable land, presence of Standard Gauge Railway), few informal developments which are reported to be 25% (below national level which is about 70%), urban planning being under independent and government agency—Capital Development Authority (CDA) for about forty years until 2017 before it was dissolved by Hon. President after a claim of not effective responding to the community challenges and urbanisation pressure such as in ability of supplying enough planned and surveyed land and bureaucracy. Other criteria for selection were; Dodoma being among few cities with four master plans prepared since independence alongside with Dar es Salaam and Mwanza. The two wards—Madukani and Msalato (sub cases) are located at the Central Business District (CBD) and along Great North Road (Dodoma to Arusha) respectively. The wards are representative's case of the Capital City of Dodoma. The selection of Madukani ward considered a couple of factors among of them were; the ward being located at Central Business District (CBD) of the Capital City of Dodoma which is guided by redevelopment plan and requires intensive stakeholders engagement to make it realised, residents were anticipated to be rich information case as the ward residents have been there for a long time dated before Tanzania mainland got her independence which perhaps they have

witnessed all the four master plans. Similarly, Msalato ward was selected as second study area because of presence of the most debated land use—Special Economic Zone (SEZ) which was reported to be earmarked by the taskforce and the CCD without enough engagement of the landowners, among the ward located at peri-urban area of the city whereby the researcher wanted to assess how local community in new developing areas were engaged in the master planning and the presence of national strategic project—International Airport which is under construction which perhaps has contributed much pressure on land at Msalato ward (**Figure 2**).

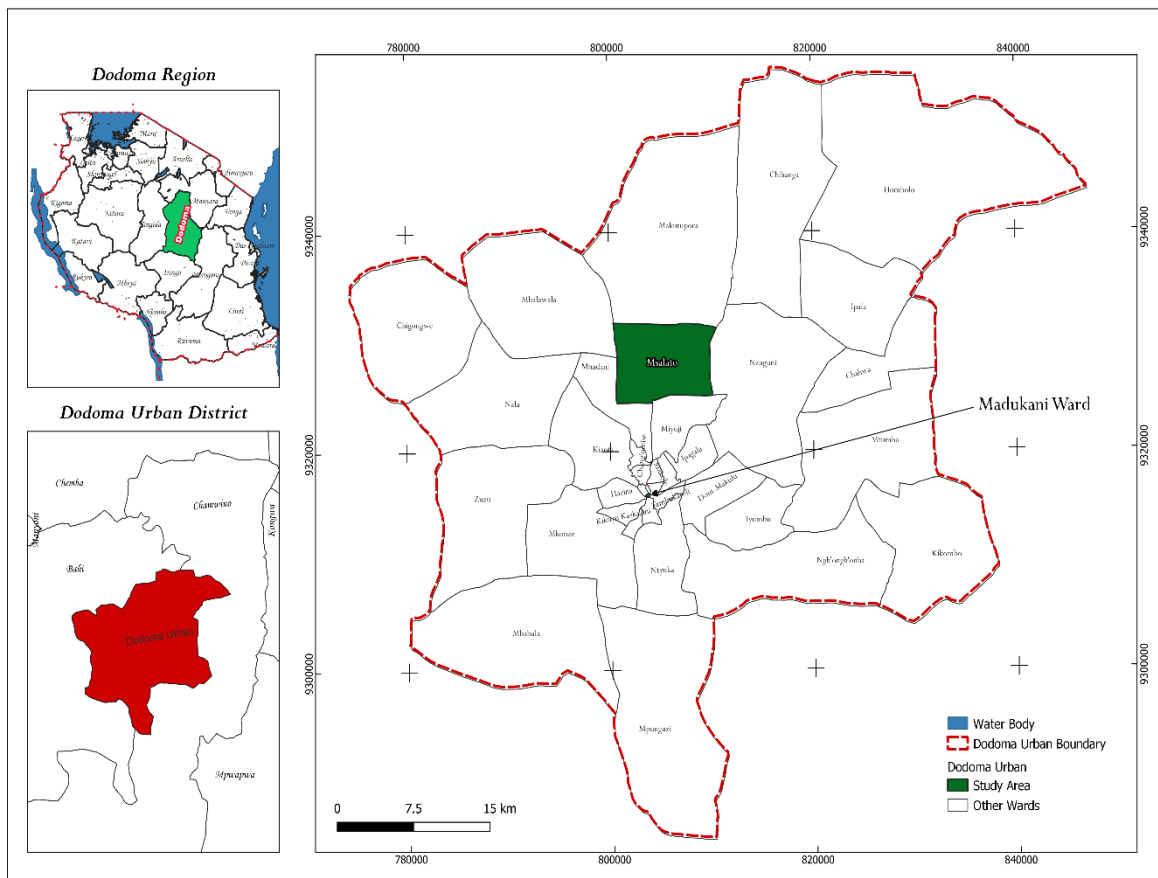


Figure 1; Location map of the study area

Source : Own construct based on National Bureau of Statistics Shapefiles,2012

Besides, according to population and Housing Census (2022) Madukani and Msalato wards had population of 2,066 and 12,905 respectively which makes the total of 14,971. A total of 221 landowners were interviewed whereby 94 and 127 respondents were from Madukani and Msalato respectively. The estimation of sample size for landowners was computed using Yamane (1967) formula ($n = N / (1 + N e^2)$). This study applied both probability and non-probability sampling; probability sampling involved random sampling whereby every landowner had equal chance to be selected while non-probability sampling involved only purposively selected officials based on established criteria (Guetterman, 2015; Patton, 1990). The criteria used to select officials were based on roles and expertise of such particular stakeholder. The stakeholders engaged were landowners, Key informants (KI), and Officials in public and private institutions. A total of 262 respondents were interviewed during data collection in the distribution of landowners (221), officials (24), focus group discussion participants (15) and key informants (2).

This study deployed case study approach whereby the Dodoma master plan of 2019 was used. A case study focused on in-depth discussion with stakeholders engaged in master planning and implementation whereby mixed research methods were applied. The research process involved identification of problem, knowledge gap narration, and literature review, setting objectives,

identification theories and concepts, case study selection, design research tool, narration of the issues and policy implications and area for further study. The study deployed both primary and secondary data; qualitative and quantitative data was collected and complemented each other. Interview, Focus group discussion, observation and documents review were used to collect data. Tools used were such as: Tape recorder for recording audio during in-depth interview which was later transcribed to get the meaning. Telephone was used for calling and getting clarifications from respondents and setting arrangements. Checklist was used to guide in-depth interviews and Kobo toolbox was used to code structured questionnaire for households' interviews. Semi structured interview was deployed to officials and key informants to get in-depth information and a comprehensive picture about the issue on board.

In the focus group discussion, participants debated rigorously about how master planning process was conducted and valuable information emerged. Focus group discussion was guided by checklist questions; two focus group discussions with a total fifteen (15) participants were conducted at Madukani (8) and Msalato (7) wards respectively. The focus group discussion comprised Ward Executive Officers (WEO), Mtaa Executive Officer (MEO), and Mtaa Chairpersons. The non-participant's observation was used by visiting physically to the study area, meet people, record clips, and taking photographs. Document review was applied through searching peer reviewed papers from search engines such as Google scholar and Science Direct while for government and international reports were retrieved from the websites such as National Bureau of Statistics (NBS), Ministry of Lands, Housing and Human Settlements (MLHSD), UN Habitat website and the like. Validity of data was ensured through the use of both qualitative and quantitative data (mixed methods) which complemented each other (Creswell, 2009). Reliability was ensured through the use of probability sampling in order to avoid biases, use of tape recorder, interview of numerous respondents, and use of graduates to collect data. Both Swahili and English were used to make it easy to explain the concept by both groups—elite and illiterate. Data was collected, transcribed, and cleaned to ensure accuracy. The information was then triangulated to see how it converges and diverges from each other. Furthermore, the quantitative data were analysed using descriptive statistics with the help of Statistical Package for Social Science (SPSS) version 28 while qualitative data were analysed using thematic analysis whereby different themes were created based on deductive variables. Deductive variables were narrated from theories and literature review which were then validated through interviews with a couple of stakeholders in the field. The deductive themes such as stakeholders mapping, information dissemination, awareness, and transparency were analysed based on the responses from diverse stakeholders. These themes were then categorised and analysed by linking with both qualitative and quantitative data. The data were presented in the form of table, figure, and charts. The next section of results and discussion analyses stakeholders' participation practices in master planning and implementation based on the prior mentioned themes as follows;

3 Results and Discussion

4.1 Stakeholders mapping

The results show that there was ineffective mapping of stakeholders because about 95 percent and 100 percent of landowners did not participate in the master planning process at Madukani and Msalato wards respectively. Failure to map the stakeholders may lead to overlooking the needs of stakeholders which in turn causes ineffective implementation of the master plan. The *Urban Planning Act No 8 of 2007 Section 11 (2)* advocates for the wide coverage of stakeholders participation in master planning and implementation processes such as: *landholders, public and private institutions, Community Based Organisation (CBOs) and Non-Government Organisation (NGOs)*. The Act recognise the importance these stakeholders to take part in planning and implementation processes for the sake of having fully commitment towards plan realisation. Besides, the Local Government (Urban Authorities) Act No 8 of 1982 Cap 288 R.E 2002 section 54 (1) (b) gives mandates to the Capital City

of Dodoma (CCD) to plan and promote the social welfare and economic wellbeing of all persons within its area of jurisdiction. Section 54 (2) stipulates that for the purposes of the better execution of its functions, whether done alone or in co-operation and conjunction with any other person or body of persons, a local government authority shall take all such measures as in its opinion are necessary, desirable, conducive or expedient.

In the aforementioned laws, the Capital City of Dodoma (CCD) has discretionary authority to decide who should or should not participate in master planning process. The mandate given to the CCD to decide whom to participate perhaps contributed to majority of landowners, some officials from public and private sector not to take part in the process. The Town planning officer at the CCD and Ministry of Lands Housing and Human Settlement Development (MLHHSD) said that the criteria used to choose the stakeholders were mainly on the ability of particular stakeholder to influence the plan, institutional power and how the master plan will affect the particular stakeholder. Despite the criteria favour landowners, public and private sector they were not properly mapped which cast doubt the process used by the CCD to invite stakeholders. This is contrary to the *Urban Planning Act No 8 of 2007 section 11 (2)* which calls for diverse stakeholders' consultation during master planning processes especially those who reside in particular areas/city where the plan is being prepared. This observation corroborated with the study done by Adjei Mensah et.al (2017) Namangaya & Mushi (2019) who noted that important stakeholders were left out during preparation small town interim land use plans in Tanzania and management of green areas in Kumasi, Ghana respectively due to ineffective stakeholders mapping by the planning authorities. Ineffective participation of landowners was reported to affect them in terms of lack of proper guidance how to implement partnerships as major way of realising the redevelopment plan at Madukani and future prospects of landowners in the land earmarked by Special Economic Zone (SEZ) at Msalato (**Table 1**). Planners determine who is contacted to participate, who is able to participate and who seek to influence whom (Forester, 1982). Healey (1998a) notes that lack of effective stakeholders mapping contributes to lack a practical knowledge inclusion from diverse stakeholders.

Table 1: Status of stakeholders' participation in the Dodoma master planning

Type of stakeholders	Roles	Reason
Landholders	Own land where projects are executed	Majority were not informed and invited.
Ward and Mtaa leaders	Grassroots leaders and representatives of landholders	Majority were not informed and invited.
Tanzania Building Agency (TBA)	Responsible for construction of government buildings.	Not invited
Urban planning firms based in Dodoma	Preparation of spatial plans such as regularisation schemes and neighbourhoods	Not invited
Community Based Organisation (CBOs)	Advocates for rights of community members	Not existing in the wards
Town Planning Board (TPRB)	Registration of Town planners and supervise codes and conduct of planners	Not invited
Non-Government Organisation (NGOs)	Awareness and human rights advocacy	Not existing in the settlements
Academic institutions (SJUT,UDOM and IRDP)	Research, consultancy and one of the think tanks located in Dodoma	All were not invited

Source: Field Survey in Dodoma May 2023

Furthermore, it was revealed that despite the contribution of urban planning firms based in Dodoma in supplying planned and surveyed land they were not engaged; the firm engaged had to do with engineering sort of things but not urban planning and it was based in Dar es Salaam. According to one of the director of the urban planning firm which had been working in Dodoma for more than five years said that was not engaged in master planning process because he did not get an invitation letter from the CCD. If the firm could have been involved perhaps it would have been able to present

opinions which could improve the engagement modalities given the fact that among other things execution of private firms depends on the ability to engage stakeholders. This scenario is perhaps associated with the tailbacks of the Urban Planning Act No 8 of 2007 and its guideline which doesn't explicitly include other stakeholders whether to be part of technical or steering committee.

According to the guideline for preparation of general and detailed planning schemes stipulates that steering and technical committee will consists head of departments and sections of respective planning authority but no other public and private institutions, utility agencies, NGO, CBOs and like which led to domination of the technocrats of the Capital City of Dodoma (CCD). Likewise, there were no representatives from landholders, Community Based Organisation and Non-Government Organisation in the taskforce which perhaps contributed overlooking of the needs and interests especially from community side. Despite the Urban Planning Act No 8 of 2007 insist on engaging stakeholders coming from the area where master plan is prepared, the composition of taskforce had less members from Dodoma especially academic institutions which perhaps led to sideline their local experience on socio-economic and cultural aspects (**Table 2**).

Table 2: Composition of master plan taskforce

Area of expertise	Institution	Number
Town planning	Ardhi University	2
	Capital City of Dodoma (CCD)	3
	Ministry of Lands, Housing and Human Settlement Development (MLHSD)	1
GIS	Ardhi University	1
Urban design	Ardhi University	1
Law	Capital City of Dodoma (CCD)	1
Architect	Ardhi University	3
	National Housing Corporation (NHC)	1
Environmental engineer	National Environmental and Management Commission (NEMC)	1
	President Office Regional Administrative and Local Government (PO-RALG)	1
	Ardhi University	1
Economist	University of Dar es Salaam	1
Transport and traffic engineer	University of Dar es Salaam	1
ICT experts	Tanzania Telecommunication Corporation Limited (TTCL)	1
Civil engineer	Tanzania Rural and Urban Roads Agency (TARURA)	1
	Tanzania National Roads Agency (TANROAD)	1
	UNDI Consulting Co. Ltd	1
Strategic and social assessment	Vice President Office –Environment	1
Water sanitation	DUWASA	1
Electric engineer	TANESCO	1
Total		25

Source: Taskforce Report, 2019

4.2 Information dissemination

It was pointed out that information to officials in public and private institutions were disseminated through invitation letters complemented by advertisements done through loudspeaker. The loudspeaker was basically used because it targeted to reach the big part of the community members. The advertisements were done through a van moving around the city. At the local level the invitation letters were sent to Ward Executive Officers (WEOs) who notified Mtaa Executive Officers (MEOs) who passed information to Mtaa Chairpersons who subsequently informed landowners and local community about public hearings. It was revealed by the focus group participants at Madukani and

Msalato ward that Chairperson sometimes involves ten cell leaders ¹(Balozi) to disseminate information to the community because they know well their members. However, it was mentioned that the use of ten cell leaders is opposed by some community members due to political ideological difference in the society; there some people who support them and other do not. Therefore, Mtaa chairpersons opt to use Mtaa council members (*Wajumbe*²) instead because are elected during general election. The use of ten cell leaders was regarded as indirect way of disseminating information because its efficiency depends on political composition of particular Mtaa and they cannot do themselves without having consent from Mtaa chairpersons. Ten cell leaders are not elected by mtaa residents but only appointed by the ruling party (CCM). Mtaa council members are subordinates of mtaa chairpersons who are all together elected during general election to help chairperson on daily activities including information dissemination, land conflicts arbitrations at mtaa level. Mtaa council members were reported to be accepted by community given the facts that are elected in general election. There is direct communication between Capital City of Dodoma (CCD) and institutions such utility agencies, NGOs, CSOs and CBOs through invitation letter. Besides, direct information dissemination to landowners and general community was done through loudspeaker by the Capital City of Dodoma (CCD) (**Figure2**).

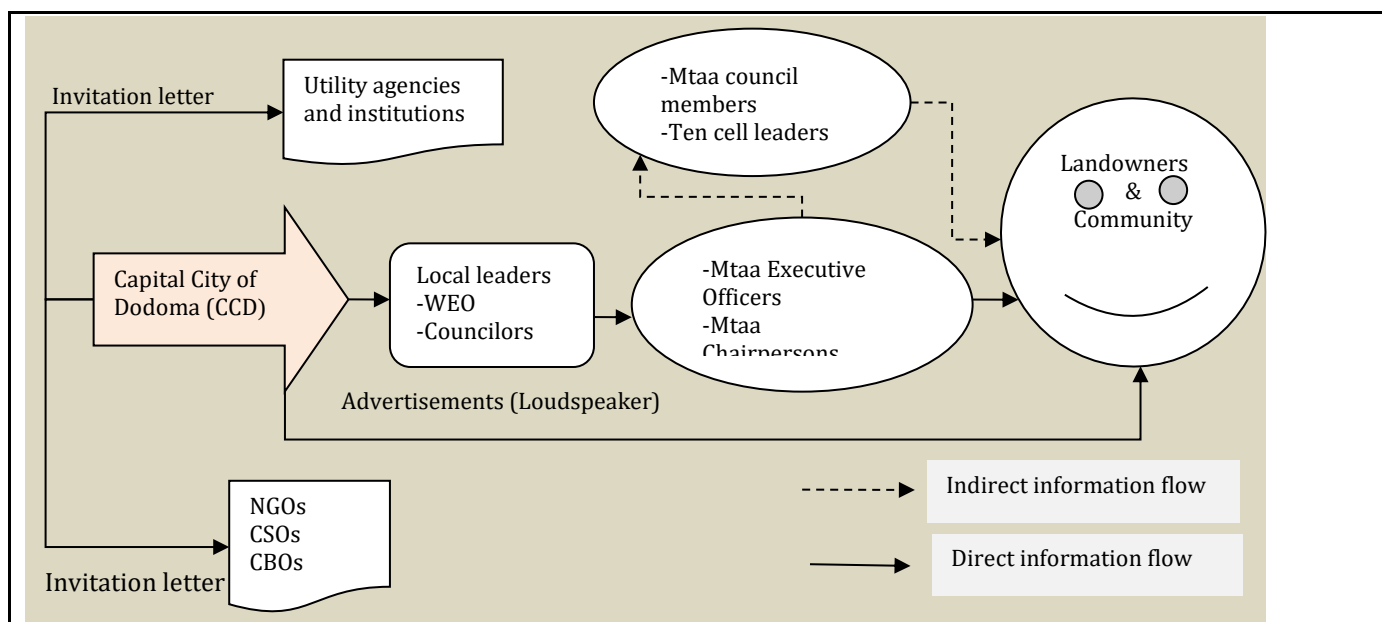


Figure 2: Information flow among stakeholders in master planning process

Source: Own construct based on Field Survey in Dodoma May 2023

The **Figure 2** shows how information is supposed to be disseminated yet the Focus Group Discussion (FGD) members at Madukani and Msalato wards said that they never received any letter of invitation nor got information through advertisements. The Msalato ward councilor said that Mtaa leaders are normally used to disseminate information for public hearings but it wasn't the case during preparation of the 2019 master plan as all the respondents of the Focus group participants whom majority were Ward and Mtaa leaders claimed that they were not informed. This is perhaps in line with an interview with the Hon. Mayor who said that the turnouts during the public hearings were very low. Household interview revealed that only four (4) out of 221 attended public hearing whereby one (1) and three (3) landowners were from Msalato and Madukani respectively. Among the reasons for low turnouts was the ineffective means of information dissemination which left majority of

¹ Ten cell leaders are affiliated with political party which has contributed to be less involved due to political ideological difference in Tanzania.

² Mtaa council members (*Wajumbe*) are Mtaa members elected by community during Mtaa general meeting

landowners uniformed. Similarly, according to landowners' interview at Madukani and Msalato ward showed that about 96.8% of respondents never heard about the Dodoma master plan while the rest had. This is against the claim by the town planner of the Capital City of Dodoma who said that information was effectively disseminated to all stakeholders. Lack of information by local community was in line with information provided by the Regional Town Planning Officer of Dodoma (RTPO) and the Environmental Management Officer (MEO) of the Capital City of Dodoma who said that the dissemination of information was ineffective because the majority of local people were not informed about master planning. This scenario marks a seriously communication halt between the planning authority, grassroots leaders and the community. Weak information dissemination is contrarily to the study by Forester (1982) who underpins that information is a source of power in planning process and planners have options whether to make a process democratic or technocrats. Communication strategy should be able to reach majority of community members to make them actively participate in master planning and implementation processes (Kaamah et al., 2023). Poor information dissemination is contrarily to the Article 18 (2) of the Constitution of United Republic of Tanzania of 1977 which states that;

Every citizen has the right to be informed at all times of various events in the country and in the world at large which are of importance to the lives and activities of the people and also of issues of importance to society.

This habit of technocrats withholding information to community members perhaps perpetuates the failure of master planning in Tanzania and Dodoma National Capital City in particularly given the fact that landowners are not informed of the plans done by the Capital City of Dodoma (CCD) despite being the owners of the land where the master plan land use proposals are designated and are to be implemented.

4.3 Awareness

About 98.6 percent of landowners did not know the meaning of the master planning; the rest had a little knowledge about it. Those who had little knowledge about master plan understood it as a process of allocating building and related infrastructure in good order, developing the city in proper order and abandoning low rise building and constructing high raise buildings. This implies that landowners did not know exactly the meaning of the master plan and its significances. About 87 percent of landowners who were not able to define the term master plan when asked they said that there was no awareness campaign about master planning. This attests that the level of awareness about master planning to majority of landowners at Madukani and Msalato wards was extremely low despite the claim of Hon. City Mayor, Msalato Ward councilor, the Taskforce and the town planner of Capital City of Dodoma that awareness was created during public hearing. This calls for more education campaigns about significance of master plan and their roles during the process given the fact that the majorities (72 percent) of landowners were primary school and never went to school that perhaps needed more education about land use proposals and their roles towards realising it (**Table 3**). For instance focus group participants said majority of landholders hesitated to enter into partnerships with developers at Madukani ward for constructing high rise buildings because contracts were in English language which depicts that they lacked education and proper guidance from the CCD officials. This finding is in line with studies done by Mahjabeen et al. (2009) and Adjei Mensah et al. (2017) whereby majority landowners and local community had limited knowledge to directly influence the master plans in Kumasi, Ghana and Sydney Metropolitan, Australia respectively.

Table 3: Awareness of landowners about master planning

Awareness about the meaning of master planning	Number of respondents	Percentage (%)
No	218	98.6
Yes	3	1.4

Total	221	100
Causes of lack of awareness		
Lack of education prior master planning	193	87.3
Lack of information	26	11.8
Lack of transparency	2	0.9
Total	221	100

Source: Field survey in Dodoma, May 2023

Besides, **Table 4** shows that about 98.6 percent of respondents never attended a public hearing because of weak sensitization by the Capital City of Dodoma. Landowners who attended the public hearing claimed that there was inadequate education provision; technocrats introduced the theme right at the public hearing and they were required to comment and give opinions to the draft master plan. However, the feedbacks from landowners showed that their opinions were not fully incorporated in the master plan. This implies that there was inadequate time spared for educating landowners and local communities which perhaps contributed to lack of valuable inputs that could be complemented with technical knowledge. Moreover, about 95 percent landowners did not know the land use proposed in their Mtaa and Ward, the rest (5 percent) said that they got information through town planners when they visited the Urban Planning Office at the Capital City of Dodoma. In parallel, all (15) the Focus group participants replied that they were not aware of master planning because they didn't participate; they were not aware even when the new master plan of 2019 was prepared.

Table 4: Awareness on land use proposals and attendance in public hearings

Awareness on land use proposals	Total	%	Attendance to public hearing	%
Yes	11	5	4	1.4
No	210	95	218	98.6
Total	221	100	221	100

Source: Households survey in Dodoma, May 2023

Msalato Ward Executive Officer (WEO) was engaged in public hearing when she was serving in another ward (Nzuguni) found within the city; yet her understanding about master plan was little as she couldn't know exactly the master plan timeframe and the time it was endorsed by Ministry of Lands, Housing and Human Settlement Development. The Madukani Ward Executive Officer (WEO) had a copy of the master plan brought to her by the Human Resource Officer (HRO) of the Capital City of Dodoma (CCD) however, the referred document showed the organisation of daily duties of the ward (work plan) but not the city master plan. These results from two sub cases show that master plan was little known even by local officials who were supposed to cooperate with the Capital City of Dodoma (CCD) to educate landowners and general community about it. This suggests that awareness campaigns to grassroots leaders to increase awareness which may have positive effect to the implementation of master plan. The Capital City of Dodoma technocrats paid less attention on educating landowners about master planning especially letting them know what was earmarked in the plan and their future implications on the way of life as well as livelihoods. Lack of awareness was proved by pair of questions from the Focus Group Discussion participants at Madukani and Msalato ward who said that;

After all what is the master plan? Please describe what does it mean? We don't have such a plan here! Actually we are not aware about master planning; we never see it. We are not aware may be we will get education today about master planning from you (researcher).

The response of FGD members justifies limited awareness about master planning and proves that community participation was poor. Besides, the FGD members were aware about the regularization project conducted at Msalato ward as they claimed that the private planning firm engaged the community through a couple of public hearings. The response showed that they were satisfied with

participation which was conducted by the urban planning firm during regularization exercise but not the Dodoma master planning process. This perhaps because the regularization process involved a series of public hearings and consultations that raised awareness of the community which is not always a case to a master planning process that is mostly done once and for all. The Senior Town Planning Officers at the Ministry of Lands, Housing and Human Settlements (MLHHD), Town planner of the Capital City of Dodoma and Regional Town Planning Officer (RTPO) said that landowners and local communities attended public hearings without understanding and preparedness of the issue on board. Community members got information right to the meetings and at the same time were required to contribute. Lack of knowledge led to present issues like land and plot boundaries conflicts, water and electricity rationing and the like during public hearings. This depicted limited understanding of the master planning concept among majority landowners. One member of the technical staff of master plan taskforce said that master plan lack publicity because there is no continuous education provision such as through radio, television, brochures and concerts. It was reported that since the inauguration of the Dodoma master plan the Capital City of Dodoma (CCD) had not convened city consultative meeting to discuss about how to collaborate to implement the Dodoma master plan of 2019. This implies that master planning is a one-time activity which is against the collaborative planning theory which emphasises on having equal understanding between parties on the issue on board and ignorance should not be allowed to interfere the communication among stakeholders (Tewdwr-Jones & Allmendinger, 1998).

4.4 Transparency

About 100 percent of the landowners at Madukani and Msalato wards said that the Dodoma master plan was not put on the noticeboard to allow them to scrutinize and give comments. This is contrary to *Section 12 (1) of Urban Planning Act (UPA) No 8 of 2007 that stipulates draft master plan to be published in local newspapers or other means for the sake of collecting public opinions*. This indicates that despite the law stipulates, the master plan was not put on the noticeboard in order for people to scrutinize and give comments. One of Focus Group Discussion participants at Madukani and Msalato ward added that technocrats did not share the master plan to the community perhaps because it had to do with technical issues and landowners and community were regarded as laypersons because were not capable to influence it. Likewise, the Focus Group Discussion participants mentioned that the public hearing agenda was neither shared nor a copy of the master plan put at the Ward Executive Office (WEO) noticeboard. They claimed that technocrats did not notify community members the progress of the master planning process even after the master plan was endorsed by the Ministry of Lands, Housing and Human Settlements Development (MLHSD). The practices of technocrats at the Capital City of Dodoma was opposing the Ladder of Sherry Arnstein Citizen of Participation and collaborative planning theory which underpins openness and inclusiveness during planning process (Namangaya & Mushi, 2019; Tewdwr-Jones & Allmendinger, 1998). One of the taskforce officials said that, it was instructed to the Capital City of Dodoma (CCD) to display the master plan documents in all wards and selected centres and posts the same to the CCD websites for easy access by stakeholders. He added that transparency was guaranteed; relevant pieces of the document were displayed to the Ward Executive Officer (WEO) offices for public comments. However, master plan was partially accessed based on responses made by majority of landowners at Madukani and Msalato wards which implies the discrepancies between what is instructed by law and regulations, high officials, and the actual practices. Majority of landowners had limited information about master planning and access to the same was not easy. The results concur the study by Nunbogu et al., (2018) who underscores that the practices of technocrats especially town planners should change from government to governance—shift from development decision making to actors and facilitators of community residents initiatives.

The Hon. Mayor said that landowners and community members were supposed to access the master plan at the Capital City of Dodoma (CCD) office which implies that transparency was low as

landowners had no way of accessing information about master plan apart from going physically at the CCD office which could be inconvenience to majority of local community. It was mentioned by city town planner and technical staff of master plan taskforce that there was no participatory mapping to landowners to show exactly what is proposed on their land. Landowners were only engaged to propose their opinions through hardcopy maps printed in a small scale and then displayed during public hearings which was reported to be not enough for landowners to orient and understand land use proposals. The Hon. City Mayor said the endorsed copy of the master plan was shared to some offices but not to landowners and local community because they had less influence to change the plan. This incident indicates that the master plan was centralised to the technocrats. The Registrar of TPRB said that the access to master plan is difficult as the planning authority hasn't shared whether a hard copy or softcopy in the city website. Lack of transparency is perhaps the reason which intensifies incompletion of the master plan as landowners lack information and proper guidance from technocrats.

Moreover, according to field observation the master plan was neither found at Madukani and Msalato Ward Executive Office nor Mtaa office. Taking into account that master plan was prepared four years (4) back, it was expected at least land use maps would be displayed at the WEO's offices in order to assist orienting landowners and community but it was not the case. This contributed even the ward and Mtaa leaders to be unaware of how the master plan looks like. Generally, it was revealed that the master plan was hardly shared at ward and Mtaa level and to the general community. Lack of transparency is among the prominent institutional barriers towards effective stakeholders participation in master planning and implementation as technocrats tend to withhold information for their self-interests (Enserink & Koppenjan, 2007; Follador et al., 2020; Nnkya, 2007). However, the success of participatory planning among other factors depends largely on transparency and democracy (Yuan et al., 2020).

4 Conclusions

The essence of participatory planning is planning with people not planning for them. No matter how good plan may be, a plan without proper communication with key stakeholders cannot effectively be implemented. The policies and the laws in Tanzania emphasise stakeholders' participation, yet there was low level of facilitation from officials from the Capital City of Dodoma which resulted to lack of extensive stakeholders' participation. Majority of stakeholders were not properly mapped, informed and aware, and openness was not ensured. The use of invitation letter and advertisements could be logical if majority of landowners and community members were informed and aware about the Dodoma master plan; unfortunately it was not the case as master plan lack publicity from the community. Ineffective stakeholders mapping, lack of information, awareness, and openness to local community counter-argue on *the Collaborative Planning Theory* and *Arnstein Ladder of Citizen Participation Model* which emphasise on effective communication and power balance as pillars of stakeholders' participation. Ineffective communication likely affected the output of the Dodoma master plan of 2019.

In order to have effective communication an improvement of information dissemination through Mtaa chairpersons, social media, websites, telephone call and text message can be adopted. Mtaa Chairpersons should be capacitated to make sure information reach to the household level. Grassroots leaders— ward and mtaa leaders should be targeted stakeholders by the Capital City of Dodoma in order to communicate master plan to residents. By so doing the proposed master plan may be trusted and implemented especially when local diverse interests on land uses are taken into account. In order to increase transparency, the master plan should be uploaded in the CCD website so that the interested people may access it through electronic devices. Besides, continuous awareness campaigns through education campaigns, concerts, brochures, placemats, radio and television will increase awareness to community about master planning and implementation. There is a need to

conduct more awareness campaigns at grassroots level as majority of community members were not aware about master planning. Furthermore, there must be an *independent agency* to carry out the planning, implementation, monitoring and evaluation of the master plan. The well capacitated independent agency is anticipated to have much time to deal with stakeholders and make sure master planning process is more democratic and proposed land uses is mutually agreed among multifarious stakeholders.

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