

Critical Services for People: Governance Challenges of Emerging Urban Centers during Rural-urban Transformation



1. Introduction

In its simplest interpretation governance is a process of making decisions and ensuring implementation of the decisions made. Policies and procedures are some of the tools that guide the decision making process. In this policy brief, the concept governance practices is used to portray an inclusive broad view of governance; by not just focusing on the government decision-making system but to include decision-making and implementation practices by private entities as well. Private entities may include business associations, non-governmental organizations, and faith-based organizations. Specifically, the policy brief examines governance practices in the process of rural-urban transformation,

where rural villages transform into Emerging Urban Centres (EUCs)¹.

EUCs are important geographical spaces with potential for a positive rural-urban transformation, however this is often unexploited by the local government authorities. Through immigration and mobility, EUCs create rural-urban linkages that contribute to the development of agricultural product markets, markets for consumer goods, business and business networks

¹ EUCs are rapidly growing (demographically and economically) settlements/built-up areas that are generally not acknowledged formally, as urban entities but are involved in an administrative process in which they form part of a larger entity that is about to be given urban administrative status as a township (see also RUT Policy Brief No. 1).

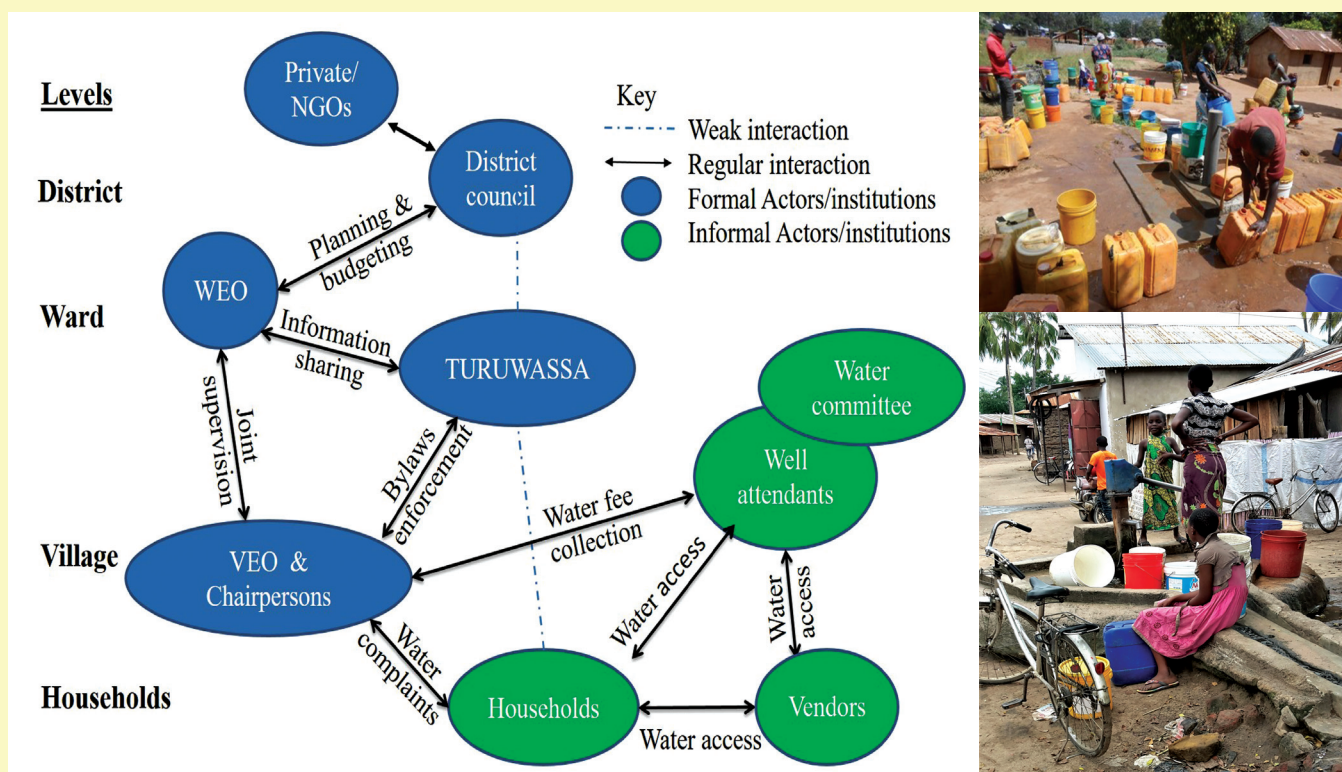


Figure 1: Institutions and actors for water governance in Madizini village. Source: Kironyi 2020

development, and access to critical social services such as domestic water provision and solid waste management.

The growth and densification of EUCs and their transition from rural to urban, have implications for planning of service provisions, not least water supply and waste collection.

Rapid growth of EUCs, have led to unforeseen governance opportunities and challenges worth to be uncovered. This policy brief therefore highlights governance structures and practices in EUCs studied by the RUT project during the period from January 2015 to May 2020. The project focussed on the four EUCs of Ilula (Kilolo District), Madizini (Mvomero District), Kibaigwa (Kongwa District), and Igowole (Mafinga District). The aim of this policy brief is to identify how governance practices (public and private) related to domestic water and solid waste management have developed in the processes of rural-urban transformations.

2. Institutional reforms during the rural-urban transformation

Many rural villages in Tanzania are spontaneously transforming from rural villages into EUCs and some are designate for official transformation to formal urban entities (townships) by the local government, the districts. Factors influencing the rapid transformation are many and varied, but the most important are development of crop value chains (markets or manufacturing), and physical location e.g. by a 2 Other categories of water resources uses as per the 2002 national water policy are; livestock, agriculture, industry, mining, energy, fisheries, environment, wildlife and tourism, crossroad or highway. The designated areas for official transformation to township authorities often include relatively more urbanized (more developed) and rural (less developed) areas. The dual character and the often lengthy transformation process are important factors to bear in mind while discussing the governance practices in EUCs. Particularly because

governance practices and structures regarding domestic water and solid waste management are quite different for rural and urban settings. Kibaigwa and Ilula both have township authorities in place. Madizini and Igowole on the other hand are examples where the township authority is yet to be put in place – as illustrated by the lack of township authorities in Madizini (see Figure 1).

Delays in implementing township administrative status have negative impacts on urban planning, in relation to domestic water provision and solid waste management.

3. Governance practices for domestic water supply

Governance practices for domestic water supply are guided by the national water policy of 2002 revised from the 1991 version². Evident in the 2002 revised policy is the change of the framework for planning investment, operation and management from being sole responsibility of the central government to more beneficiary participation. Categorically as well, there is a very clear distinction on the governance and structures, stipulated in the national water policy for urban and rural areas. While for rural areas governance practices have a community-based framework with a wide range of stakeholders' involvement; for urban areas financially autonomous water authorities with a private enterprise framework is stipulated. In practice, given the dual character (rural-urban) of the EUCs, there is limited distinction in the domestic water services provided since the two frameworks are combined.

A good example is in Madizini, yet to be formalized as a township (see Figure 1). In areas designated as EUCs (e.g. streets of Barabarani, and Mji Mpya, see Figure 2) urban water authority, Turiani Urban Water Supply and Sanitation

² Other categories of water resources uses as per the 2002 national water policy are; livestock, agriculture, industry, mining, energy, fisheries, environment, wildlife and tourism, forestry and bee keeping, navigation and trans- boundary water resource.



Public collecting point for domestic water, Madizini

4. Governance practices for solid waste Management

Rural-urban transformation from villages to EUCs, not only increases volume of solid waste but also the composition of the solid waste. In villages (rural) solid waste is largely of organic composition including crop residues, animal waste and weeds. In EUCs industrial waste including plastics and other toxic materials are more dominant.

Governance practices for solid waste in EUCs are supposed to include collection and disposal. However, in general there are very limited efforts into this apart from a few private waste collection initiatives. These initiatives are often limited to the main waste generation points – shop/business locations and the market places – from which waste is

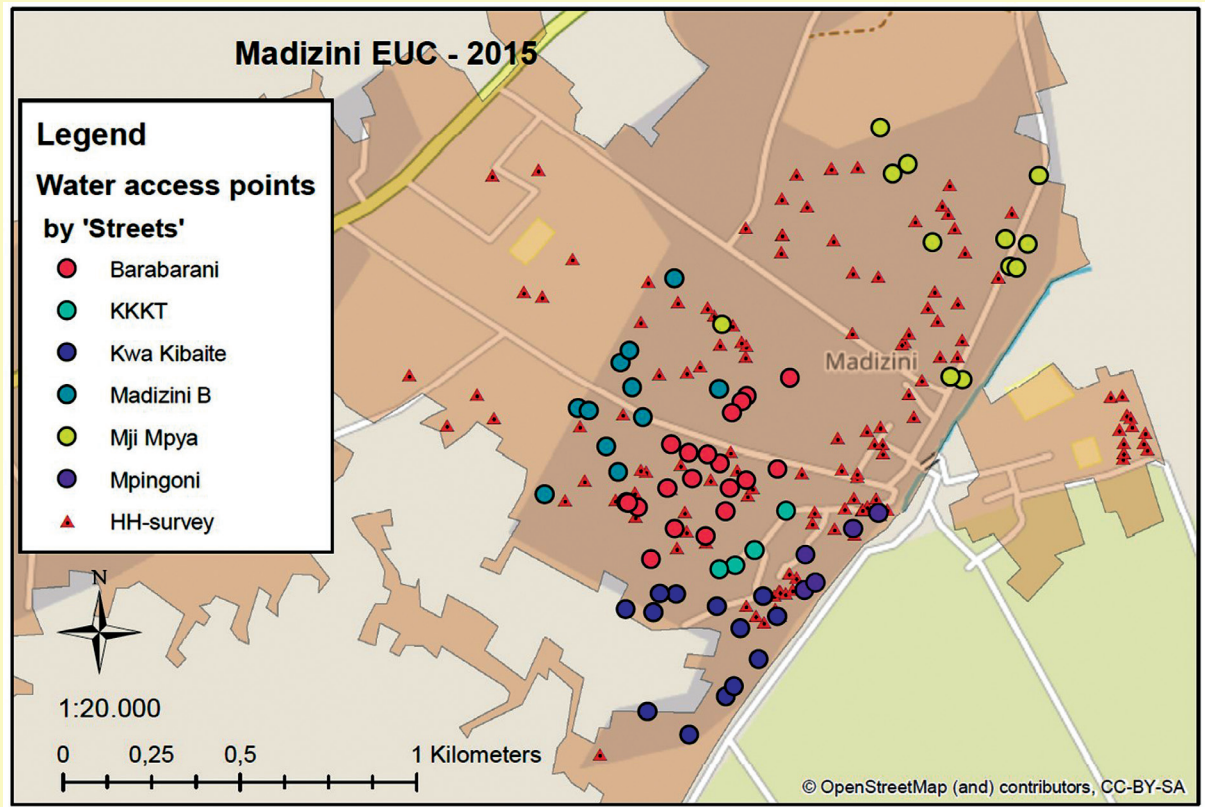


Figure 2: Dominance of wells in the old settlement area. Source: Kironyi 2020

Authority (TURUWASSA), provide domestic water to residents through water taps either located on residential compounds or inside residential houses. Whereas, in streets which are more rural or non-EUC, for example Kwa Kibaite and Mpingoni, the most prominent domestic water access are water points from protected wells and boreholes (see photo below).

These governance practices are adopted to the rural framework in accordance with the 2002 water policy. Village water committees are responsible for the wells, which are the main source for about 70% of the households. Domestic water service providers are many, including government, faith based, and non- governmental organizations. Clearly defined governance practices among water providers are important for addressing the challenges regarding the scarcity of domestic water supply because of fast growing populations in the EUCs.

Solutions on waste management challenges of the EUCs, depends on public awareness, and support from local authorities on implementation of waste management laws

transferred to dumping sites. Thus, waste collection initiatives are often favoring the relatively new and well-planned residential and business areas. Household waste in the older and unplanned neighborhoods is predominantly disposed in open burning pits, buried in pits, or disposed in unofficial dumping sites (see Figure 3 and photo next page). Despite high composition of organic waste generated from rural areas at markets and crop processing factories little recycling of waste is taking place in EUCs.

The inadequate practices of waste management has negative implications for the protection of environmental resources, human health and the economic environment

Three factors are challenging the current waste management practices within EUCs: the level of administrative transition, including planning and budgeting; settlement patterns (accessibility) and land availability (plot size and waste disposal sites); and uncoordinated institutional arrangements.

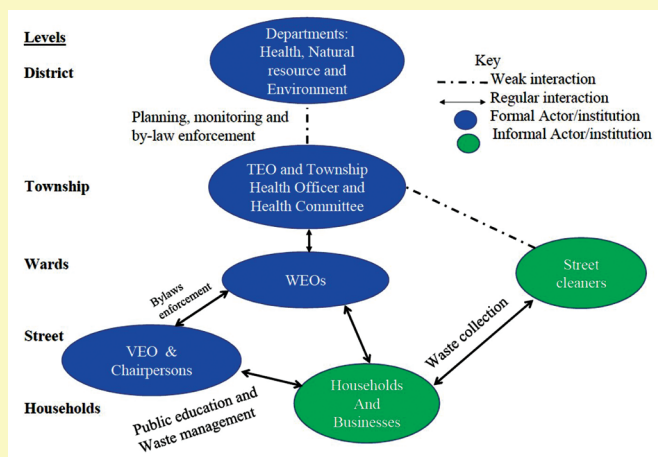


Figure 3: Actors and institutions for solid waste management in Ilula Township. Source: Kironyi 2020



Waste dumping at unofficial dumping sites, Madizini

5. Development and policy implications

A clear distinction of governance practice and structures for rural and urban development is a challenge for the EUCs' transformation process. Governance practices (public and private) in relation to domestic water and solid waste management do not keep pace with the processes of rural-urban transformation. The complexity of the governance practices and structures in the EUCs (mix of urban and rural

frameworks) create a challenge in defining accountability and claiming responsibility for domestic water supply and solid waste management for improved livelihoods. Involvement of the private institutions requires an explicit framework defining responsible structures and practices. The time it takes for an EUC to transform from village status to a township is undefined. This create speculation and uncertainties among residents as well as investors, undermining the potential opportunities for further growth of the EUCs.

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Front Photo: Domestic water infrastructure, Igowole EUC (left), Unofficial waste dump, Madizini EUC (right)

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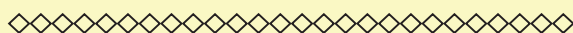
Related readings:

Kironyi, L. (2020) The role of governance practices related to land, water and solid waste in supporting the transformation of emerging urban centres. PhD-thesis submitted January 2020 to Sokoine University of Agriculture and University of Copenhagen (pp. 286).

Lazaro, E., Agergaard, J., Larsen, M. N., Makindara, J. and Birch-Thomsen, T. (2017). Rural transformation and the emergence of urban centres in Tanzania. IGN report October, 2017. Copenhagen : Department of Geosciences and Natural Resource Management, Faculty of Science, University of Copenhagen. 30pp.

Lazaro, E., Agergaard, J., Larsen, M. N., Makindara, J. and Birch-Thomsen, T. (2019). Urbanization in rural regions: the emergence of urban centres in Tanzania. The European Journal of Development Research, 31(1): 72-94.

United Republic of Tanzania (URT) (1997) National Land Policy. (2nd ed) Ministry of Lands, and human settlement Development DSM Tanzania
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Responsible Institutions

Sokoine University of Agriculture and University of Copenhagen
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