

Influence of Landholders' Traits on Implementation of Neighborhood Layout Plans in Minor Towns: A Case of Mlowo Township, Songwe

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Abstract

Landholders are the primary stakeholders in preparation and implementation of the neighborhood layout plans. Different legal documents recognize their stake in making sure the plans are prepared and implemented on the ground. Thus, these plans are prepared in urban areas of which the legal documents provide the planning approaches and space standards for guidance. However, the same planning approaches and standards are used in both major and minor towns while landholders between the two have different traits leading to unrealistic planning process and poor implementations of the prepared plans in the minor towns. Literature reveals that landholders in minor towns possess unique traits or characteristics which differentiate them from those in major urban centres. This paper therefore, reports on the influence of the traits of landholders in minor towns on implementation of the prepared neighborhood layout plans. This was done with the help of two specific objectives, first identifying the nature of the landholders in minor towns and second, comparing the response of the landholders to different plans' implementation stages. The assessment was conducted with the help of crosstabs whereby different selected traits such as income, education, and awareness were cross-tabulated with aspects of plan preparation and implementation process, including surveying of plots, participation in plans preparation, services provision and title deeds acquisition. The results reveal that there is a significant relation between traits of land owners and developers and there is failure of implementation of the prepared layout plans in minor towns. Then, thinking on reversing the situation in these settlements should go simultaneously with strong strategies to transform the community living in minor towns so that they are exposed to the planning and land development process.

Keywords

Minor Towns, Landholders, Neighborhood Layout Plan and Tanzania

1. Introduction

Tanzania is one of the countries in Africa using urban planning approaches that target a multiple stakeholders' involvement through an application of communicative platforms and inclusive structures for decision making in planning process (Namangaya & Mushi, 2019). Out of many stakeholders included in the approach, land owners and developers are among of them. These are the primary stakeholders for the preparation and implementation of the detailed planning schemes, such as Neighborhood Layout Plans (NLPs). The guidelines and regulations for preparation of the detailed planning schemes in urban areas (MLHSD, 2007; URT, 2007) put forward the major current challenges affecting implementation of these plans. Some of the pointed-out challenges are poor stakeholders' involvement in plans preparation stage, poor coordination of the land developers and utility agencies, lack of awareness among the stakeholders on the existing plans on their respective land, lack of enough resources to secure land for public use and carrying out cadastral plans. These challenges are speculated focusing on both major urban centres and minor towns.

Maruani and Amit-Cohen (2011) argue that while planning authorities have the power to approve the prepared NLPs, determination of plots sizes, density, timing, and spatial distribution of land development remains on the hands of the landholders. Moreover, the legal documents governing urban planning give the mandate of landholders to initiate the preparation of the NLPs (URT, 2007). The URT (2007) states that: "*A landholder may prepare a detailed planning scheme on his land so long as it conforms to the general planning scheme*".

Cities in the world apply planning standards which are governed and regulated by legal and administrative framework. These are the norms for land use planning in formal planning system (Wakuru & Majani, 2005). In Tanzania like other many countries in the world, these standards are negotiable for being adopted in a particular planning area. This portrays stake of landholders in determining and agreeing on adoption of technology and space standards in the planning process. However, their views, perspectives, and level of inclusiveness in decision making depend on the characteristics of these people, being urban or rural in character. The way they think of the new planning technologies, education level, ethnicity or cultural beliefs and economic activities are found to determine their level of involvement in NLP preparation and implementation process. As the nature of land owners and developers in minor towns are not similar to those in major urban centres, and they have different traits, the former cannot cope with the planning process leading to failure of plan implementations.

For example, due to poor understanding of majority of the landholders in

minor towns, few and top actors are still the key decision makers in NLP preparation and implementation process. The situation then receives negative response in majority of the landholders in these settlements of which development of plots in the NLPs is contradicting to the recommended planning standards in the areas (Ole-Mungaya, 2016). Moreover, the demand of the landholders in minor towns seems to be contradicting with those of the major urban centres. Therefore, adopting the normal standards by the responsible planning authority might not be realistic. Therefore, this study has focused to answer the question of what and how the traits or characteristics of landholders (education, income, economic activities and awareness) influence the failure of implementation of the prepared neighborhood layout plans in minor towns.

2. Literature Review

2.1. Nature of Landholders in Minor Towns

Landholders form a crucial part of stakeholders having the stake in NLPs' preparation and implementations. According to Mohsen (2012), most of indigenous landholders found in minor towns have the notion of rurality (rural characteristics) with technological barriers in the planning process. These residents believe in ancient historical background they had and are part of valuable cultural landscape. They also lack public awareness which always challenges their transformation to make them adopt a new way of urban life in a planned neighborhood. In respect to this, Cohen and Pettit (2019) argue that knowing who lives and has lived in a neighborhood is the first and earliest step in tracking neighborhood changes. An understanding of the people and households in the settlement provides a baseline for any analysis and can reveal the potential risk for a neighborhood change. For example, specific groups such as households with low incomes, renters, elderly households, and people with low levels of formal education, are likely to be at higher extent of diverging from what has been proposed on the specific planned or sometime surveyed NLPs. Also, the Authors identify factors such as race and ethnicity of the community members, their income level, affordability of the planned plots, education, age and household type to have the contribution in the neighborhood change.

Idrisa et al. (2012) argues that education is capable of giving community the power to voice out their views, express their potentials within which lead to the successive implementation of the prepared NLPs. This is also supported by legal policies in Tanzania such as Human Settlements Development Policy of 2000 which states how the information about settlements' plan preparation is important. In this aspect it is found that acquiring adequate and reliable information on human settlements is important in developing workable solutions to the implementation of the NLPs.

2.2. Role of Landholders in Plans' Implementation Process

Different legal documents guiding preparation and implementation of the pre-

pared layout plans are inclusive of the landholders. This is the result of participatory planning approach adopted in Tanzania which recognizes the inclusiveness of the grassroots stakeholders such as landholders in plans preparation and implementation (Viña, 2015). As made clear in the legal documents such as The Urban Planning Act of 2007, plans' implementation process comprises stages which are plan approval, plots surveying, survey plan's approval, services provision, plots selling and allocation, acquiring of the building permit, plots development, and monitoring of the development. Moreover, the documents with the support of many literatures portray the stake of landholders in achieving most of these implementation processes through public hearing and consolidative meetings, financing some of the implementation stages, land acquisition for public uses, and monitoring the development.

Public participation is considered as potential benefit for the layout plan's preparation and implementation. Said and Hiroko (2019) argues that major reasons for why many projects have not been effectively achieved is the result of ignoring the grassroots stakeholders such as landholders in development process. Allowing them to take part in the plan preparation and development process promotes their self-awareness and confidence, enabling them examine their problems and think positively about the solutions. Furthermore, URT (2007) argues that landholders are among the stakeholders that should be consulted during plans preparation and implementation. They are pointed out as the stakeholders who are also affected in NLP preparation and implementation projects, leaving out private and public institutions, community-based organizations, and non-government organizations. This is done in mainly two stages including stakeholders meeting where all stakeholders are gathered by the planning authority for awareness creation about the planning project, and the public hearing which involves making the plan available to the community for them to provide opinions for approval. However, due to lack of knowledge on the planning requirements, most of the landholders are severely blocked in the process. This is contributed by low level of education among most of the landholders in the planning areas, including little understanding on the land laws (Theting & Brekke, 2010).

Also, the planning authorities adopt public-private partnership which comprises the landholders in financing the plan's preparation and implementation process (Said & Hiroko, 2019). Through project financing, the landholders are required to pay the costs for plan preparation, plots surveying, acquiring the building permit, etc. Another financing mechanism undertaken by the landholders is through land contribution for public uses such as infrastructures and other services. This is enacted using the established land contribution ratio developed through consultative meetings (Dhimal, 2022). However, most of the landholders are limited by their income level and limited ability to absorb technical information that rely to them in order to enhance their participation in the process.

Furthermore, the landholders are playing great role in monitoring development and making sure all developments conform to the prepared layout plans. In the minor towns this is affected by the nature of landholders. Individual characteristics of the landholders such as number of household members, income level, etc. have the influence on response of the landholders in project financing. For instance, [Naiposha \(2019\)](#) in his research reveals that most of the land owners who acquire the land through inheritance adhere to the prepared plans. Most, households with the minimum of 5 to 8 members also adhere to the prepared plans while most of those with the month income ranging from T.Sh 2,000,000/= to T.Sh 4,000,000/= had the highest percentage of non-adherence to the prepared plans.

2.3. Planning Space Standards for Neighborhood Design

Cities in the world apply planning standards which are governed and regulated by legal and administrative framework. However, the planning standards have been defined by [Wakuru and Majani \(2005\)](#) as norms for land use planning in formal planning system. Moreover, the standards were originated from change in socio-economic and investment aspiration needs in urbanization and industrialization production processes in the 19th century in Europe.

Moreover, the planning standards are negotiable for being applied in the particular planning area. This means that planning authorities, community and other stakeholders within an area of application have an ability to decide on standards to be used in governing land use planning in their areas. This is revealed in different literatures including [Wakuru and Majani \(2005\)](#), [Ole-Mungaya \(2016\)](#) and the [URT \(2007\)](#). However, in minor towns the development and applicability of the standards have been observed to be of top-down approach. This is due to poor understanding of majority of the community members in the settlements whereby only few and top actors influence the process. The situation receives negative response in majority of the landholders in these settlements through developing the plots which are contradicting recommended planning standards in the areas. Moreover, the demand of the local owners and developers in the minor towns seems to be contradicting with that of the major urban centres therefore, adopting the normal standards might not be realistic.

In Tanzania as other countries in the world do, there are space standards for facilities or residential plots provision at the neighborhood level which act as the guiding principles during neighborhood layout plan's preparation and implementation. This means that these standards should be adhered during plans preparation and implementation. [Table 1](#) and [Table 2](#) summarize the standards of plot sizes and infrastructures in Tanzania.

3. Research Methodology

The study adopted descriptive research design of which data collection techniques involved case study, interviews, observations and surveys. The study was

Table 1. Standards for residential plots in a neighborhood design.

Plot Type	Standards		
	Recommended Size (m ²)	Max.Plot Coverage	Max.Plot Ratio
High Density	301 - 600	60	2.0
Medium Density	601 - 800	55	1.5
Low density	801 - 1200	50	1.0
Super Low density	1201 - 2000	45	0.7

Source: Government Notice No. 93 published on 9/3/2018.

Table 2. Space standards for carriageways and right of ways at neighborhood level.

Type	Standards	
	Right of Way (metre)	Carriageway (metre)
Local distributors	20 - 30	5 - 6
Access Road in Residential area	15 - 20	4 - 6
Access Road in Industrial area	15 - 20	4 - 6
Access roads in shopping streets	15 - 20	10.0
Cul-de-sac	10	5
Pedestrian access	5	2

Source: Government Notice No. 93 published on 9/3/2018.

conducted in Mlowo township as a case study that is found in Songwe region, Tanzania. Mlowo township is one of the two townships found in Mbozi district in Songwe region. The township has a total of four sub-wards which are Mlowo, Ivwanga, Nambala and Mbimba as shown in **Figure 1**. It has the total coverage of 6839 Ha which is equivalent to 2.01% of the total district area in the region. The Township has a total of 66,446 people of which 31,154 are females and 35,292 are males (NBS, 2022). Furthermore, there are 17,920 households in the township with an average household size of 3.7 persons.

Primary data collection methods through interviews were employed in the case study. The interview guidelines used were both open and closed-ended questionnaires of which the open-ended questionnaires were used to guide interview with officials such as Town Planner, Land Officers and Surveyor while closed-ended questionnaires were used to guide the interview with the landholders. The data includes socio-economic information of the landholders, including their level of education, income level, economic activities, community awareness and social ties or cultural background. Other collected data were status of survey of the plots, landholders' participation in implementation processes and their level of satisfaction on plans preparation and implementation process in the township. Open Data Kite (ODK) was a tool used for data collection. The sample size was 87 landholders that was obtained by using Cochran formula for finite population;

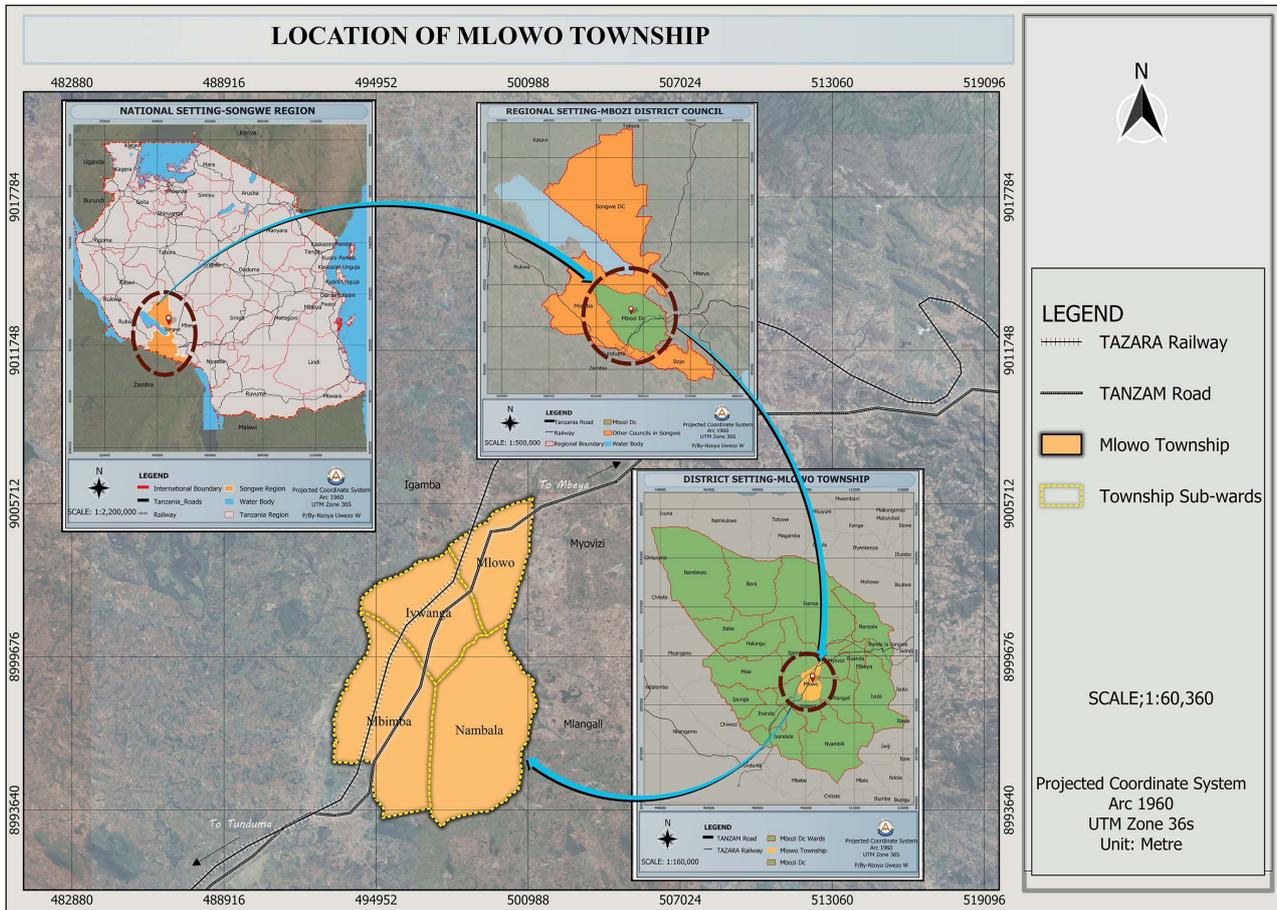


Figure 1. Location of Mlowo township in Songwe region. Source: Ward and sub-ward administration boundary shapefiles by NBS.

$$n_o = z^2 p(1-p)/e^2 \quad \text{equation} \quad (1)$$

$$n = n_o / (1 + (n_o - 1)/N) \quad \text{equation} \quad (2)$$

whereby: n is the required sample size, n_o is required return sample size according to Cochran’s formula, P is the percentage occurrence of a state or condition, e is the percentage maximum error required, Z is the value corresponding to level of confidence required and N is the ward population size

$$n_o = 1.96^2 \times 0.7(1-0.7)/0.05^2$$

$$n = 322.6825 / (1 + (322.6825 - 1)/66,446)$$

$$= 321.1231/3.7 = 87$$

With limitations on the ground, a total of 81 landholders were interviewed in Mlowo township. Also, the interview was conducted to the officials such as town planners and land officers of the council. Thereafter, the cross tabulation was done with the help of Statistical Package for the Social Sciences (SPSS) software to assess how these collected data correlate one another.

4. Characteristics of Landholders in Mlowo Township

Characteristics of landholders in Mlowo Township are discussed in-terms of four aspects. These are namely: landholders' education level and layouts implementation; landholders' income level and layouts implementation; landholders' economic activities and layouts implementation; and landholders' awareness and layouts implementation.

4.1. Landholders' Education Level and Layouts Implementation

The level of education of most of the indigenous plot-owners and developers in Mlowo township was found to be the challenge toward successful implementation of the layout plans. Through the interview done with the landholders in Ivwanga, Nambala and Mbimba sub-wards revealed that only 16.05% of the respondents studied up to university and college level while 25.93% of them reached secondary level. The large group of people in these sub-wards is occupied by those who have primary education and who are illiterate (not attended to school) whom in total covers 58.03% as shown in **Figure 2**. Having majority of the landholders who are not well educated creates large number of passive participants in implementation stages of the layout plans in Mlowo township. They are then possessing low knowledge on various planning procedure and techniques. Moreover, Quoting the discussion with the district Town Planner: *"The big challenge in Mlowo township toward implementation of the prepared layout plans is that most of the community members are locally in nature, born here and live here they do not experience development of other urban centres in the national since are immobile. Only those whose children get chance to reach high education level in well-designed urban centres are the one who tries to copy with the prepared plans"*.

The cross tabulation done between education level of the landholders and their participation in the layout implementation process reveals that 50% of the landholders who did not attend school participate in plans preparation and implementation process through attending the land clinics (consultation meetings) while the remaining 50% of them do not participate at all. Most of those whose level of education is primary school, who composes the majority of the land holders in Mlowo are non-participants in layout preparation and implementation process. However, the situation is contrary to those whose level of education is college and university. Most of the landholders in this group were found to have positive participation in preparation and implementation of the prepared layout plans as seen in **Table 3**.

4.2. Landholders' Income Level and Layouts Implementation

Income of the majority landholders in Mlowo township was observed to be another trait that influence the implementation of the prepared neighborhood layout plans. The township has majority of landholders with the income range of T.sh 50,000 - 300,000/= per month. This group covers approximately 52% of the

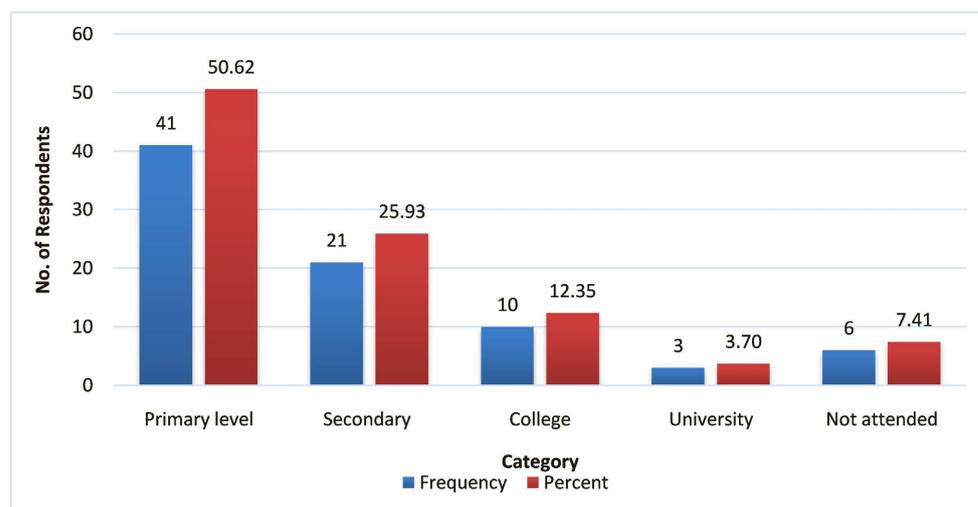


Figure 2. Level of education of Landholders in Mlowo Township. Source: Fieldwork, 2023.

Table 3. Landholders' education level versus participation in implementation process.

Participation Means	A. Not Attended School		
	Frequency	Percentage (%)	Remark
Attending land clinics	3	50	Those who did not attend school are observed to lack knowledge on planning procedures and technique hence have passive participation in the process.
Paying required costs	0	0	
None	3	50	
Total	6	100	
B. Primary school level			
	Frequency	Percentage (%)	Landholders with primary school education are majority in Mlowo township and are the leading non-participants in the process. This is due to the fact that there is no education provided about land development at Primary level.
Attending land clinics	13	32	
Paying required costs	3	7	
None	25	61	
Total	41	100	
C. Secondary School Level			
	Frequency	Percentage (%)	The large number of landholders in this group has also passive participation (attending meetings) but few of them participate by paying required costs for implementation proves such as surveying costs.
Attending land clinics	15	71	
Paying required costs	2	10	
None	4	19	
Total	21	100	

Continued

D. College and University			
	Frequency	Percentage (%)	Most of the colleges and universities to where these group attended are at major urban areas which provided the chance to them to wipe aware their ethnicity and cultural believes on land development hence became modernized to support the new technology of plans preparation and implementation.
Attending land clinics	8	62	
Paying required costs	3	23	
None	2	15	
Total	13	100	

Source: Fieldwork, 2023.

total landholders in the township. The other income groups were those with less than T.Sh 50,000/= per month (12.35%), T. Sh 300,000 - 1000,000/= per month (32.10%) and those having an average income of above T.Sh 1000,0000/= per month (3.7%) as shown in **Figure 3**.

According to Numbeo (2023) the standard cost for the person to afford living in Tanzania is estimated to be an average of T.Sh 1.1 million per month. Therefore, by subjecting the income of people in Mlowo township means only 3.7% of them have an income of T.Sh 1.1 million and above. With this case, the remaining 96.7% of them are struggling to manage the daily needs and serving nothing that could make them able to afford the sold planned plots by the planning Authority. The consequence of this is that majority of the landholders buy plots informally among themselves and not from the Authorities. Buying and selling plots informally creates high chance of disobeying what has been proposed on the prepared neighborhood layout plans. **Table 4** reveals that there is a significant relationship between the landholders' income level per month and aspects of plans' implementation such as participation in plans' implementation, plots surveying status, satisfaction of the plot owners on their plot's sizes and agent to whom that buy the plot. For instance, 42% of landholders with income less than T.Sh 50,000/= only attend land clinics, no one among them who participate through paying costs and 58% of them do not participate at all in implementation process. This portrays the passive participation of the landholders in Mlowo township especially those who are low-income earners.

4.3. Landholders' Economic Activities and Layouts Implementation

Majority of the landholders residing in Mlowo township depend on agriculture for their daily survive. The interview done with the landholders in three sub-wards (Ivwanga, Nambala and Mbimba) revealed that 45.7% of the total sampled population are farmers while others are in formal businesses (19.8%), informal

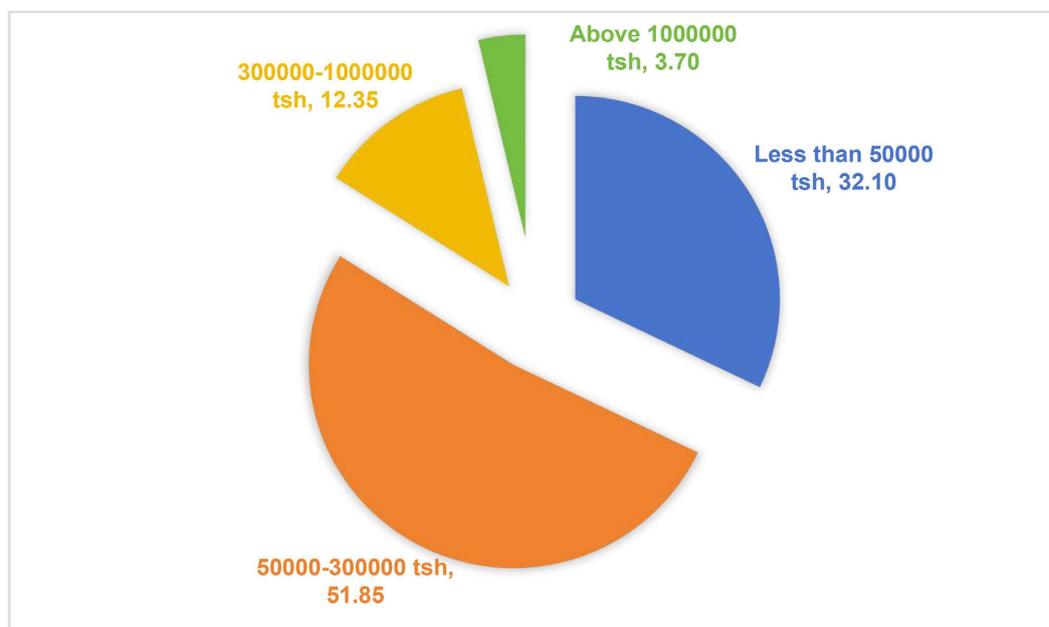


Figure 3. “Income level of the Landholders” in Mlowo Township. Source: Fieldwork, 2023.

Table 4. Influence of Landholders’ income level to NLPs implementation processes.

A. Participation in Plans Implementation in Percentages				
Income Level per Month	By Attending Land Clinics	By paying implementation costs	None	Remark
Less than T.Sh 50,000/=	42%	0	58%	Majority of the land holders with income range below T.Sh 50,000/= to 300,000/= have passive participation in the process compared to those with Above T.Sh 1000,000. However, yet those with high income in Mlowo do not attend the meetings (clinics) as they claim to be too busy to attend.
T.Sh 50,000 - 300,000/=	51%	12%	37%	
T.Sh 300,000 - 1000,000/=	67%	22%	11%	
Above T.Sh 1,000,000/=	0	33%	67%	
B. Plot surveying status				
Income Level per Month	Surveyed	Not Surveyed		Majority of the landholders with income range of T.Sh 300,000/= to 1000,000/= their plots were found not surveyed. This was contributed by a good number of this group are not taking part in different consultative meetings done to mobilize the community in surveying their land.
Less than T.Sh 50,000/=	62%	38%		
T.Sh 50,000 - 300,000/=	56%	44%		
T.Sh 300,000 - 1000,000/=	33%	67%		
Above T.Sh 1,000,000/=	0	100%		

Continued

C. Satisfaction of the plot owners on their plot sizes

Income Level per Month	Satisfied	Not satisfied	
Less than T.Sh 50,000/=	62%	38%	Majority of the landholders with an income of above T.Sh 300,000/= are not satisfied with their plot sizes. This was pointed out by majority of them to why were not taking any step to register their plots as they were looking themselves not permanent occupiers of their plots.
T.Sh 50,000 - 300,000/=	56%	44%	
T.Sh 300,000 - 1000,000/=	33%	67%	
Above T.Sh 1,000,000/=	0	33%	

D. Agent used to buy the plot

Income Level per Month	Indigenous Owners	Local government	
Less than T.Sh 50,000/=	77%	23%	Most of the colleges and universities to where these group attended are at major urban areas which provided the chance to them to wipe aware their ethnicity and cultural believes on land development hence became modernized to support the new technology of plans preparation and implementation.
T.Sh 50,000 - 300,000/=	91%	9%	
T.Sh 300,000 - 1000,000/=	100	0%	
Above T.Sh 1,000,000/=	100%	0%	

businesses (21%), and 13.6% are government employees as shown in **Figure 4**. The economic activities of the landholders in Mlowo were found to have the influence in implementation of the prepared neighborhood layout plans. Quoting one of the respondents from Nambala sub-ward said: *“Am the farmer and I only depending on farming for the life sustenance with my family. The fact is that due to different climatic dynamics am only able to produce what I can manage to eat yearly and I can't have extra crops to sell for me to have money for paying the cost needed for implementation stages of the layout plans such as surveying my plot”*. This reveals that crops production or harvests has indirect impact on the extent of implementing the prepared layout plans in Mlowo township. Therefore, the fluctuation in production or market of the cultivated crops in Mlowo also affect the layouts' implementation in one way or another. This was also supported by the Town planner of the council who said that: *“Mbozi in general is famous for the coffee production within the country, then the fluctuation of the market of these crops has the impact on the market of the planned plots”*.

The crosstabulation made between economic activities of the landholders and their participation in Plan's implementation and plot surveying status shows that there is a relation between these variables. **Table 5** reveals that farmers have a wider influence on the failure of the plans' implementation in Mlowo township whereby most of them have passive participation in the process (43% participate through attending land clinics, 52% do not participate in the process and only

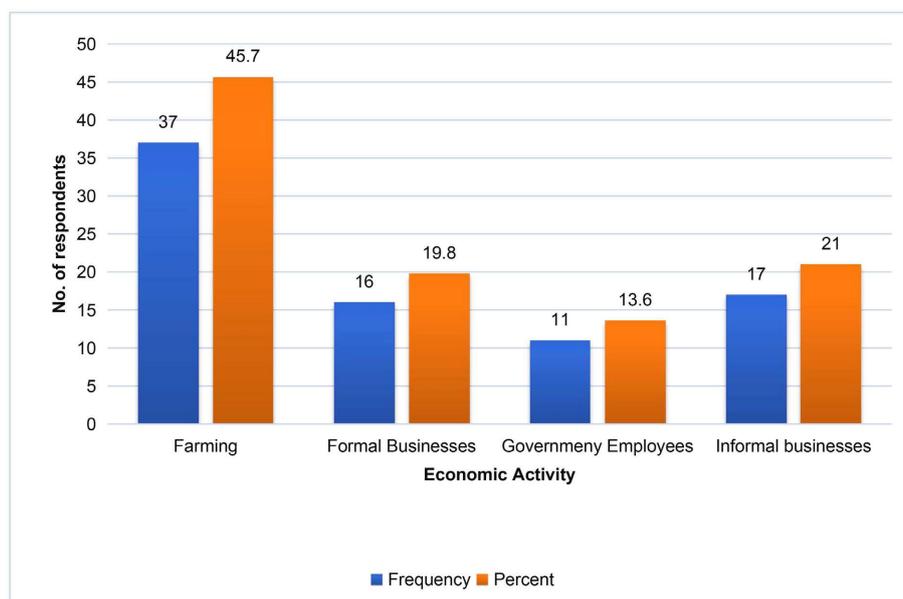


Figure 4. Economic activities of the Landholders in Mlowo Township Source: Fieldwork, 2023.

Table 5. Influence of Landholders' economic activities to NLPs implementation processes.

Economic activities	A. Participation in Plans Implementation in Percentages			Remark
	By Attending Land Clinics	By paying implementation costs	None	
Farming	43%	5	52%	Majority of non-participants of implementation process are the farmers. Few of them who participate are also having passive participation since most of them attend only land clinics (meeting) and not through paying the required costs for various implementation processes.
Formal businesses	44%	19%	38%	
Informal businesses	53%	0%	47%	
Government employees	64%	27%	9%	
B. Plot surveying status				
Economic activities	Surveyed	Not Surveyed		Majority of the landholders whose plots were not surveyed are farmers and informal businessmen whose trend to support implementation process was affected by their low income.
Farming	51%	49%		
Formal businesses	56%	44%		
Informal businesses	41%	59%		
Government employees	91%	9%		

Source: Fieldwork, 2023.

5% have active participation in the process through paying the implementation costs) and the same to those whom economic activity is informal business. Inability of the farmers to afford paying costs is contributed by the fact that most of them practice small scale farming methods which exposes them to fluctuation of

production which also affect the market of the planned plots in the township. The collected data reveals that large number of people whose plots were not surveyed were farmers (49%) and businessmen (59%).

4.4. Landholders' Awareness and Layouts Implementation

Awareness of the landholders is another trait challenging the preparation and implementation of the neighborhood layout plans in Mlowo township. The study revealed that only 10% of the landholders in Mlowo township are aware of the existence of the prepared layout plans on their parcel of land, 80% know about the surveying process conducted in the township, 4% knows about plot allocation stage and 37% of the landholders are aware as summarized in **Table 6**. This portrays that majority of the landholders in the township have low knowledge on various preparation and implementation process of the neighborhood layout plans. This creates the high chance of ignoring various land development proposed in their settlements.

The study also revealed that awareness of landholders in development conditions and various legal frameworks guiding preparation and implementation of the neighborhood layout plans is a challenge in Mlowo township. Majority of the landholders in Mlowo (63%) were found un-aware of the development conditions of their plots. This means that most of the landholders develop their plots informally which increases the number of informal settlements in the township. Moreover, only 74.1% of the landholders in Mlowo do not know the planned use of their plots. This was found to be contributed by the fact that majority of the landholders in Mlowo township do not consult the township authority or the district authority before starting developing their plots. The awareness of the landholders on development condition was found to interlink with other factors as summarized in **Table 7**.

5. Discussion

This study answers the questions of how characteristics of the landholders in minor towns such as education, income level, economic activities, and their awareness affects neighborhood layout's preparation and implementation process. By referring to the (Tanzania) Urban Planning Act of 2009 through Section 15 (2) recognizes the landholders' power in influencing the preparation and implementation of the detailed layout plans which include the neighborhood layout plans. Through this study, characteristics of these landholders such as education level, income, economic activities and awareness were found to have the part in contributing the failure of implementation process of the prepared layouts. In terms of education, majority of the landholders in Mlowo township have primary level education or not attended school at all.

Authors **Prasad and Gupta (2020)** argue that education is one of the most essential aspects that play huge role in the modern, industrialized world. Meaning that education is needed to make people survive in the competitive world we

Table 6. Landholders' awareness on plans' implementation process in Mlowo Township.

Implementation process	A. Participation in Plans Implementation in Percentages		
	Aware of the process	Not aware of the process	Remark
Plans preparation and existence	9.88%	90.12%	Knowing existence of the plans on the land is the start of following other stages. Majority of landholders in Mlowo are un-aware of the existence of the prepared plans on their land which obstruct the whole process of plans' implementation such as plots surveying, acquisition of the title deeds and services provision.
Plot surveying	80.25%	19.75%	
Services provision	66.67%	33.33%	
Plots allocation	3.7%	96.3%	
Title deep acquisition	37.04%	62.96%	

Source: Fieldwork, 2023.

Table 7. Linkage of landholders' awareness and various implementation aspects.

Level of education	A. Do you know development conditions of your plot?		
	YES	NO	Remark
Not attended school	0%	100%	The category of landholders who are illiterate (not attended school) and with primary level education consist majority of the people who are unaware of the development conditions. This is contributed by the fact that this group of people is bounded to their social ties that are against the new land development techniques.
Primary level	20%	80%	
Secondary level	57%	43%	
College level	70%	30%	
University level	100%	0%	
B. Do you know development conditions of your plot?			
Economic activities	YES	NO	Majority of the farmers are not aware of the development conditions of their plots. This is contributed by the fact that most of them have low knowledge on plans implementation process. Also, most of the government employees in Mlowo township have ignoring behaviour that hinders plans implementation.
Farming	16%	84%	
Formal business	75%	25%	
Informal business	73%	23%	
Government employee	24	74%	
C. Do you know development conditions of your plot?			
Income Level per Month	YES	NO	Majority of the landholders with an income of less than T.Sh 50,000/= are unaware of the development conditions of their plots which creates the high possibility of them to disobey what has been proposed by the existing pans on their plots.
Less than T.Sh 50,000/=	15%	85%	
T.Sh 50,000 - 300,000/=	40%	60%	
T.Sh 300,000 - 1000,000/=	67%	33%	
Above T.Sh 1,000,000/=	100%	0%	

Source: Fieldwork, 2023.

have to allow them implement better solutions to their problems. Majority of the landholders with primary education level and not attended school have low knowledge on plans' preparation and implementation process. The group also

contains the large number of people who still believes in their old cultures and norms of social ties which obstruct the new land development techniques. This is also supported by [Idrisa et al. \(2012\)](#) that education gives the people with the knowledge and skills as well as helping to shape their behavior toward archiving the prepared plans; goals in the minor towns. This portrays that successful implementation of the prepared layout plans in Mlowo township can't be separated with the level of education of its indigenous landholders. It was found that large number of the landholders with low education provide less support in plans preparation and implementation process including attending land clinics and paying the required costs (money and land for public uses).

It is evident that majority of the landholders in Mlowo are also characterized with low income and depend on farming for their life survival. The fluctuation of any crop market in the township also affected the market of the planned plots. The result is majority of the developers buy plots informally from indigenous land owners with less cost compared to if they buy plots from the authority. This creates the high rate of serviced plots in the township which then increases the rate of development of informal settlements. According to [Numbeo \(2023\)](#) the standard cost for the person to afford living in Tanzania is estimated to be an average of 1.1 million per month. This is not afforded by most of indigenous landholders and developers in minor towns including Mlowo. This portrays that most of the people manage the daily needs and serving nothing that could make them able to afford the sold planned plots.

[Ruben et al. \(2018\)](#) and [Sambuo and Mbwaga \(2017\)](#) reveal that the production of coffee in the country is elastic. Therefore, its market price experiences fluctuation which in then affect its production. Since Mlowo township community are also much depending on the agriculture especially coffee farming then they experience the same observation. The study found that most landholders in Mlowo acquire land with the reason of the area being their family origin. This means that only same ancestors are living in the same area which impose the challenges to the layout plans implementation. The rurality nature of the plot owners in the minor towns is also revealed by [Mohsen \(2012\)](#) as it imposes challenges to technological planning initiatives.

The adopted approach in implementing prepared layout plans in urban authorities is participatory approach. This depends on the stakeholders to finance the project. The approach depends on the level of awareness of the landholders which drive their commitment on the process. Through this approach, the legal frameworks in Tanzania require landholders to be involved in different stages such as paying the required costs for plots allocation, surveying, title deed acquisition and land development. These depend on the economic stability of most of the landholders and their knowledge which is an obstacle for the case of minor Mlowo township. [Eriksson et al. \(2016\)](#), [Habibi and Ono \(2019\)](#) and [MacNeil \(2022\)](#) supports the finding whereby according to them, participatory approach is the self-financing approach whereby the beneficiaries of the project are the

main project financiers. Public services provision such as areas for health facilities, education facilities and infrastructures are made available on the ground with the help of these stakeholders including landholders. However, despite the fact that the approach is adopted in Mlowo township, the nature of the landholders constrains its successful applicability. Majority of the people do not know the existence of the plans on their plots how can they Have effective participation on the plans.

The frameworks created to guide development of land in Tanzania are general in nature. This means that most of them do not take into account the nature of project sponsors (landholders) in the minor towns. They depict the statements, policies, and Acts that should be adopted to guide both major urban centres and the minor towns. They then receive negative response from the landholders found in minor towns. In addition, the study found that majority of the landholders in Mlowo township are unaware of the development conditions of their plots hence slowing the pace of implementation of various stages such as surveying and title deed provision. This is not stand-alone fact, it is supported by the number of literatures such as [Said and Hiroko \(2019\)](#), [Viña \(2015\)](#), [Maruani and Amit-Cohen \(2011\)](#) and [Ole-Mungaya \(2016\)](#).

6. Conclusion and Recommendations

6.1. Conclusion

Neighborhood layout plan's preparation and implementation uses community-based approach or participatory approach which depend on the commitment and contribution of the stakeholders. The commitment of these stakeholders may be altered in one way or another by the number of factors which then build their behaviour. There are differences between the kinds of stakeholders living from one place to another: in major urban settlements and those in minor settlements. Their differences are observed in their economic stability (income) to finance the implementation process, their education level which defines their level of understanding and knowledge on the process, economic activities which reveal their source of funds and their general awareness on the legal bounds of the layout implementation in their settlements.

Conclusively, the analysis of datum obtained shows that implementation of the prepared neighborhood layout plans in minor towns is challenged by the nature of the landholders found in the settlements. These characteristics are: over-dependence on small scale agriculture, low income, low level of education, poor social ties with people from other urban centres, poor awareness on some stages of plan implementation and preparation. These limit inclusiveness of these key stakeholders of the neighborhood layout plans in implementation process in minor towns.

6.2. Recommendations

Following the discussion, the study recommends the following so as to help re-

store the situation of neighborhood implementation in minor towns.

1) Loan provision to individual landholders and Township Authorities

This is the approach mentioned by the number of landholders and the land professionals in Mlowo township. To restore situation in Minor towns, financial institutions and the central government should provide the loan to both individual plot developers and the township and district authorities so as they can build their economic stability that may change positively the situation. The loan to individual landholders will enable them have another finance source of the land development processes instead of keeping depending on the agriculture whose fluctuation may result to failure of them to afford the required stages. Moreover, offering the township and district authorities, the loan will smooth the total land acquisition and compensation before plans implementation which will secure the land for new developments.

2) Investing in promoting land education in minor towns

Toward successful change of the rural perspectives of the landholders in minor towns, much effort should be done to educate them on matters concerning the land development and techniques applied in the process. Since a large number of the landholders in most minor towns attend the primary education, the syllabus taught in this level of education should allow the students learn about the land development. Once good number of landholders is well educated on plans preparation and implementation process and their importance in improving the livelihood will help to make the processes successful in the minor towns. In respect to this, the government should promote education sector in the minor towns by increasing the number of high learning institutions that will increase the interaction of the landholders and people from other major urban centres which will help then wipe away their cultural beliefs that hinder new technologies and approaches used in land development.

3) Prioritizing the land sector in minor towns

This is the recommendation originated from the landholders and land professionals in Mlowo township. In reference to this, the study proposes prioritizing the land sector in minor towns like other sectors such as education and health. This can be done by the government through creation of different national policies that give the land sector equal priority as education and health sectors. This will help to have effective preparation and implementation of the land development projects in minor towns including the neighborhood layout plans to counteract the problem of informal settlements.

4) Special group consideration through land tax exemption in minor towns

Landholders such as widow, elders, and very low-income earners should be given special favor in the process of land development in minor towns. Quoting one of the respondents who said that: *“Am the widow and all children in this family are my responsibilities so in this am unable to afford paying costs for different land development projects conducted on my plot. I suggest the govern-*

ment to have special consideration on the people like me in implementing these projects like how we are considered in other social organizations like TASAF policy of helping poor families". This means that landholders of this kind should be exempted from paying the regular land taxes once they register their land which limit their spirit of undertaking any action that will lead to land registering knowing that once the land is registered, people keep paying regular land taxes to the government.

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Limitations of the Research

The study faced the following limitations:

Insufficient previous research studies on the topic. Usually, previous studies provide the theoretical foundation of the research questions you are investing. However, this study faced a lack of enough literatures supporting topic. This is due to few numbers of published articles, reports, books etc. reporting on issues in Minor towns.

The analysis of the study focused on main four traits of landholders which are education level, economic activities, income level and awareness due to limited time frame of the study. However, there are other traits of the landholders that can be studied such as age, ethnicity, sex, household size, number of dependents, residential status (immigrants or natives) etc.

Conflicts of Interest

The authors declare no conflicts of interest regarding the publication of this paper.

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