

PART I

BACKGROUND

The UN-Habitat through Kampala City Council (KCC) is launching the “Cities without Slums Sub-regional Programme for Eastern and Southern Africa” (CWS) in Uganda. The goal of this initiative is to assist the City of Kampala to develop its approach for upgrading unplanned settlements and improve living conditions of populations living and working in slum settlements, and contributing to the realization of the global Millennium Development Goal 7 on “Cities without Slums” and target 11 on significantly improving the lives of least 100 million slum dwellers by 2020, as part of the global commitment to environmental sustainability. It also aims to document lessons learned to help replicate this initiative in other cities in Uganda. This study is based on the areas of Kinawataka and Kagugube settlements as case studies to form basis for lessons and strategies to upgrade slums in Kampala and the country at large. These settlement were selected having emerged as some of the poorest communities through the Cities Development Strategies process.



Street vendors in the slums. Photo: © Kampala city council

“The Cities without Slums Sub-Regional Programme for Eastern and Southern Africa” is an initiative that works with governments and other Habitat Agenda partners to improve conditions of people living and working in informal and/or unplanned settlements in selected cities of the Sub-Region. After a mission by UN-HABITAT to Kampala in November 2004, a Cooperation Agreement on the implementation of Cities without Slums Programme was signed between UN-HABITAT and the City Council of Kampala (KCC) in February 2005.

Kampala means a “hill of Impalas” derived from a *luganda* word *impala*, a type of antelope (*Aepyceros melampus*). These animals were common in a place today known as Old Kampala. Kampala is both administrative and commercial capital city, initially with 7-planned hills, the city later expanded to 24 hills that have developed without planning. Today, it is situated on about 24 low hills that are surrounded by wetland valleys. The form and structure of Kampala has been largely determined by the natural pattern of flat-topped hills and wide, shallow valleys on which it has been built.

Kampala is also defined by the north shore of Lake Victoria and the extensive papyrus swamps, which line it. Kampala has been referred to often as “the garden city of Africa” because of its lush, green appearance, which is owed, in turn, to its pleasant climate and generous rainfall. Kampala has five political and administrative divisions of; Central, Nakawa, Kawempe, Rubaga and Makindye. Politically, it is headed by the Mayor (LC 5 chairman) who presides over a council that makes political decisions of the district. The divisions are headed by the LC 3 chairpersons who also preside over an elected council at that level.

1.1 Growth of Kampala

The history of Kampala can be traced back in the 1600s when it was established as the Capital or (Kibuga) of then Buganda Kingdom. It served as a political and administrative capital until 1893, when the British declared Uganda, a protectorate and transferred the capital to Entebbe. Kampala has a dual urban form, which is attributed to the separation of the local *Kibuga* from the township or municipality. The former was largely unplanned and unsanitary while the latter was fully planned and highly controlled¹. The *Kibuga* housed a highly sophisticated urban African community and was growing, with unplanned structures and dwelling units devoid of toilets and water supply water, drainage, sanitation and solid waste management systems.

The dual administration of the city gave rise to contrasting types of urban development, the area around Kabaka's (King's) palace at Mengo led to the gravitation of Africans to that portion of the town where the more fortunate established town residences on privately owned mailo plots and where some individuals built houses on their land for the accommodation of largely people from other parts of Uganda². The expansion eastwards led to the development of the slopes of Kololo Hill in the 1930s and 1940s while Makerere hill was added in 1938 for institutional purposes. In 1952, the 'African quarters' of Naguru and Nakawa were completed, established housing estates for low income earners. Kololo, Nakasero and Mbuya remained exclusive European residential areas until after independence in 1962.



Satellite image of Lake Victoria region. Photo: © 2005 MDA Earth Sat, Google Earth

¹ Rugadya (2003), *Kampala is the Capital City of Uganda*.

² *Ibid*

The legal framework for the orderly growth of Kampala was first laid down in the Uganda Ordinance 1903 which gave powers to the Governor to define the city's boundary and make rules and regulations governing the physical development of the city's area. The first plan for Kampala was drawn up in 1912 with a population of 2,850 residing in an area of about (567 ha) covering Nakasero and Old Kampala hills. The presence of a system of private land ownership in the western part of the city prevented the growth of the city towards the west. Instead, the development of the government areas of Kampala has extended eastwards where crown land is found.

The present day boundaries of Kampala district date back to 1968 when Kawempe Township, Mengo Municipality, Lusanja, Kisaasi, Kiwatule, Nakawa Township, Muyenga, Ggaba and Mulungu areas were added to the district. When the boundary of the district was expanded in 1968, the decision placed the city council in a difficult situation due to having a vast area on which to extend its jurisdiction. As rapid development began to take place in the city centre, it became necessary to provide a statute to control development, thus in 1948, a Town and Country Planning Ordinance was enacted and a professional planner was appointed to direct the growth of Kampala. The Planning Act was passed in 1951 and it aimed at consolidating the provisions for orderly and progressive development of towns.

In 1972, the Town and Country Planning Board developed the 'Kampala Development Plan'⁴, which outlined a number of policies ranging from housing industry, city centre and local centre, water supply and sewerage, transport, land to future planning. This plan operated until 1994, when the new plan covering the period 1994-2000 was made. In the 1972 Structural

Plan, the peri-urban areas of Kampala were considered in order to bring in the deteriorating unplanned peri-urban areas into the planning area, since it was apparently clear that the urban population of Kampala was growing very fast. Since 1979, Kampala has been a dedicated administrative entity becoming a district in 1997 under decentralization.

1.2 The Emergency of Slums in Kampala



Poor infrastructure. Photo: © Kampala city council

The emergency of slums in Kampala City has been gradual and sustained over a long period of time, a combination of factors have contributed to this growth, some of them discussed below:

- **Failure of past Kampala Structure Plans to cater for the development of African neighbourhoods and areas.**

In 1972, the Town and Country Planning Board developed the 'Kampala Development Plan' outlining a number of policies ranging from housing industry, city centre and local centre, water supply and sewerage, transport, land to future planning. To some extent, this plan was followed and implemented in relation to the physical planning and development of Kampala City up to 1994, when the new and

³ Land Tenure and Administration Issues, 2001

⁴ Ibid

current Kampala Structure Plan was prepared, despite its existence it has remained on shelf, the result is unplanned development and lawlessness in all sections of urban areas as evidenced by numerous informal settlements in both low income and high income neighbourhoods⁵. All development plans for Kampala, prior to the 1972 plan did not target the orderly development of slum areas, it was then considered satisfactory to place emphasis in planning the provision of spacious and expensive residential areas mainly for the Europeans, and Asians together with well laid out administrative, commercial and industrial areas, although some African housing estates were provided for, they were quite inadequate in relation to the needs at that time.

It was not simply foreseen that migration into Kampala would cause the city to grow rapidly and result in unplanned response to the demand for low cost housing by the ordinary people.⁶ A case in point is the emergence of slums in high density per-urban areas such as Kamwokya, Makerere Kivulu, and Katwe / Kisenyi that were initially outside the old boundary of Kampala⁷ with no planning control. Therefore, any slum upgrading initiative today must take care not to plan and redevelop an area at the expense of creating another slum in a different location. Consideration such as the residents' ability to embrace and sustain the upgrading initiative are important, failure to implement the structure plans on the other hand is telling on the capacity of Kampala City Council, to undertake planned developments in the city.

■ Land Tenure in Kampala

The land tenure systems in Kampala are complicated and multiple, with considerable influence on the way the city has grown and how slums have developed. This is because

certain types of tenure easily support planned development on land while others work to the detriment of orderly growth. Since the abolition of statutory leases by the 1995 Constitution, Kampala City Council lost its 199 year lease; the land reverted to customary owners. Majority of the slums are now currently on private mailo (such as Kagugube) or on former public land which customary tenants have taken over as owners due to the abolition



Rooftops in the slums. © Kampala city council

of statutory leases (such as Kinawataka) in which case Kampala District Land Board is obliged to issue them Freehold titles against their customary claims. Planning is no longer a condition for compulsory acquisition of land according to the 1995 Constitution, this has greatly affected the implementation of planned developments, since land belongs to people who did not appreciate planning, thus the sprouting of poor housing and sanitation in Kampala's informal settlements.

■ Rapid Urbanisation and growth of the Urban Population

The population of Kampala City is growing at annual average rate of 4.1%⁸ this growth is influenced by migration and not just the natural rate of increase. Over 60% of Kampala's population lives in slums. The rate at which the city is developing is higher than the capacity

⁵ Land Tenure and Administration

⁶ Kampala Development Plan 1972, Structure Report, page 5

⁷ Prior to the 1972 Development Plan for Kampala City

⁸ Census Report 2002

for Kampala City Council to adequately plan and implement the plans. Consequently, a lot of unplanned developments are coming up with many of them taking place in prohibited areas such as wetlands. Lastly, the capacity to plan and provide the basic services and infrastructure to cater for new and expanding urban populations has given Kampala its present outlook.⁹ Rapid growth has had a big influence on housing conditions, where 54% of the population live in tenements (Muzigo), while 12% live in stores and garages. 65% rent their accommodation, while 71% occupy rooms rather than freestanding houses¹⁰.

■ Poverty and Low Incomes

Despite impressive economic national performance indicators; sustained high GDP growth rate of 7.8%, low inflation, and stable exchange rates etc¹¹, the number of the poor people has not significantly decreased. In fact, in the District suburbs of Kampala district, poverty has increased. 38.9% of the residents in Kampala live in absolute poverty and 5.7% in abject poverty¹². The poor lack supportive social network and infrastructure, safe water, sanitation, roads, with no secure tenure and high rates of unemployment. Slums are the most conspicuous manifestation of urban poverty in Kampala today. It will be important to rationalise the socio-economic effects of slum upgrading, in terms of improving economic efficiency and productivity while concurrently reducing poverty, thus facilitating a more equitable economic growth, since urban poverty is complex and cross-sectional. It will be very important for slum upgrading to have a direct link to the level of poverty in the selected communities of Kinawataka and Kagugube.

■ Physical and Urban Planning



Poor drainage. Photo: © Kampala city council

The responsibility of physical and urban planning was decentralised by the Local Government Act, 1997 which requires urban authorities to regulate and control population activities in respect of housing construction and settlement; manage parks and open places; etc. in conformity with the Local Governments Act, 1997, the Town and Country Planning Act, 1964, and the Property Rates Decree 1977 (which is currently being reviewed for amendment) among others. Decentralization of the function of physical planning caught the local governments (including Kampala City Council) unprepared as such they have failed to cope with the challenges of rapid urbanisation basically caused by the rapid population growth. The ideal situation should have been that services are provided and cited according to approved development and the structure plan. Slums in Kampala are not only for the poor, but for the rich as well (rich man's slums) where settlement is unplanned and the areas are un-serviced. Failure to enforce laws aimed at ensuring progressive and planned urban land development, poor coordination, corruption, mixing of urban management with politics and the laxity in enforcement mechanisms, largely account for the growth of slums in Kampala city.

⁹ The National Report on the Istanbul Declaration, 2001, pg17

¹⁰ The Uganda National Household Survey, 1999

¹¹ Background to the Budget 2004/2005

¹² Background to the Budget 2004/2005

The physical planning department of Kampala City Council is not adequately funded and lacks capacity to handle the challenge of urban development. It has only 11 physical planners, this puts the Planners to Population ratio at (1:120,000), which is too high compared to the rest of East African Cities like Nairobi and Dar-es-Salaam (1:20,000)¹³. What passes for planning in most local governments is a rudimentary form of land-use zoning usually unrelated to any socio-economic framework, divorced from infrastructural engineering considerations and lacking any implementation mechanisms for meeting its goals. As a result, planning has been largely dismissed as a futile exercise, irrelevant to the practical needs of settlements management this has led to difficulties in service delivery even where funds are available due to the high demolition costs and compensation involved.¹⁴ Majority of the residents of Kinawataka and Kagugube do not appreciate physical planning, they interpret physical planning to mean land grabbing by government and the subsequent demolition of structures¹⁵, a fact that was confirmed during focus group discussions, this thus prompted negative response to community consultation in the inception phase on which this report is based.

1.3 The Challenge of Slums in Kampala

The city council has experienced serious bottlenecks¹⁶ both in planning as well as in the delivery of services because of various factors among which the following are prominent:

- The military government that took over power in 1971 did not recognize the importance of planning, hence took no serious step to implement the 1972 Development Plan. Yet, this plan was meant to serve as a basis for planning of the greater Kampala that had been expanded in 1968.
- The declaration of economic war in 1972 by the military regime seriously affected the revenues of the city. Property owners the majority of whom were Asian and Europeans were forced to leave the country and the properties were entrusted to Departed Asians Properties Custodian Board (DAPCB) a parastatal whose ability to maintain and pay property rates for these properties left a lot to be desired.
- While for almost two decades there was little or no planning and creation of new infrastructure, the population of Kampala city was growing in leaps and bounds. First of all, after declaration of independence in 1962, relaxation of restrictive colonial roles allowed people to migrate to towns. Secondly, the expulsion of Asians and Europeans and the allocation of their businesses to Africans by the military government attracted more Africans from the rural areas in search of these economic benefits.

¹³ Kampala Development Plan, 2005-2008

¹⁴ Land Tenure and Administration, pg. 85

¹⁵ Land Tenure and Administration, pg72

¹⁶ Noted from the Terms of Reference for this Assignment

- The improved security and favourable conditions and liberalization policies made by the movement government led to rapidly increasing economic development in industrial sectors. This resulted in increased rural – urban migration especially to Kampala city the main commercial centre. Many people moved to Kampala in search of employment opportunities.
- The Unprecedented population increase has brought about other attendant problems namely:-
 - Garbage and poor sanitation: More garbage is generated yet Council lacks the capacity to dispose the same.
 - Traffic congestion resulting from increase of vehicle populations
 - Strain on the City Council’s meagre resources both financial and human.
- As a result of the above, Kampala is a city characterized by poor sanitation, unplanned and un-serviced settlements, inadequate infrastructure and congestion.