

EXECUTIVE SUMMARY

Kampala is both the administrative and commercial capital city of Uganda situated on about 24 low hills that are surrounded by wetland valleys, characterized by an imprint of scattered unplanned settlements. This urban form is attributed to the dualism, which arose between the local *Kibuga* and Kampala Township or Municipality. The former was largely unplanned and unsanitary while the latter was fully planned and highly controlled. The emergency of slums in Kampala City has been gradual and sustained over a long period of time. It is attributed to the failure of Kampala Structure Plans to cater for the growth and development of African neighbours. Other factors that have contributed to this growth include: the rapid urban population growth, which has overwhelmed city authorities; land tenure systems which are complicated and multiple, together with poverty and low incomes amongst the urban population.



Kampala city centre. Photo: © Regional centre for mapping of resources for development.

Land tenure has had a significant influence on physical planning and infrastructure development because of private landowners with *mailo* land rights, who have speculated in the land market creating planning problems of haphazard developments that lack basic

infrastructure such as access roads, water and sanitation. In this report land tenure regularisation emerges as a major action area in slum upgrading, because the application of tenures with a rural (*mailo*, customary) and private character, has over the years limited the leverage power of Kampala City Council and the central government to plan, control and enforce orderly urban development. The nature of these tenures is such that they are socio-culturally managed, setting aside the economic and development attributes of land as an asset, whose ownership should be distinct management and development. It is therefore important that policy and legal pronouncements address the complex land use and development dynamics have dogged city residents, including those in slums.

Housing is the second major upgrading issue, because the quality of housing has not been controlled, neither have standards been enforced, due the absence of a statute on building and laxity in the enforcement of building guidelines. This is attributed to political pressure and corruption by Kampala City Council. In addition, services in slum areas such as garbage collection and disposal are also identified as a critical because the quality of service delivery and coverage is poor, hence a public outcry. Kampala City Council acknowledges that the amount of garbage generated has overwhelmed its capacity to collect and dispose, given the enormous cost, leading to formation of heaps of uncollected solid waste, offensive odour, continuous environment pollution and repeated occurrence of sanitation related diseases like cholera and dysentery.

Similarly, roads and road maintenance are also considered an area of action associated with transport costs, congestion and drainage. Roads are not tarmacked, hence are very dusty, yet at times are diversion routes from the highway during traffic congestion hours. Observations made in this report, point to the fact that the standards applied in construction and maintenance of roads are not appropriate. It would be

better to tarmac a road kilometre by kilometre even if it takes 5 years, using the resources currently availed for maintenance annually. Other socio-economic factors such as education, health, electricity, communication, finance and credit are also discussed and positioned in the upgrading agenda. Gender and HIV/AIDS are also crucial cross-cutting issues within the context of persistent systemic socio-cultural barriers that operate to deny women and other socially marginalized groups their full rights of access to and control over resources especially land and housing which are key in slum upgrading.



Un tarmacked road through a slum. Photo: © Kampala city council

Key policies that relate to slum upgrading are set within the national development strategy outlined in the Poverty Eradication Action Plan (PEAP) which avails a commendable opportunity for slum upgrading to hinge on poverty eradication objectives and secure allocation of national resources to such a programme. It is the conclusion of this report that while the review of different relevant policies is on-going, it will be pertinent that such processes or policies are progressive in their response to slum upgrading. On the one hand, however, the legal framework is insufficient to support slum upgrading. The most pertinent laws are out dated and in many cases inapplicable. The concept of slum upgrading is new and the laws are rigid

and non-responsive. It will be inevitable that, when slum upgrading is undertaken within the current legal framework some laws will be broken. It is also noted that the laxity in enforcement and implementation of existing laws, has been the major contributor to creation of slums in Uganda.

The main method of data collection for this report was literature review as per the terms of reference for the assignment. This method proved limiting given the fact that, much of what is in stock was not oriented to the concept of slum upgrading which is relatively new in the case of Uganda and for Kampala City Council in particular. This was supplemented by primary information gathered from the two communities that were taken as case studies in Kinawataka and Kagugube. In both communities, information was obtained through focus group discussions and interviews with landlords, community leaders, and opinion leaders including religious groups, women's groups and the youth. In both communities, CBOs and NGOs undertaking projects in the areas geared towards livelihoods improvement were interviewed. Information was also obtained from key informants who included personalities from the relevant line ministries, International NGOs working in slum areas of Kagugube and Kinawataka and the City Council of Kampala.

Community response in both Kinawataka and Kagugube, the study areas proved to be a limitation. It is often argued that "the message alone is never sufficient, until there is an appropriate messenger", in this case the messenger was Kampala City Council, and the message was slum upgrading. Residents, particularly of Kagugube had a negative attitude to City Council because in the past, upgrading has meant demolitions and evictions hence the reluctance to participate in the data collection process. Residents find more comfort in dealing with the UN body than Kampala City Council. Given this, it will be important that sensitisation is undertaken, to correct the miscon-

ception that the slum upgrading project is about eviction of slum dwellers and erection of mansions and flats for middle income earners.

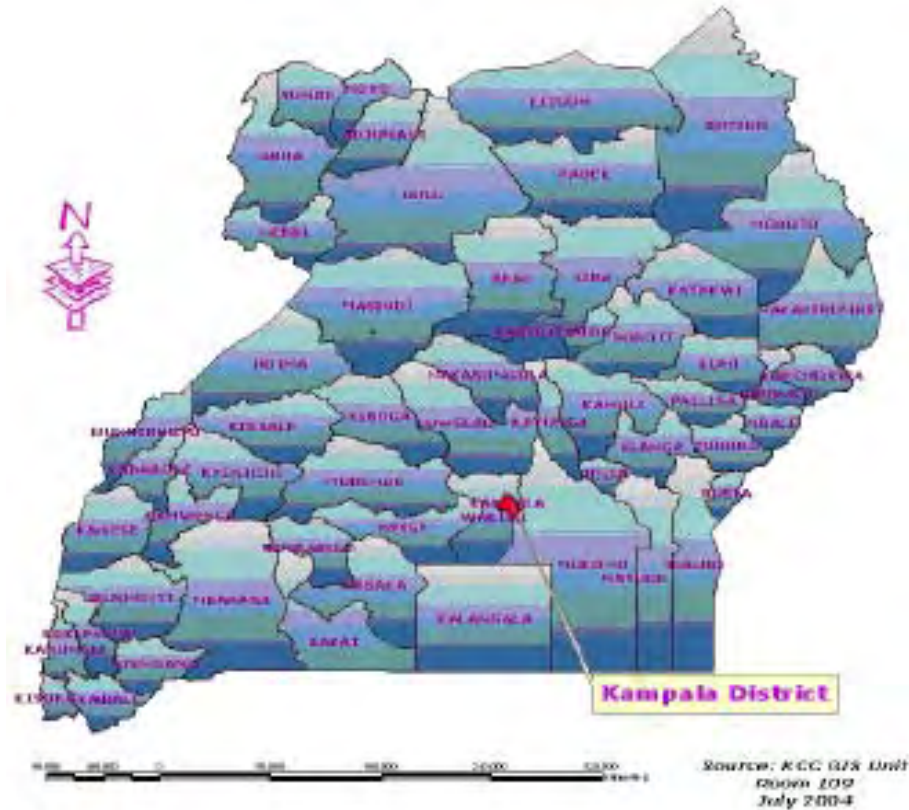


A charcoal vendor in the slums Photo: © Kampala city council

Utilising these methods, the preliminary findings of this report were insufficient to serve as a basis for developing a comprehensive strategy and action plan for slum upgrading, thus a socio-economic baseline survey was conducted by Kampala City Council Officials, some of whose findings have been incorporated in this report. It is also important, that when the baseline survey report for systematic demarcation in Kinawataka is completed by the Ministry of Water, Lands and Environment, its findings and recommendations are adopted to supplement this report and the resultant action plans drafted.

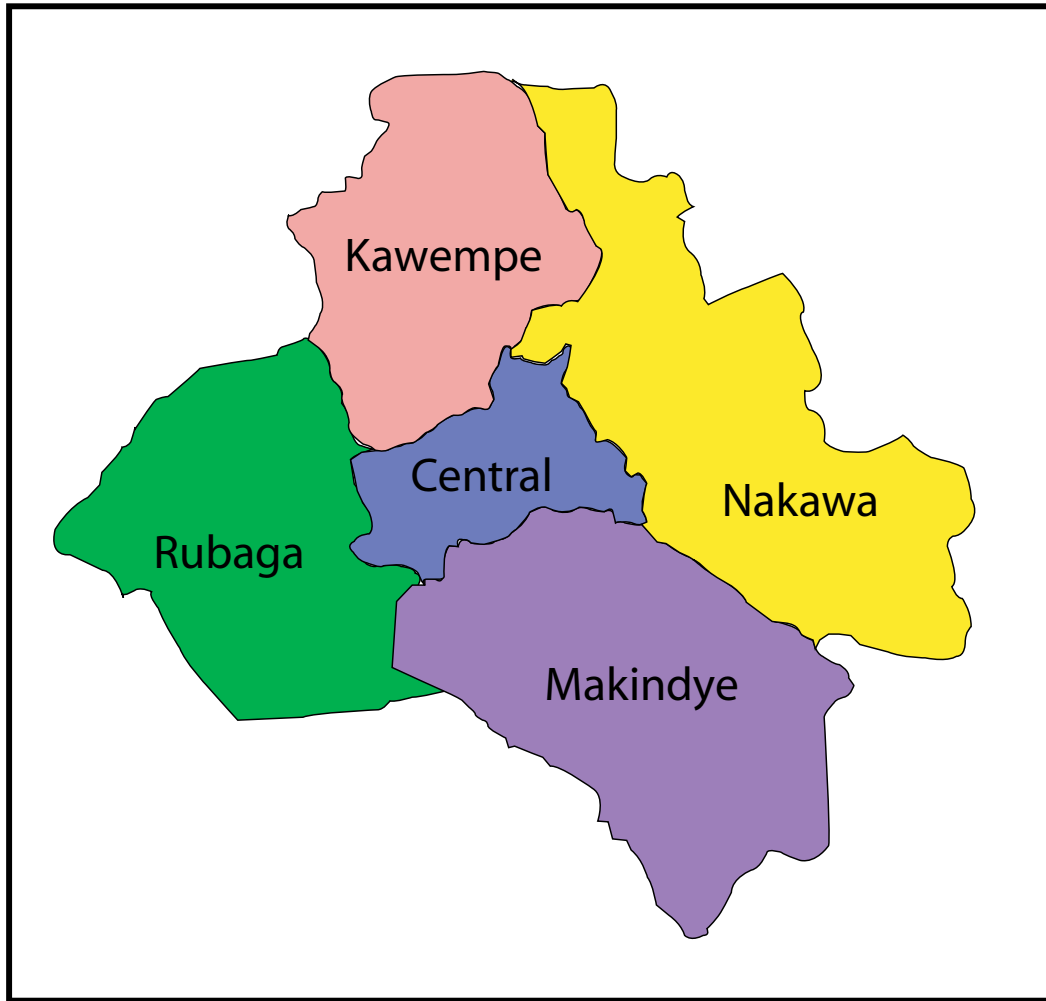
1. KAMPALA CITY

Map of Uganda Showing the Location of Kampala District



Source: *Kampala, the Capital City of Uganda, 2005*

Map of Kampala Showing the Divisions of the City



Source: *Kampala, the Capital City of Uganda, 2005*