PART V

INSTITUTIONAL ACTORS AND WAY FORWARD

11. ACTORS AND THEIR ROLES

There are multi-sectoral stakeholders to slum upgrading at central government level, City council level and within the beneficiary communities. For any project to succeed there is need to involve the community so as to create a sense of belonging and sustainability, therefore emphasis should be placed on the involvement of the slum dwellers themselves.

Project team. Photo: © RCMRD

(a) Central Government

The role of government is that of enabler, co-coordinator and regulator of all the stakeholders by providing the right legal, fiscal and regulatory framework required to mobilize the energies and resources while playing a facilitating role.

- Government also has the role of removing policy, institutional, legal and regulatory obstacles that hamper efficient slum upgrading initiatives by streamlining legislation.

- Government has to guide development, research and the deployment of the public sector resources to planning, provision of infrastructure and human resource development.

- Encourage and support initiatives by other actors geared at improvement of slums (e.g. land banking or consolidation and sites and service schemes).

- Central government finances the budgets of the various ministries and looks at the outcome of the projects financed at the end of the year to ensure that finances have been put to best use i.e. monitoring the activities.

Government Ministries that are of relevance to slum upgrading are the *Ministry of Local Government.* Government strengthens urban authorities by improving their capabilities to employ and retain trained personnel to efficiently manage their resources and infrastructure, and as such enforce planning schemes and ensures provision all the essential infrastructure is available under a decentralisation. The *Ministry of Water Lands & Environment* is the technical arm of government in charge of land affairs, it is responsible for land acquisition including subdivision and titling of land in the slum settlements for new low cost housing and resettlement. It also undertakes registration of land and securing of land titles. The key department of Physical Planning, which is a major feature of slum upgrading, is within the fold of this ministry.

The *Ministry of Housing, Transport & Communication* is in charge of housing transport and communication, all of which are key components of slum upgrading. The centrality of its portfolio to slum upgrading and the experience it has acquired in the various housing upgrading schemes, either internally initiated and those it has participated in has created a wealth of information and experience on technical aspects of housing, communication and transport options. In the past, this Ministry has undertaken upgrading initiatives in slum areas, with support from DANIDA, United Nations

Development Programme, United Nations Centre for Human Settlements, Shelter Afrique, the Government of Uganda and its technical staff to implement upgrading projects in *Namuwongo in* Kampala, *Masese* in Jinja, *Malukhu* in Mbale, and *Oli* in Arua.

(b)   Kampala City Council (KCC)

Training session at KCC. Photo: © RCMRD

Kampala City Council is the urban authority, charged with control of developments in and around the city. Often times, policy makers at the Central Government have, not appreciated the dualism experienced by Kampala as both district and Capital City. Most of the programmes and policies designed do not consider this dual status. As a Capital City, Kampala is unique, complex and with special problems, infrastructure requirements and service provision. For example in allocation of grants, the Central Government applies the population formula. This however, negates the fact that there is a bigger day population to cater for, which gives a poor denominator to determine grants and service provision requirements.[78] The most important role for the city is the provision of leadership, which is key to the successful implementation of the slum upgrading project and responsive urban governance.

Kampala City Council has been part of the on-going slum upgrading initiatives either under *Ministry of Transport, Housing and Communication*, or in collaboration with other actors, therefore has amassed sufficient experience to guide such a process. Other important roles for Kampala City Council include:

- Urban and Physical planning for the city as a whole and specifically for the areas to be upgraded in the programme;

- Ensuring provision of infrastructure, social services, health and education facilities as demanded by residents of Kampala and the specific upgrading on an affordable and low cost basis;

- Open, accountable and effective local leadership that brings people together into the on going development;

- Providing a conducive environment for civic engagement and popular participation in decision making;

- Empowerment and capacity building of the local people in special skills i.e. participatory informal housing provision, poverty reduction and income generating programmes.

(c)   Non-Governmental Organisations and Community Based Organisation

In Uganda, civil society organisations have been very instrumental in helping the poor and other socially vulnerable groups (i.e. women and the children) exercise their social, economic and political rights through advocacy, providing legal aid and lobbying the government for legislative change. They are uniquely situated to develop activities and to provide assistance to the Ugandan government in its development efforts. They

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[78]   *Kampala Development Plan 2005-08*

target the vulnerable groups (women, children, widows, disabled etc.) within society. KCC in collaboration with NGOs and CSOs have carried out a number of activities to help the communities to access services and also building/strengthening their capacities and competencies in dealing with a growing scale of urban problems. Notable among them is provision of credit to fight poverty, child growth promotion, HIV/AIDS etc.

Table showing CBOs and NGOs in Kinawataka

Name of Organization	Status	Areas of focus
Mbuya I Parish Cooperative Saving & Credit Society	Cooperative Society	■ Limited Credit for housing Completion ■ Training on HIV/AIDS
Global Challenges Uganda	CBO	■ Credit and Savings
Kinawataka Women's Initiative	CBO	■ Mobilize women in income generating projects ■ Involved in waste reduction and recycling mobilizations of the community to undertake social welfare programmes, such as building toilets, hygiene and cleaning.
Kinawataka Women's Group	CBO	
Basoka Kwavula		■ Loans for income generation

There are number of CBO'S and NGO'S in the Kinawataka and Kagugube, carrying out different activities as away of improving the living conditions of the people in the area. Findings from the survey conducted by KCC Officials indicate that people 71.4% do not benefit directly from these organizations because they are limited by resources and coverage. However those who benefit aver that the following services are provided:

■ mobilizations of the community to undertake social welfare programmes, such as building toilets, managing solid and water waste, hygiene and cleaning;

■ Providing psychological counselling to the HIV/AIDS persons;

■ Setting up income generating activities;

■ Sensitization of the Community, Adult Education, Community Health Awareness etc;

■ Payment of school fees for orphans and disadvantaged children;

■ Provision of credit services and saving schemes

Table showing CBOs and NGOs in Kagugube

Name of Organization	Status	Area of focus
Action for Slum Health & Development (ASHD)	NGO	■ Water , Sanitation, Health ■ Counseling for PLWHA
Makerere Kivulu Development Organization (MAKIDEO)	CBO	■ Sanitation Poverty Eradication ■ Maintenance of drainage
Bag Community Organization	CBO	■ Kagugube Parish and Surrounding Areas
Akoraweka Saving & Development Scheme	CBO	■ (Zone) Kitamanyangamba
Fire base Youth Development Organization	CBO	■ Makerere Parish
Ffena Women Group	CBO	■ Industrial Area Zone
Kagugube Women Development Associated	CBO	■ Kagugube Parish Kagugube Zone
Kwagalana Women's Group		
Kitamanyangamba Zone Kagugube Parish	CBO	■ Kitamanyangamba Zone, Kagugube Parish

(d) Private Sector

Kampala City Council liberalized service delivery by means of privatizing, contracting out, outsourcing, and divesting non-core services, facilities and /or assets. Out of this approach, Kampala City Council has awarded tenders to private companies and individuals to collect garbage from various parts of the city to the dumping sites, revenue collection, (rates and ground rent, trading licenses, market dues and rent, street packing, vehicle parks etc) civil and mechanical works. This environment has encouraged the private sector to play an increasing role in the provision of services and retained a supervisory role to access services delivery and increase employment opportunities for urban population.

12. WAY FORWARD

12.1 Governance Issues

(a) Communication

It is imperative that the initiative involves the beneficiaries either through establishing links with Kampala City Council or strengthening the existing ones, especially for the flow of information about the project. From the key informant interviews, it was reported that every slum area in Kampala has a City Council agent who reports to the Principal Town Clerk in the various divisions who in turn reports to the Town Clerk. This often is a fertile avenue for carrying information to and from the communities. This process is supplemented by an area councillor. There are development steering committees at the parish level, which are reportedly not active but can be activated for monitoring and supervision. The danger in all these structures is the failure of information to infiltrate and reach the intended beneficiaries.

(b) Participation

It will be important to ensure community participation. The local councils or leadership should be involved right from the planning stage. Early participation gives community a high degree of direct control over implementation decisions, but in most cases, the communities are only brought in during the implementation stage. Communities should also contribute some money towards their development as this will create a sense of ownership and belonging. Besides, the utilities provided will be used in the best way therefore ensuring sustainability of the project results.

(c) Preparation for Change

In preparing for this programme, sensitization is necessary to prepare the community for change. Prior mobilization of the beneficiaries to understand the initiative and the benefits of upgrading will make the community aware and enhance transparency in the process.

(d) Political Interference

Politics often interferes with initiatives. If upgrading is to be carried out, it should not be close to election time and must be carefully designed such that, unfounded threats do not jeopardize the project. For example loss of land is often politicized. Persons who have large plots of land fear that they are about to loss them on the basis of standard plots. In this project Kampala City Council will need to safeguard against interference from politicians in issues related to development control. For example;

"In 1992, there was an upgrading initiative to be carried out in Kawaala, Kasubi Parish, Rubaga Division. World Bank funded the project. Plots were demarcated. People with some gardens had already been compensated for their crops but there was a resident who refused to be compensated for his crops and he actually instigated rebellion against the project saying that no one had asked them to come and upgrade their area, there was fear that residents would loss their houses, hence the project was sabotaged. the election period was getting closer, the project was politicized and it eventually collapsed. A lot of money was wasted and it was never recovered. All the planning had been done; even a project manager was already on ground. But

the strong resistance put up by one man who refused compensation led to its demise, funny enough he was elected to be an LC because of his opposition to the project. To date, the perception of residents is that Kampala City Council had come to steal their land"[79].

It was suggested in Kinawataka that if the project is ¾ community based, it leaves politics out and comes to the people.[80].

(e)   Stakeholder Involvement

There will be need to strengthen the co-ordination between the different stakeholders as far as the development of the upgrading initiative is concerned. For example:

Kampala City Council is currently working in Kisenyi 1, 11, & 111, with Slum Dwellers International but the program is at a preliminary stage. City Council basically provides services like toilet construction that helps the local population to try and start up their initiatives to improve on their living conditions. KCC has bought some land where it has established a resource centre and also constructed toilets. The culture of saving has been encouraged so that communities can get loans to construct better houses. However the programme has dragged a little because the Ministry of Housing thought it was its responsibility to deal directly with the slum dwellers instead of using a systematic approach that involves Kampala Central Division.[81]

There should be proper target analysis and needs assessment that should guide in the decisions to be taken and special care given to vulnerable and marginalised groups in the communities.

(f)   Corruption

Communities have expressed fear that corruption is going to affect the programme. Uganda is ranked among the most corrupt nations and poorly governed countries. Kampala City Council which is to be the implementing agency is ranked as a corrupt institution[82]. The experience of community members is that they have witnessed corruption in allocation of land, approval of building plans that do not comply to standards, approvals of construction on road reserves and bribe-taking by city council officials. This has resulted in scepticism about programme implementation and the need to in-built mechanisms for the programme to control the effects of corruption.

For example the system of approving plans is so slow, that it is an opportunity for persons to indulge in extortion and bribery. KCC approval committees meet once in a month and sometimes the meeting are irregular due to resource constraints in terms of allowances to pay the council, yet at the developers cannot wait, this has forced some people to start development their plots before inspection, hence the need to bribe inspectors so that they continue with developments unabated. In Kinawataka residents asserted that:

"Kampala City Council is 100% responsible for the creation of Kinawataka slum, corruption is so high! that developments in the area are not supervised. They are only concerned with bribes as long as they are give them something, one can go ahead and put up a structure even without a toilet. The Council should get out of the picture and let the real community get involved in their development. If the project is left entirely to KCC it will not work as corruption will hinder its success"[83] .

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79   Interview with Kirumiira Muhammed, Chief Health Inspector, Kampala City Council

80   Interview with Local Council leaders Kinawataka

81   Interview with Kyamanywa, Chief Town Planner Kampala City Council

82   IGG's Corporation Survey rankings

83   Validation Meetings with Community in Kinawataka

12.2 Priority Programme Areas

During the focus group discussions, the communities were requested to rank their priorities for slum up-grading, and following results were arrived at through consensus:

(a)   In Kinawataka

- Land tenure (dealing with ownership): Land is the major sensitive issue as far as slum upgrading is concerned in Kampala. Majority of slum dwellers wish to see the project start with the land issue; how land is going to be owned, demarcated and accessed. Tenure regularization is the major issue to be addressed. Residents are of the view that if land tenure is not tackled, then the upgrading is meaningless. From their experience, this is an issue that is never straightforward.

- Construction of Standard Roads: Roads are the only means of transport in slum areas that affects almost every kind of business. The dwellers decided to put it as a second priority since demarcation goes hand in hand with determination of road paths. Residents are interested in tarmacked roads rather than merely graded roads especially in Kinawataka where the road is used as a by-pass of Jinja road during traffic congestion hours).

- Garbage Collection: Good sanitation and hygiene are prerequisites to good health but unfortunately these will not be realized in slum areas unless the issue of solid waste management is looked into. The residents are proposing gazettement of disposal points where the skips are placed and emptied regularly. Alternatively, with privatization a specific schedule on when to collect the solid waste should be formulated and followed. However, the issue of paying for the service should be revised because many cannot afford paying for the garbage.

- Improving housing (without losing income from *mizigo* and commercial buildings): The residents are eager to know about housing plans because 80% were advocating for the plan that favours tenements *(mizigo)* since it's their major source of income.

- Provision of Health facilities (Community Health Centres) were an issue stressed by almost every one in the FGDs. Good health is desirable even in slums where poor sanitation and hygiene culminate into diseases. It was the appeal of residents that City Council or the Central government put up centres since private clinics exploit the residents.

- Improving education facilities

(b)   In Kagugube (elaboration as above)

- Land tenure: purchasing from mailo landlords and availing residents with ownership rights. (The majority of residents in Kagugube are advocating for land to be bought by the City Council or Central government since the current owners are very few and their relationship with tenants is poor)

- Provision of health facilities (Community health centre)

- Improving housing (without losing income from *mizigo* and commercial buildings)

- Improving education facilities

- Construction of Roads

(c)   Key Informant Interviews

From the key informant interviews, it was established that the following priorities must be addressed for upgrading to succeed:

- A further understanding of the status of slums in Kampala through profiling or survey aimed at not only establishing the emergence of slums, the

status of residents, but also building consensus on how upgrading should be conducted, to the satisfaction of beneficiaries and in a sustainable manner. This should involve a component of community sensitisation to deal with the negative attitude of the community who associate upgrading with evictions and demolitions.

■ Commitment from the central government in the area of funding (at the time of budgeting, there is need to focus on the sources of funding in partnership with other stakeholders especially NGOs who have operated in these areas so as to share experience).

■ Need to review legislation that has become obsolete; especially land ownership, planning and public health, as well as enforcement mechanisms.

■ Building capacity for project implementation

■ Collaboration between the beneficiaries, technical people from KCC and the project implementers.