

Instituional Framework for Shelter and Urban Development in Uganda

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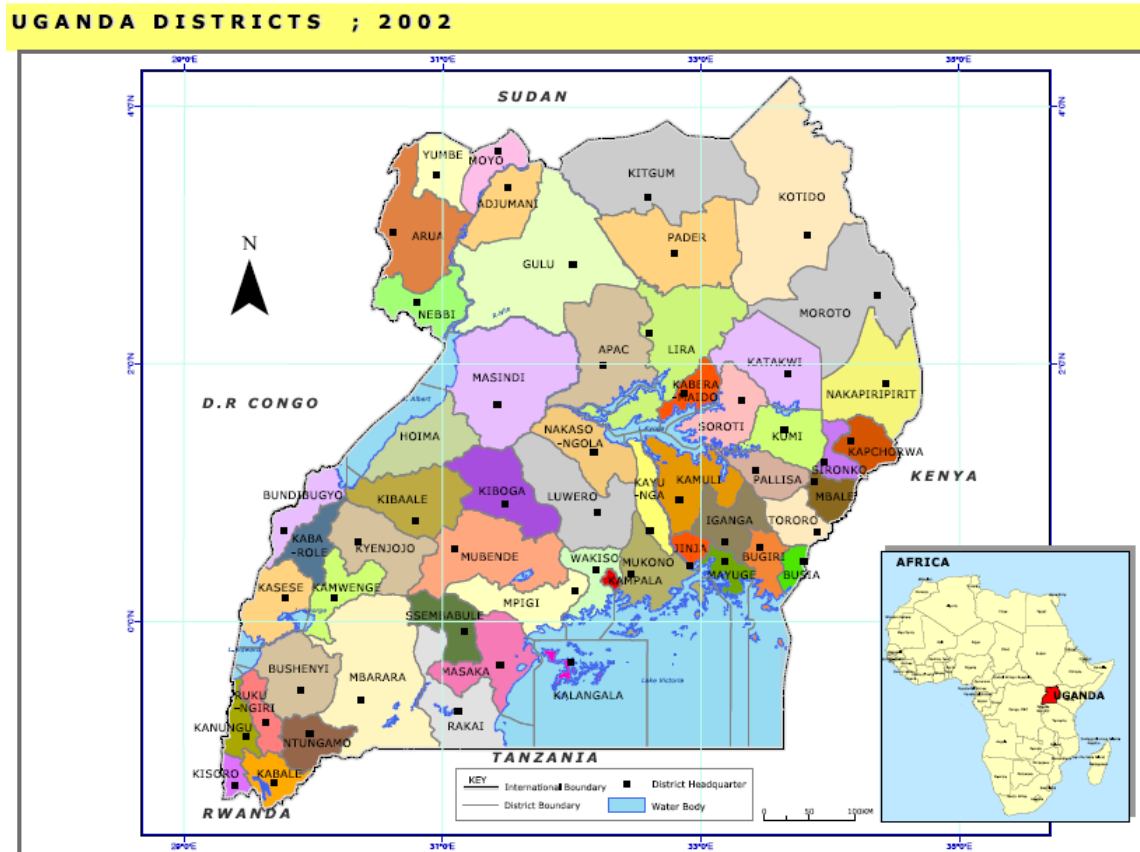
Introduction

Institutions play pivotal roles in guiding change in ways which are supportive of national socio-economic and even political goals. However, if institutions are non-existent, underdeveloped or poorly conceived, they can misguide development counter to the desired end. This situation is noticeable in the case of the Government of Uganda whose ability to provide adequate shelter and other basic urban services especially for the poor is particularly hard hit by among other factors, rapid urban growth. The need for institutional an appropriate institutional framework for shelter and urban development in Uganda has therefore become imperative.

1 Shelter Situation Analysis

1.1 Basic General Data

Uganda (See map – pg. 2) is located in the Eastern Africa Region. It's bordered by Kenya in the East, Sudan in the North, Democratic Republic of Congo in the West, Tanzania in the South and Rwanda in the South West.



System of Government

The system of government is based on decentralization through the districts (the largest unit of local government). To-date there are 80 districts up from 56 in 2002

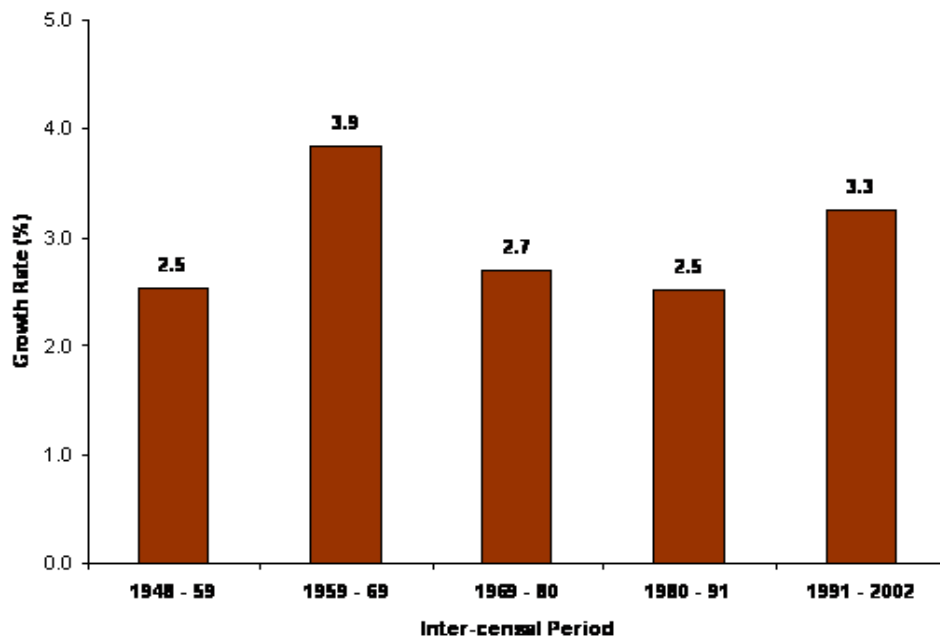
and the number is expected to rise further with continued political demands for them. The lower government levels under the district are the counties/ municipalities, sub-counties, Parishes and the villages.

Each of these administrative units is administered through the Local Councils (LCs) from LC 1 with the village to LC 5 at the Districts

The Population of Uganda

Uganda has a total population of 24.4 million persons as of the 2002 Census. Between August 1948 and September 2002 period, the population of Uganda increased nearly five times from 5 million to 24.4 million as illustrated in **Figure 1; pg 3**).

Figure 1: Population of Uganda, 1948 – 2002



Over a period of about 12 years (January 1991 to September 2002), there was a net increase of 7.7 million persons in Uganda. The increase is at 3.2% which is the second highest inter-censal increase compared to the 3.9% between 1959 – 1969.

Population Density

The total area of Uganda is 241,038 square kilometers. The population density of Uganda increased from 25 persons per square kilometers in 1948 to 124 persons per square kilometers in 2002.

Table 1: Population Density of Uganda, 1948 – 2002

Index	1948	1959	1969	1980	1991	2002
Population Density (Persons per Sq Km)	25	33	48	64	85	124

1.2 Shelter Related Fact and Figures

Housing is one of the basic needs that have a profound impact on the health, welfare, socio-economic development of the individual. It is considered one of the best indicators of a person’s standard of living and his or her place in society.

The shelter situation is affected by a number of factors such as the type of dwelling, the building materials and the facilities/amenities provided within the dwelling unit or in its yard / neighbourhood, occupancy density as a basis for analysis of the shelter situation.

To the above end, the 2002 the Population and Housing Census of Uganda has provided a full census of dwellings, room occupancy, building materials, facilities and services. An overview of the shelter situation of Uganda is as follows.

According to the 2002 Population and Housing Census, the existing housing stock is only 4.2 million units with a national occupancy density of 1.30 households per housing unit, there is a total backlog of 1.0 million. The mean household size in Uganda from the 2002 census is 4.7 persons. This is quite close to 4.8 and 4.7 persons obtained from the 1991 and 1969 censuses respectively.

The materials used for the construction of housing. The most common type of materials used for construction of the dwelling units¹ were mud and pole for the wall (50%), Iron Sheets (54%) or Thatch (44%) for the roof and rammed earth (77%) for the floor.

The table 2 below shows that, 72% of the stock is temporary while the permanent stock is only 17.2%. And by sector, about 59% of dwelling units in urban areas were permanent compared 10% in rural areas.

¹ A dwelling unit is a housing structure occupied by a single household. (UBOS) 2002.

Table 2: Characteristics of a dwelling unit by sector

Characteristics of a Dwelling unit	Rural	Urban	Total
Permanent	459,409	422,594	882,003
Semi-permanent	473,986	100,807	574,793
Temporary	3,481,674	188,292	3,669,966
Total households	4,415,069	711,693	5,126,762

Access to shelter services / amenities

Housing need is a manifestation of both the housing backlog and lack of the basic services i.e. water, access, environmental sanitation, garbage collection.

Access to electricity in Uganda is still low with only 8% of the households reported as using electricity as the main source of fuel for lighting in 2002. Percentage of households in urban areas with access to electricity is 39 compared to only 3% in the rural areas.

The majority of the households used a tadooba (a paraffin candle) for lighting (75%) and most households (97%) use wood fuel for cooking. Table 3 that follows shows the utilities used by households.

Table 3: Households using Selected Household Utilities by Residence, 1991 – 2002

Type of Utility	1991		2002	
	Rural	Urban	Total	Percentage
Use of electricity for lighting (%)	5.6	2.6	39.0	7.7
Use a tadooba for lighting (%)	NA	81.5	33.3	74.8
Use firewood for cooking (%)	10.2	7.0	66.6	15.2
Use charcoal for cooking (%)	88.2	91.4	22.4	81.8
Have access to safe drinking water (%)	25.8	55.7	93.2	60.9
Without Access to a Toilet Facility (%)	28.4	19.8	2.4	17.4

About three out of every five households (61%) of the households had access to a source of safe drinking water from the tap, boreholes, protected springs and gravity flow schemes.

Overcrowding and room occupancy

The Room Occupancy Density ranges from 2.6 per room in urban to 2.8 in rural areas. The highest Room Occupancy Density of 3.8 per person per room is found in single room dwellings.

Table 4 below shows that 56% of the households stay in overcrowded dwelling units; i.e. more than 2 persons per room. These households account for 74% of the population. The proportion of overcrowded households is slightly higher in rural (57 percent) than in urban areas (49 percent).

Table 4: Overcrowding indicator by Residence

Housing Indicators	Urban	Rural	Uganda
Average household size	4.2	5.0	4.7
Average Dwelling Unit Size (rooms)	1.6	1.8	1.8
Average Room Occupancy density	2.6	2.8	2.7
Sharing ratios	1.3	1.3	1.4
Housing Backlog (%)	27.0	31.0	30
Overcrowded dwellings (%)	48.8	56.1	55.1
Overcrowded Population (%)	69.7	73.5	72.7

Urbanization

Urbanization relates to the growth in the proportion of the population living in urban areas. The 2002 Census defined urban areas to include gazetted cities, municipalities, and town councils totaling to 78.

Table 6: Urbanization in Uganda, 1969 – 2002

Index	1969	1980	1991	2002
Urban Population	634,952	938,287	1,889,622	2,999,387
Urbanization Level (%)	6.6	7.4	11.3	12.3
% of Urban Population in Kampala	53.9			100

The majority of the population in Uganda lives in rural areas. The population living in urban areas was 635,000 in 1969, 938,000 in 1980, 1.9 million in 1991 and nearly 3 million in 2002. The current average rate of urbanization for Uganda basing on the 2002 census is at 12.3%.

The level of urbanization at 12.3% is by no means low considering the capability of the city / urban authorities. The local authorities (towns /municipal councils) are hard hit by the rapid urban growth and hence, they do not have the capacity to deliver adequate shelter, water, sanitation and other basic urban services.

1.3 Housing Policy

In 1992, Government adopted an enabling policy as major housing policy to guide the housing sector. Under this policy Government divested itself of the responsibility to provide housing to its workers and sold its stock of non-core houses to the sitting tenants.

The liberalization policy is to encourages the private sector to play a leading role in socio-economic development including the development of human settlements. Through the divestiture and privatization policy the government has been selling parastatals and now plays the role of regulator and enabler..

Pursuant to the above noted policy framework as a regulator and enabler, it has the following responsibilities:

- Removal of policy, institutional, legal and regulatory obstacles that hamper efficient shelter delivery;
- Formulation of appropriate legislation to facilitate all actors to actively participate in the national shelter delivery system

- Encouragement of creation of new alliances, partnerships, mechanisms and opportunities for all actors to effectively contribute to housing development;
- Effective mobilization and organization of resources (financial, land, building materials, technologies, manpower etc) as well as collaborative arrangements for improved shelter delivery;

This policy is however under review to enhance the role of all actors in the national shelter delivery system.

1.4 Actors in Shelter Delivery and their Roles

The table below gives the range of actors in the shelter delivery.

Table 5: Actors / roles in shelter delivery

S/N	Category of Actor	Actor	Role(s)
1	International / Bilateral	UN –Habitat Shelter Afrique	Financial and technical support
2	National Government	Ministry of Lands, Housing and Urban development	Policy formulation, setting standards, technical backstopping
3	Local Government	Districts, Municipalities and town Councils	Implementation of programmes
4	Private Sector	Factories, banks, Estate developers	Provision of inputs to shelter; building materials, shelter development, mortgage etc.
5	NGOs / CBOs	Habitat for Humanity, Slum Dwellers Intl	Advocacy, community shelter development
6	Households	Households/ families	Shelter development

2 Organisation

The Ministry of Lands, Housing and Urban Development is a central Government Ministry whose roles cut across the three sectors of lands, housing and urban development that collectively address housing issues. The main roles of the organization are the following:-

- formulate national policy, strategies and programs on lands, housing and urban development.
- Setting national standards on matters regarding sustainable use and development of land, housing and human settlements.
- Monitor and supervise national lands, housing and urban development policies as they apply to local governments.

The particular department for the housing sector is the Human Settlements Department whose primary objective is to ensure improved housing especially for the needs of the vulnerable population.

3 Shelter Problem

The consequence of rapid urbanization is the mushrooming of informal settlements / slums - a manifestation of the two main challenges facing human settlements development rapid urbanization and the urbanization of poverty. (UN-HABITAT; 2003).

Slum settlements now occupy more than 50% of the land area in most of Uganda's urban areas and provide accommodation to more than 70% of the population in the urban areas. Slums are the first stopping point for immigrants and source of low-cost and only affordable housing that enables the immigrants to save for their eventual absorption into urban society (**Habitat 2003**).

The slum settlements are not planned and lack basic services. Slums represent the worst of urban poverty and inequality.(Kofi Annan; 2003).

The population living in the slum settlements in the city (Kampala) and other urban of Uganda are exposed to a wide range of problems including the following:-

- i. Haphazard shelter and lack of access to basic utilities and services
- ii. poor environmental sanitation, and lack of capacity to deal with solid and liquid waste disposal
- iii. haphazard settlement development and squalid conditions
- iv. lack of access to land / security of tenure
- v. flooding and erosion for lack of drainage

The photographs that follow (**pg. 7 – 8**), clearly depict the nature of problems associated with informal settlements in Uganda.



Photo above: Un-planned Squatter Settlement in Kampala City - Uganda



Informal Settlement without proper access, drainage, water supply and garbage collection in Arua Municipality - Uganda

Women and children fetching from Enyau River; – the main source of water for drinking and domestic use for the poor and low income in Arua Municipality – Arua District (Uganda).



It is against the background of poverty, poor shelter, living and environmental conditions that, the Government of Uganda executed key international protocols i.e.

the Habitat Agenda and the Millennium Development Goals both of which target improvement of shelter, urban development and poverty alleviation.

However, the good intentions of Government have not been translated into practice. Government / the Departments for Housing and Urban Development have dismally failed to take off with implementation of Goal 7 (Target 11) of the MDG and the Habitat Agenda with the twin goals adequate shelter for all and sustainable urban development.

The poverty levels for communities in the informal settlements have continued to worsen and so has their general shelter and environmental conditions.

Analysis of the Institutional Problems on Shelter and Urban Development

There only exists a loose institutional framework for shelter and urban development in Uganda. While there are a number of actors and stakeholders in shelter and urban development right from the national to the local levels, there is apparently no inter-link-age and activities for each actor are not co-ordinated.

The lack of an effective institutional framework for the housing sector / shelter and urban development is fundamentally a result of gaps in the overall government policy on decentralization and also the existing policy on housing as below explained.

- (i) Under the Government's policy on governance, service delivery is decentralized. However, the decentralization policy has not benefited the housing sector. Most local governments (districts) have no structures for the sector. The housing sector remains largely centralized and this greatly undermines the capability of the sector to deliver services for the needy grass-root communities.
- (ii) Arising from the above noted policy constraint, there is no network with the various actors who have remained largely un-informed on the government policy which should give guidance on the institutions and their respective role.

The linkage up-wards with development partners is at the weakest. They seem not to have perceived the potential contribution shelter and urban development programmes can make towards poverty alleviation. Consequently, the housing sector has for a long time not been able to secure budget allocations / development co-operation.

- (iii) While the Government's overall policy is on enablement, the policy is often considered as glossy and it does not seem to provide the specific policy direction and intervention.

A clear example is the question of access to land for shelter development and provision of infrastructure services. The constitution of Uganda vests

land in the citizens. The Statutory Powers of the State to acquire land for development cannot be easily applied for inability to meet basic requirements for compensation – being the points of timely and adequate compensation.

Most of the urban land for the informal settlements is characterized by multiplicity of tenure. Besides the holder of the mother title, a number of other persons hold some form of lease and property rights on the same piece of land. This is the principal cause of conflicts over land and often culminating into forceful evictions and insecurity of tenure which is unhealthy for shelter and urban development.

4 Proposal for Change and Improvement

In view of the institutional issues above elaborated, it is imperative the need to initiate institutional reforms for shelter and urban development becomes imperative. The following are the proposals for change.

(i) Information, Education and Communication Strategy on Shelter and Urban Development Processes.

A comprehensive strategy on sensitization for actors is to be developed and particularly targeting all stakeholders namely the households / communities, municipal/ town councils upon whom the planning and program implementation depend. The roles of the the respective actors has to be well articulated. The concerned government agencies and development partners are also to brought on board.

(ii) Institutionalizing Public Private Partnerships (PPP) within the framework of Decentralization Policy.

The requirements for urban development are heavy for any one actor to effectively undertake. Hence, a mode of operation based on partnerships involving the the Community, the Municipalities / Town Councils, Non Governmental Organizations (NGOs), the Ministry of Lands, Housing and Urban Development and above all the developemt partners is to be instituted.

In-evitably, a strong community organizations representing the various intrests will have to be created for the planning and implementation of the various programmes. Orgnizations for the landlords, tenants are indispensable in the resolution of the land related problems.

SWOT ANALYSIS OF THE PROPOSALS

<p>Strength</p> <ul style="list-style-type: none"> ❑ The overall policy and regulatory framework for local authorities to undertake urban planning and development is available i.e. the decentralization policy and the Local Government Act. ❑ A slum profiling and upgrading program is being developed by Government. ❑ The main agencies / government ministries for shelter and urban development are available. ❑ The slum dwellers are getting mobilized and forming organizations to advance their shelter and living conditions. ❑ Development partners such as SDI have shown interest to support development programs within slums. 	<p>Weakness</p> <ul style="list-style-type: none"> ❑ Lack of skilled and experienced personnel at the local government levels (municipalities) for shelter and urban development. ❑ Insufficient funding - lobbying for more funds from government and donors for shelter and urban development. ❑ Failures of the Government to deliver on the enabling support for urban development i.e. Provision of physical infrastructure for urban development.
<p>Opportunities</p> <ul style="list-style-type: none"> ❑ Development Co-operation from bilateral and international organizations UN-Habitat, SDI, SIDA etc. ❑ Vibrant private sector for potential Private – Public Partnerships for shelter and urban development. ❑ Linkage with other sectors, national and international organizations i.e. UN-Habitat, SDI ❑ Access to PEAP funding - Involvement in sector wide planning; presentation and justification of housing in relation to PEAP. ❑ Involvement of public sector through public awareness campaigns and call for participation - public awareness campaigns, sensitization programs, participation in housing development related activities, demonstration. 	<p>Threats</p> <ul style="list-style-type: none"> ❑ Absence of linkages with lower governments and communities. ❑ limitation from Ministry of Finance to access support from international development ❑ No mechanism to coordinate housing programs ❑ Housing is little understood internally and externally. ❑ Housing is not prioritized under PEAP and has not benefited under the sector wide support and technical co-operation.

Action Plan

The following activities are intended to be undertaken within the short and medium or long-terms in pursuit of the goal of shelter and urban development.

Activities for immediate implementation (short term plans)

- Sensitize the stakeholderbs and in particular, the line government agencies, local governments units (districts, municipal and town councils), the private sector, NGOs CBOs and households on the importance of housing in socio-economic development and highlighting the roles of the various actors.
- Prepare educational materials (booklet) regarding the institutional framework for shelter and urban development for informal settlements.

Program for Development of Informal settlements

Mid- Long term Action Plan (5 years)

- **Develop detailed physical planning of the informal settlements.**
The acquired land will be planned in detailed taking into consideration the various uses to ensure sustainability of the settlement.
- **Demarcation and Surveying of the Informal settlements.**
The plot sub-divisions will be surveyed, registered and allocated to the identified residents.
- **Build partnerships basing on PPP for project implementation.**
A number of approaches will be encouraged including public –private partnerships, aided self help, community participation, slum upgrading, sites and service schemes.
- **Resettlement of the affected population.**
In his 2006 Manifesto, the President has indicated intentions to commit Government to, among other actions, Buy land and build low cost houses for the urban poor who are currently living in slums. It will be appropriate to acquire some of this land and redevelop it for resettlement of people displaced by development.
- **Provision of Infrastructural Services**
Government will provide funding for provision of infrastructural services such as road network, sewerage, drainage, electricity and water. The cost of the infrastructure services will be inbuilt within the cost of the units to ensure sustainability of the project.
- **Construction of the Low Cost Houses / Apartments**

Houses designed on low-cost approaches will be built. Such approaches may include use of appropriate technology and affordable materials. Vertical housing development will be encouraged for the urban poor. This will ultimately minimize the unit cost of providing land and infrastructural services.

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