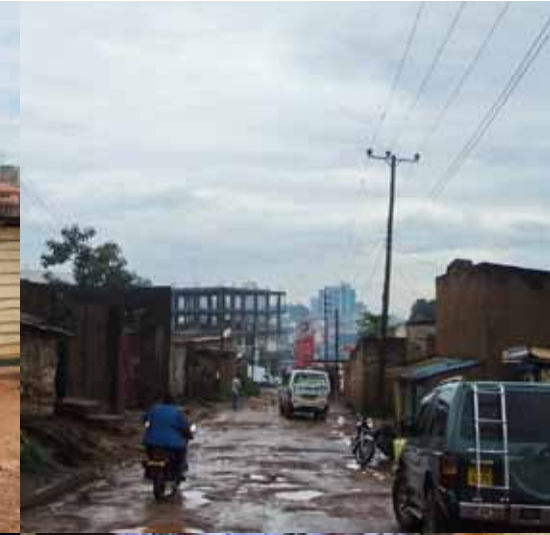




These executive summaries are based on reports from the course AAR4525
Urban Ecological Planning, NTNU autumn 2011



NTNU – Trondheim
Norwegian University of
Science and Technology

UN HABITAT
FOR A BETTER URBAN FUTURE



Makarere
University

Planning for action - actions of planning

Two field studies in Kampala, Uganda

Executive summaries



THIS BOOK IS ABOUT WHAT STUDENTS CAN DO & LEARN – WHEN WORKING WITH REAL PEOPLE

Our students had the privilege of working with the Uganda Federation of Slum Dwellers (UFSD) in Kisenyi, one of Kampala's centrally located slums. There is no way they could have achieved what they did without the guidance and access offered by members of the Federation. We all stand forever grateful.

The book presents in brief what the students discovered by being dumped into totally unknown territory, both in the practical and literal sense. I have over recent years gained the privileged experience of seeing how people develop a deeper insight, a wider and more multidimensional knowledge about a phenomenon when gained through their own discoveries - while guided by a personal responsibility towards 'real' people. This is how the students approached the challenge of finding out "what makes this community tick". Their proposals, suggestions, ideas, all emanated from this wider insight.

This is the work of 21 first semester students attending an international Master course in Urban Ecological Planning at NTNU, Trondheim, Norway. They come from seven countries (!) all focusing on urban issues of the Global South. Investigating the slums is therefore an integral part of trying to understand present-day global urban dynamics. How can we as future planners otherwise deal with the challenges of growing urban slums, if we ourselves do not understand its constituent parts or reigning dynamics. Part of this discovery approach also included dialoguing with the formal structures of planning and urban policies. Both the bottom and the top are to contribute, no one part will succeed on their own. This is what we have labeled "The Bottom – Top approach".

Two interacting phenomena soon presented themselves: The incessant evictions of poor families from the slums accompanied by the changing physical face of the city, both the result of rapid urbanization, scarcity of land – and economic (and social) inequality. In the face of this the students proposed, or rather, strengthened and concretized a nascent local land-sharing scheme, and updated and substantiated a dormant proposal for a new settlement in the outskirts of Kampala. The projected growth in Kampala's future population justified a similar architectural approach in both cases, that of a multi-story incremental housing strategy. Without allowing the poor to contribute both materially and in kind, there is no way they will be able to improve their housing conditions. What the students brought on is thus based on a realism that only emanates from a personal responsibility towards the people they work with. Their project seems unique in these corners of the world. Sometimes it feels good to be a teacher....!

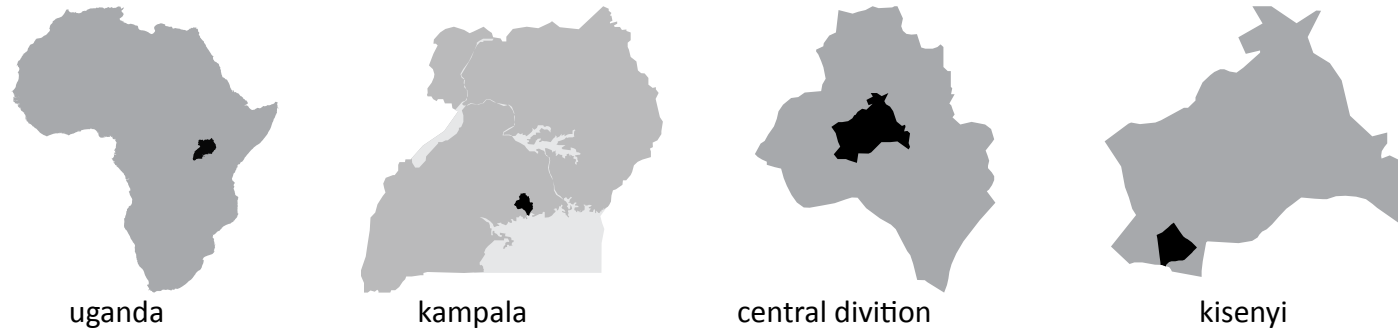
The core housing unit was in March 2012 built as a 'mock-up' in scale of 1:1 to show the start-out space and the potential for incremental growth and adaptation. This event was attended by politicians, ministerial and municipal staff, professionals, press and people from Kisenyi. We stand grateful to UN-Habitat for the funds that allowed us to present to the people and the authorities the potential of this strategy. The next step is to build a pilot project....

Hans Skotte, MArch, PhD
executive course director



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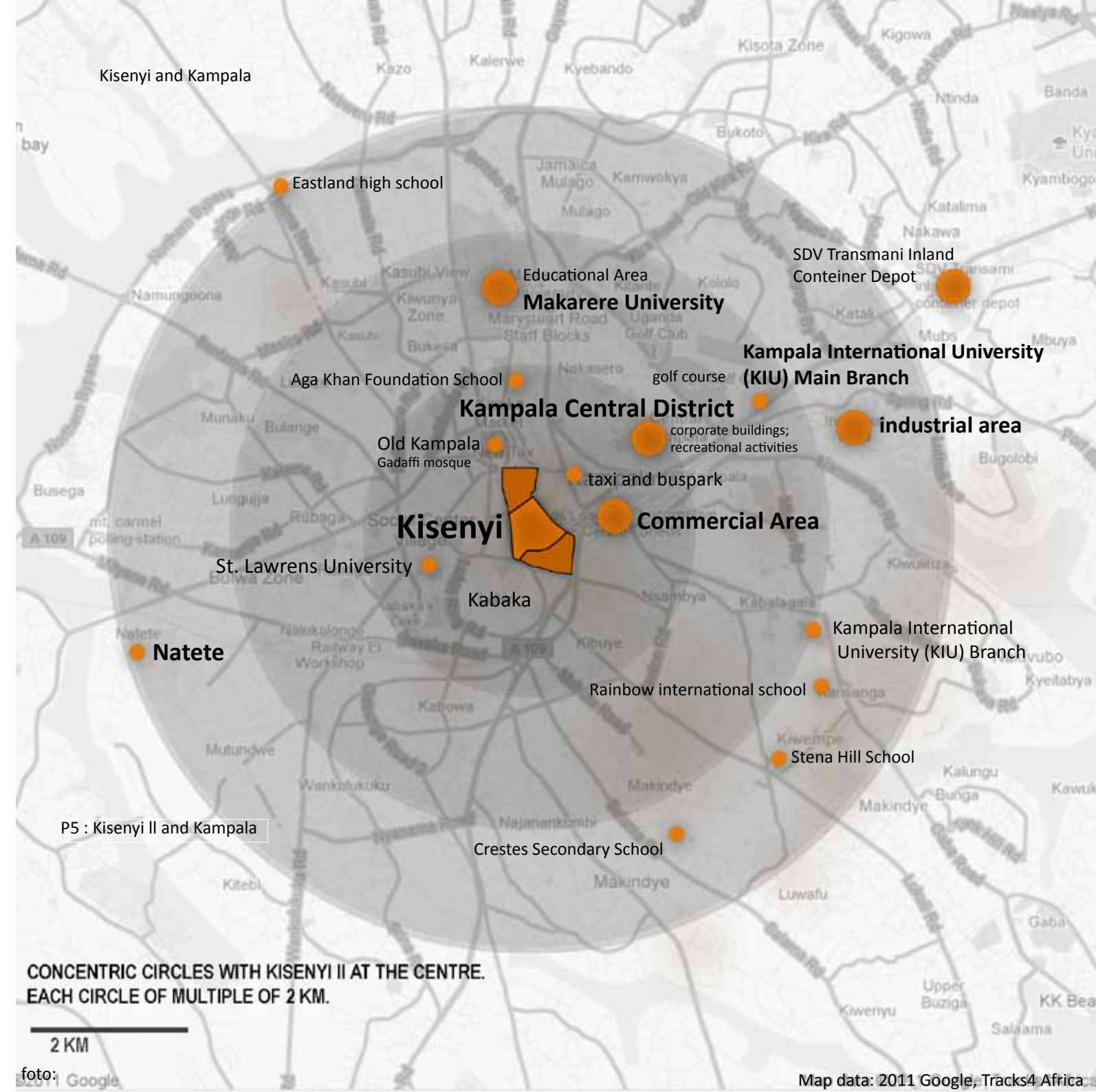
Kampala, the capital of Uganda, also known as the city of Impala (in Luganda language), had its beginnings as one of the headquarters of the Pre-colonial Buganda Kingdom. With the advent of the British protectorate in 1896, it was started as a small township for administrative purpose.

Postcolonial period also saw centralised policy in creating commercial and industrial investment in Kampala, creating new job opportunities and eventually resulting haphazard migration. The tendency to locate most of the businesses in Kampala has lead to the decline of other cities like Jinja. This has left Kampala to be a Primate City.

Since 1969, Kampala has absorbed 40 % of the total national urban population and 4.9 % of the national population (UBOS, 2002). The expansion of the city has resulted the Urban sprawl in peri-urban agricultural and vacant

land within 15-20 km radius of the city, primarily to the north, east, and south. Moreover the city also grew inside encroaching the wetlands, which were more prone to flooding, and disease like malaria, cholera, and diarrhoea.

Since 1990, Kampala has been experiencing unplanned housing but not coping with the pace of haphazard urban growth. Many of them are constructed by low-income groups without any technical guidance, near drainage channels without any latrines. According to UPPAP (2000), about 30 % Kampala population live in informal sector famously known as slums with an average density of 14,112 persons/sq. km. unfortunately both the number of slums and the places are increasing in geometric rate posing an environmental and planning challenge.





Fieldwork summary

This is a culmination of the fieldwork conducted in Kisenyi Parish Kampala-Uganda with a group of students from NTNU-Norway and collaborating students from Makerere University in the year 2011. It comprises two field projects, one on land sharing and the other on resettlement. Both aim at securing tenure systems and have an ultimate goal of communal participation.

The intensive two-month field study undertaken in Kisenyi from September to November was meant to enhance our methodological skills to address the real, on-the-ground urban issues of the fast growing Kampala. We were divided into two groups and worked in two informal settlements of Kampala, namely Kisenyi II and Kisenyi III. The groups were composed of international students from NTNU with various professional backgrounds ranging from Urban Planning and Design, Architecture to Civil Engineering, and local students from the Geography, Geo-Informatics and Climatic Sciences Department at Makerere University, facilitated by community assigned local volunteers and field coordinators. We not only addressed the multi facial problems, mainly caused by unsecured land tenure-ship, ur-

ban poor are facing but also the possible contextual solutions. We have come up with the ideas of land sharing as a pilot project, may be the first in Africa, and a resettlement scheme to combat the worst effects of eviction.

Our objective is to help empower the urban poor and let their voices be heard. Regardless of being located in a strategic position of Kampala, Kisenyi holds one of the biggest slums. Along with the diverse culture and community composition there is also vested a remarkable potential which can't or shouldn't be undermined. Merely understanding informality as constraints, blaming inhabitants of the slums for impoverishment should be ended now and we need to find out ways of collective participation for development.

Urbanization in the global south is increasing at an alarming rate, triggered by spiraling population growth, which in turn is caused by high fertility rate and migration, rural to urban centers. The response of planning practitioners and current training systems to the mismatched urban growth and infrastructure provisions is not admirable.

Kisenyi II Resettlement Project

Executive Summary
2011



10 zones of Kisenyi II, Google maps, 2011

Introduction

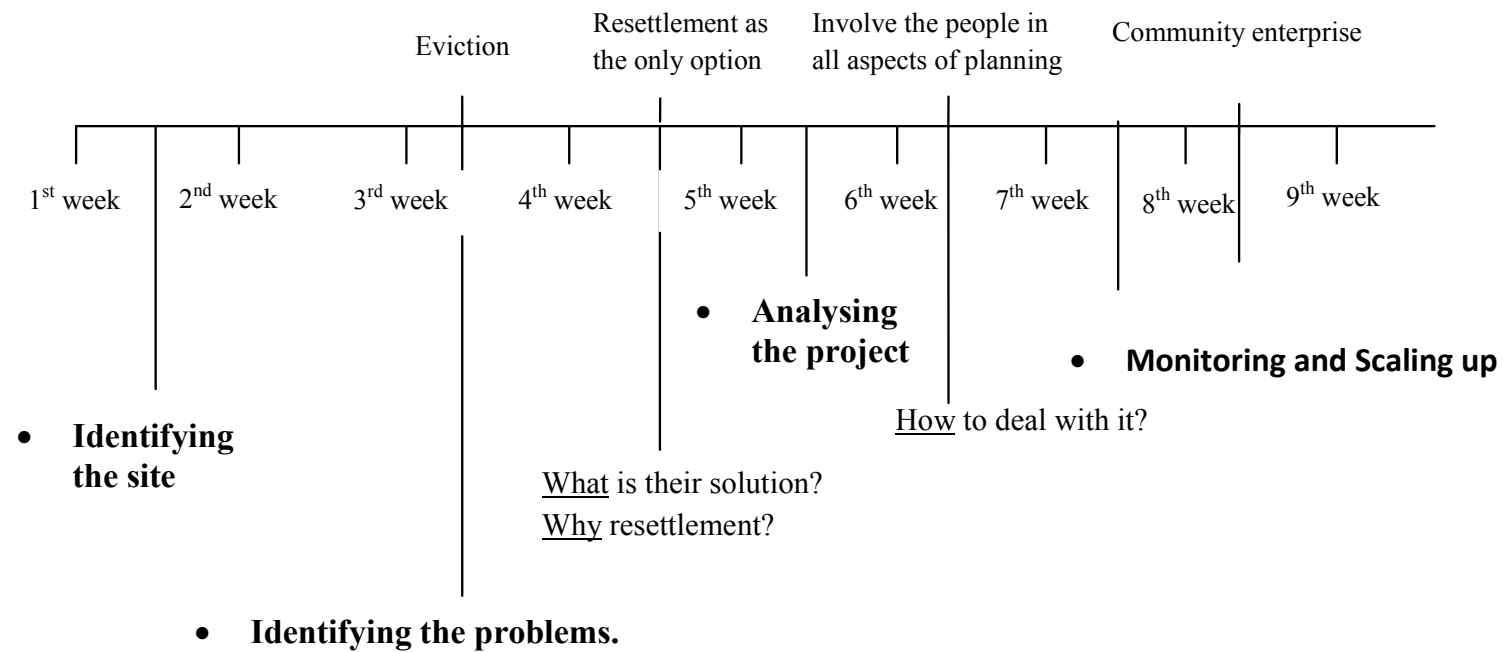
Kisenyi II, one of the parishes of the Kisenyi ward in Kampala's Central Division, has ten zones and nearly nine thousand inhabitants. It hosts small scale industries and immense commercial activities mixing up with significantly poor residential units. The largest and busiest market in Kampala, St. Balikuddembe market, popularly known as Owino, is also located here. Basic services like water and sanitation are substandard and impulse serious health and hygienic problems to the inhabitants.

Few residents live in homes constructed of brick, with cement floor and corrugated iron sheet roofs. However, others live in homes built from less sturdy and more hazardous materials. It is generally a crowded settlement with poor and chaotic structures constructed randomly. There is hardly left any open space for communal activities.

Irrespective of the poor drainage system, occasional rain flooding, poor housing, poor infrastructure, unsecured and multi-layered tenure ship system and the little open space, this settlement comprises a bustling, vibrant and heterogeneous community.

What we did

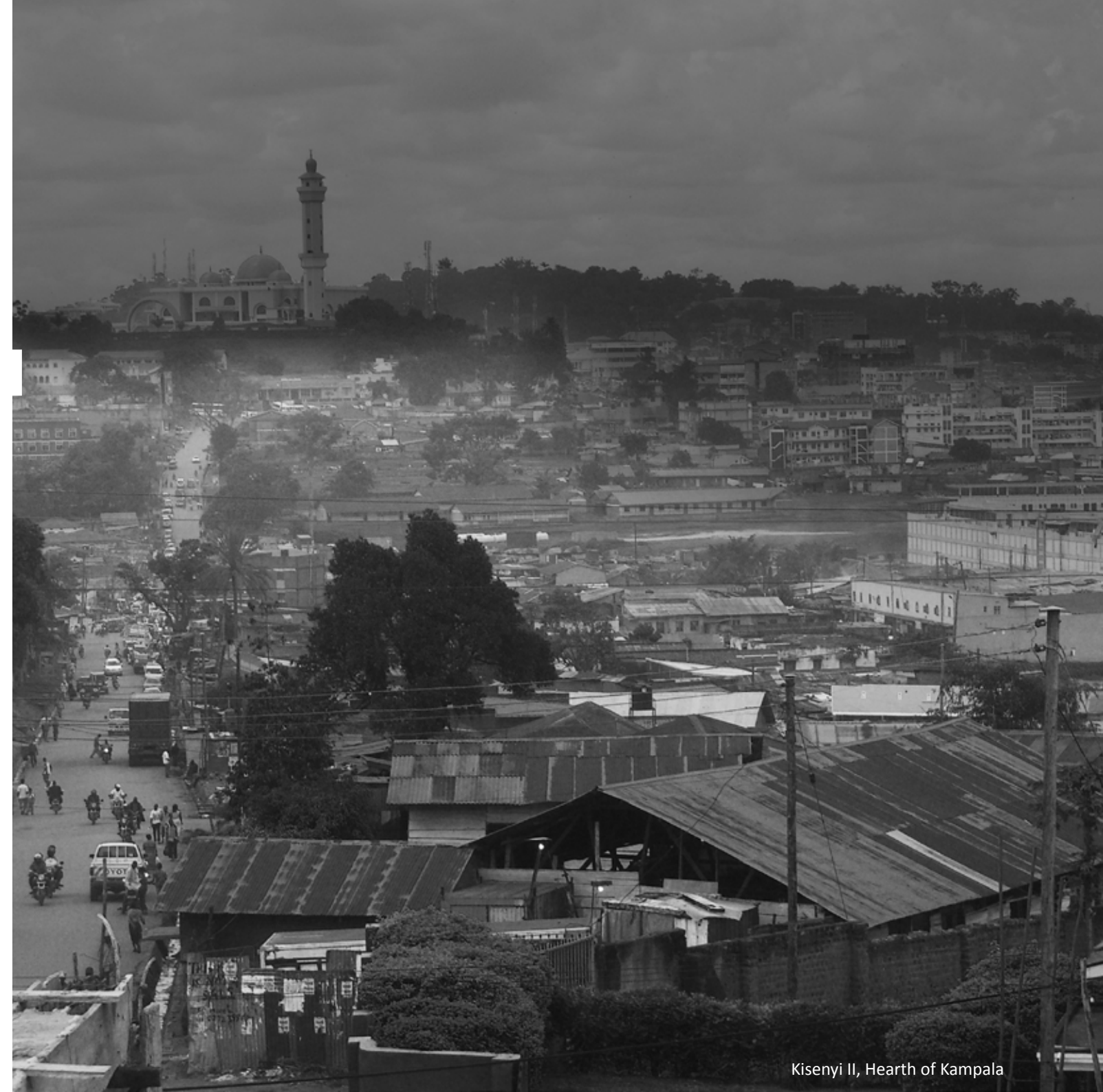
During our two months of field study in Kampala, we mainly worked on eviction, analyzed its root causes, and identified associated problems stimulated by it and possible solutions to tackle its undue effects. Eviction in Kisenyi, like in the other parts of the world, happens with in a limited time of notification, without consultation and without compensation or alternative places. Its root cause is unsecured land tenure ship. "The practice of forced eviction constitutes a gross violation of a broad range of human rights, in particular the right to adequate housing, the right to remain, the right to freedom of movement, the right to privacy, the right to property, the right to an adequate standard of living, the right to security of the home, the right to security of the person, the right to security of tenure and the right to equality of treatment". (U.N., 1998)



How we have worked

We started our process through observation, backed up with interviews and quite a number of meetings and workshops. We had no strategic plan on departure and the whole fieldwork was about “Learning by Doing”. The methods and steps we followed in short are:

1. Data collection-involved mapping, reconnaissance and in-depth face-to-face interviews with the community leaders and chairmen and meetings with community representative. Follow-up of focus groups and meeting with committee members was part of it. In addition interviews were carried out with other stakeholders: landowners, district officials, KCCA and municipality officials and academics involved in ‘slum upgrading’ processes.
2. Data analysis and decision making process- involved discussion meetings and brain-storming.
3. Preparing a preliminary resettlement proposal.



why: RESETTLEMENT

While we were in a discussion with the local chairperson on the possible solution for eviction, we got introduced into the idea of resettlement. Mr. Hilali, LC2 chairperson, explained the fact that some members of the community have intended to buy land outside the capital city and relocate there. Since then, our tasks were tracking those members who are willing to resettle and propose a resettlement plan together with them. Nsangi land...

The challenge here was the reality that non-participatory resettlement almost always destroys social networks, breaks up communities, dramatically reduces people's earning capacities, increases their transport costs, interrupts their children's schooling and so on. Because urban low-income housing is so scarce, demolishing slums and relocating their inhabitants causes a net loss of housing units nobody can afford to replace, and compounds the problem of housing shortages. (UN-HABITAT.UNESCAP, 2008)

Considering the fact that resettlement should not be the first choice, we tried to explore the other options like; land sharing, on site slum upgrading and whole inclusive redevelopment plan. However, the strategic location of this parish and the dynamicity of land market makes all these insignificant. Beyond those listed above, the urban redevelopment plan and market upgrading program suggests resettlement to be unavoidable for this community. So the next step is to figure out how to conduct a successful resettlement process.

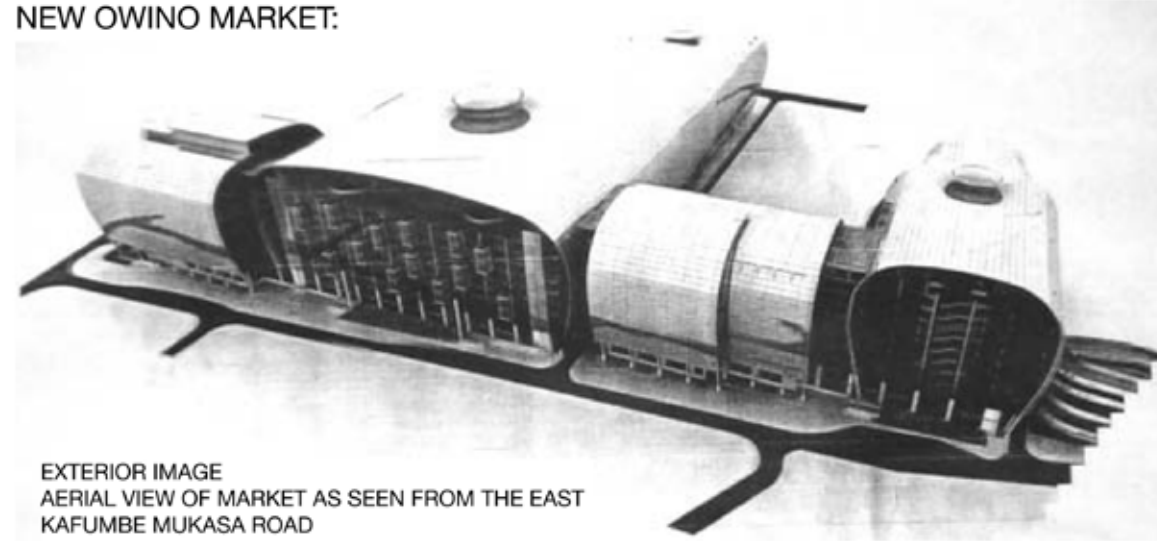
“Forced evictions can always be attributed to specific decisions, legislation or policies of States, or to the failure of States to intervene to halt forced evictions by third parties.”

(UN-HABITAT, 2007)

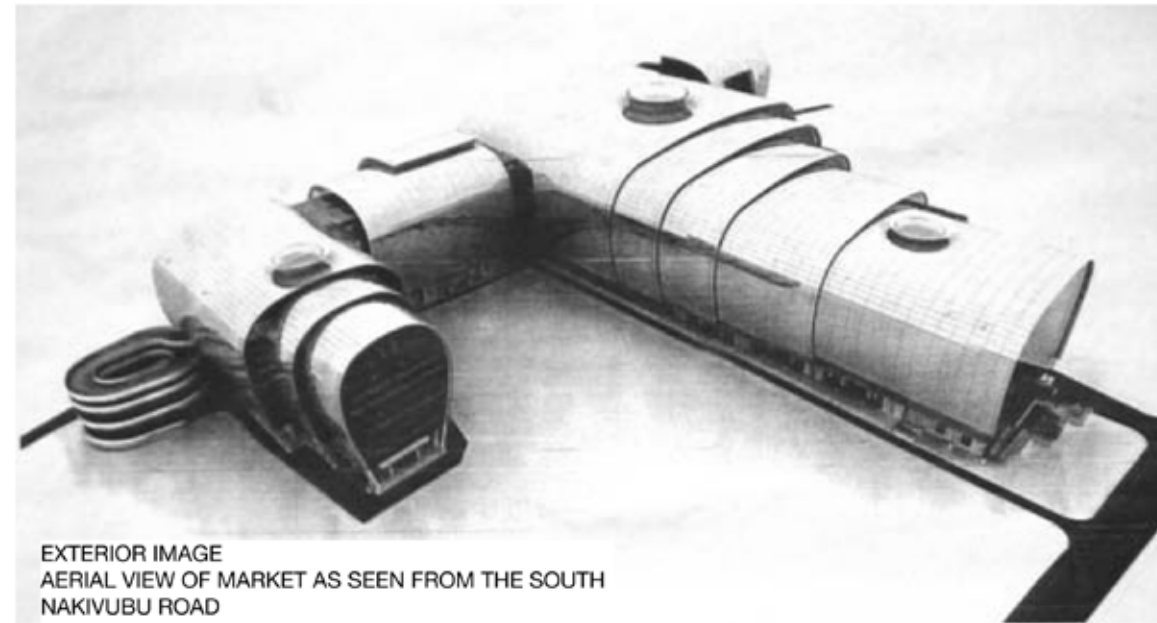


Eviction in school view. October 2011

NEW OWINO MARKET:



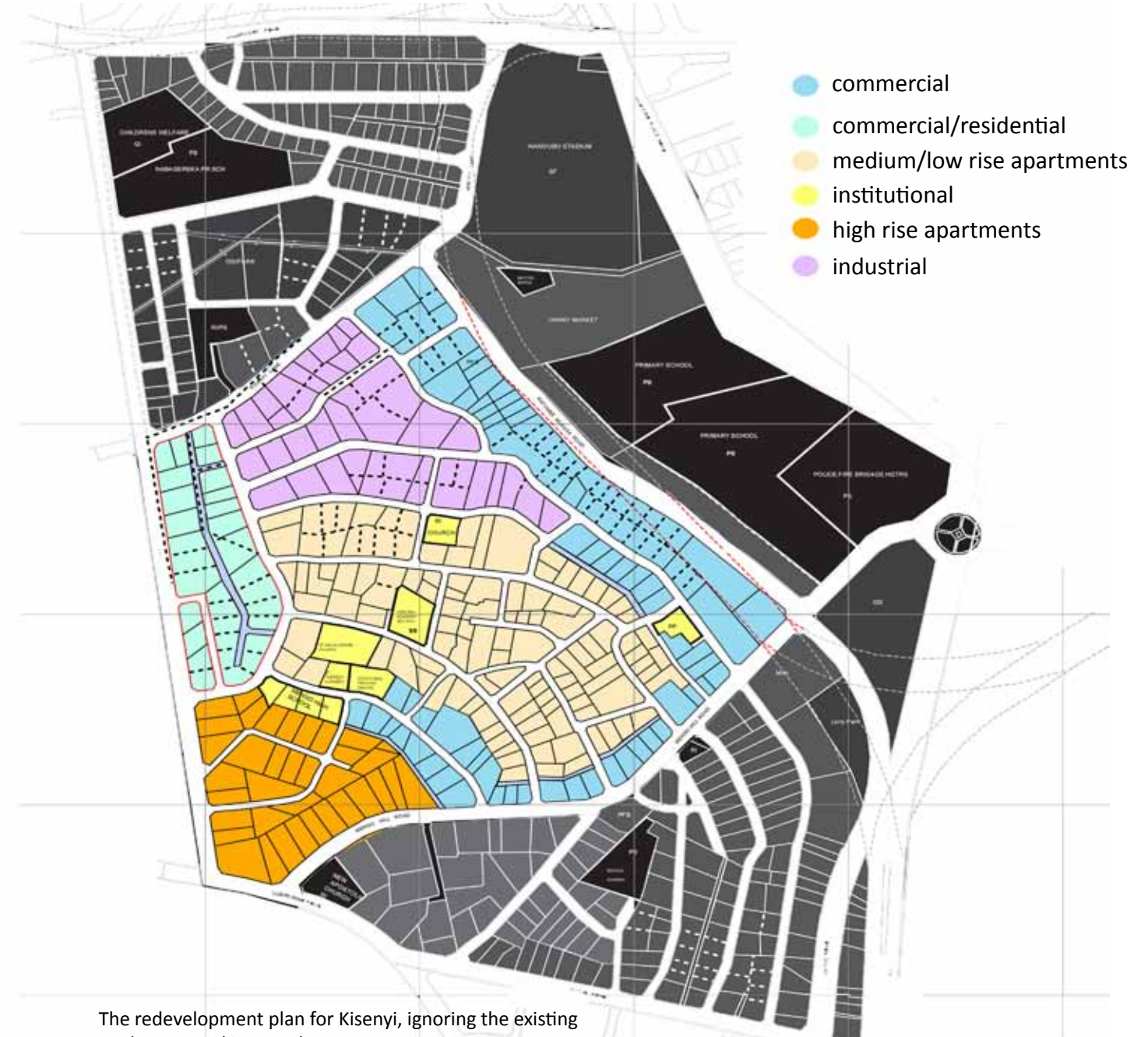
EXTERIOR IMAGE
AERIAL VIEW OF MARKET AS SEEN FROM THE EAST
KAFUMBE MUKASA ROAD



EXTERIOR IMAGE
AERIAL VIEW OF MARKET AS SEEN FROM THE SOUTH
NAKIVUBU ROAD

Architectural drawings, Godfrey Nyakana's office.
The redevelopment of Owino Market will have huge impact
on Kisenyi's future.

Kisenyi parish redevelopment plan, department of urban planning and land management



The redevelopment plan for Kisenyi, ignoring the existing
settlement and its people.



community workshop, november 2011

how: RESETTLEMENT

A crucial step in the resettlement is the active involvement and the participation of the communities. A high degree of government commitment, adequate resource allocation and the participation of local NGO's are essential factors for the project to be successful. The combination of such mutually reinforcing factors prove that resettlement can bring about certain benefits including tenure-ship security, improved housing conditions, access to amenities and better environmental conditions (Cernea, 1993).

According to UN-HABITAT (2008) if there is an idea of resettlement then the new land has to enable people to maintain or rebuild their livelihoods, social networks and survival strategies with minimal disruption. So the site should be close to job opportunities, with easy access to public services such as schools, clinics, banks and good public transportation.

The resettlement program is intended to be based on consensus among the community members through participatory approach. They need to be well organized, should have good leadership and a better information dissemination system. A resettlement program without the community participation becomes eviction. (UN-HABITAT, 2008) We were having a meeting with community representatives, ACTogether and government officials from ministry of land and housing so as to induce the idea of community participation in the whole process and cultivate the feeling of

ownership for the project. It was good opportunity for the community members to present their problems to the local representatives. The outcome of that meeting was the commitment of different stakeholders for the realization of the project. We were also able to get more members to join saving schemes and reorganize themselves under the newly formed committee. The new committee being elected directly from them does its best for better information flow.

The main aim of this project is to tie the communities together and let them stand for a common goal; that is securing tenure ship. Yet, we haven't gone to the technicality of the resettlement in detail except suggesting some scenarios and solutions. The scenarios are visions of how the resettlement could look, in order to bring some ideas to the discussion. We proposed two alternatives; one with organic pattern and the other a planned pattern.

Tenure security

The ownership of land is an important aspect of a resettlement plan. We can see from other resettlement projects in Bangkok (Baan Mankong) and Tanzania (Chamazi) that the emphasis is on communal (rather than individual) ensure (Boonyabancha, 2005). Unsecured tenants today dominate the situation in Kisenyi. In order to improve this we suggest a communal/collective ownership of the new land. If the community as a whole buy or lease land, the security of tenure will be enhanced by the collective nature. This is not only a reflection of the collective efforts to gain secure land tenure, but also a precautionary measure against the sale of land to outsiders. "Once land tenure has been formalized and the protection provided by the informality of the land tenure arrangement is lifted, the land is subjected to much stronger market forces. With collective lease or ownership, a community can exert some control over land and house transactions, and avoid being a victim of speculation" (Usavagovitwong, n.d.).

How to develop and structure the land:

Where to start building and how to make it grow? As a site is not yet located, it is hard to come up with concrete suggestions for how the resettlement should be carried out. The site brings several important frames and regulations for how it may be properly developed.

It is hard to predict all the future needs for the settlement, putting out a strict plan prior to moving is not preferable. Nevertheless, having an overall development plan that reserve space and areas to different purposes such as roads, housing and

industry helps to prevent unwanted, dysfunctional situations. A vital aspect to keep in mind is that planning should always be considered as a process of change, not an end state. Therefore, the resettlement design must admire change, rather than preventing it. The project does not stop with the completion of buildings.

The fact that most of the developed parts of Kampala are designed to meet the needs of Europeans and Asians does not make it a viable reference to how the resettlement should be planned. It is by looking into the informal settlements such as Kisenyi that we have been able to understand the culture of the people, and what elements are important to maintain and restore in the new settlement. By interviewing people in their homes we got highly relevant information on how people lived, what spaces they used when and how, where they worked, how much rent they pay etc.

Housing conditions

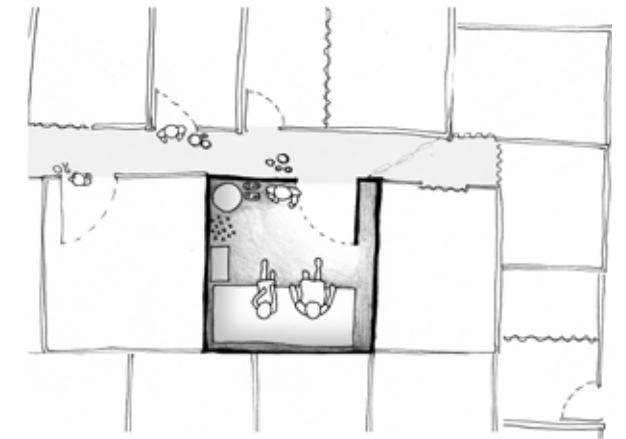
The Kisenyi dwellers residing in single room houses have a heartfelt dream of more privacy. Their most profound wish is a house with separated bedrooms and sitting rooms. The fact that many feel ashamed by the state of their current home creates a situation where social life is excluded. People are not comfortable inviting guests. The Kisenyi inhabitants say the future house do not need to be big, but must be made of descent materials that appear nice and clean. To share facilities such as bathroom and kitchen is not an alien thought, as long as it is maintained properly.

"...although we are all different, human beings have a common set of needs that we must meet to achieve well-being. If cultural sustainability means establishing and maintaining human well-being, then successfully meeting these needs becomes central to sustainability. Design's task is to meet these needs well."

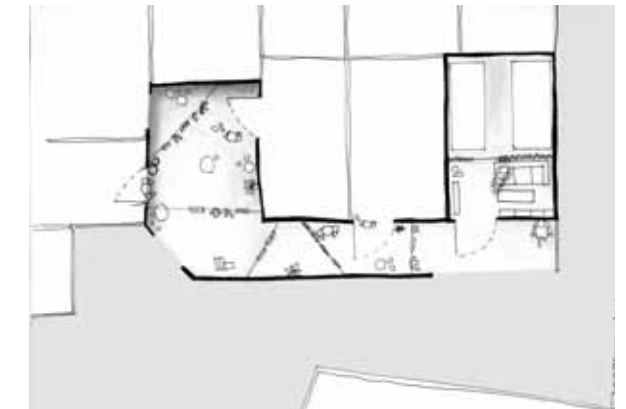
(Thorpe, 2007, p.115)

Perhaps the most important aspect regarding the housing of the new settlement is the affordability. Making a well functioning, solid house at low cost, demands for creative thinking on all of the structures components. Use of solid and long lasting materials is highly recommended, although it may increase the cost. Nevertheless, it will provide long-term profit in terms of durability. In order to keep the price low, self-contribution is a preferred approach. To have people assist with construction and making of building materials will also generate skills that can contribute to asset maintenance and future employment/income opportunities.

Low cost housing calls for small units and in order to improve the living conditions, architectural qualities such as natural light, natural ventilation, non toxic materials, safe and solid construction and flexible layout are essential contributions.



Common house in Kisenyi. Drawings from mapping.



Structure connected to a shared veranda. Kasaato zone.

"Low cost housing does NOT mean low quality!"

(Udhab Nepal, civil engineer)

Incremental housing means to leave room for future development within the structure. This is a clever way of building, because the cost of the first unit can be quite low, but it enables the inhabitants to add rooms to the house afterwards. It is a strategy that has proven good, especially for low-income groups.

Public spaces:

The people joining the resettlement are not a uniform group and it is therefore crucial to develop housing and spaces that can serve different needs. A vast variety of social arenas are central factors in forming a friendly atmosphere. Communities gain from having larger space with flexible layout where people can gather for market activities, community meetings, celebrations, cultural events and so on. To locate these arenas in collaboration with other key functions such as; religious buildings, schools and business activities, is essential in order to make it a vibrant and lively space.

In addition to this, social arenas will emerge around general human activities. It is hard to determine and plan for social arenas to evolve. Anyhow, one key instrument is creating a layout that makes room for public actions along the transport patterns. In Kisenyi, groups gather on porches, courtyard verandas and other open spaces to cook dinner, chat, wash clothes and play. Making room for such activities in the new settlement is very important.

Greenery:

Greenery holds significant qualities that make a vital contribution to any environment, especially the urban. Some of the ecological benefits are preventing soil erosion, absorbing rainwater, prevent

floods, absorb pollutants and reduce temperature by creating shadow. Vegetation also has numerous social profits through providing recreational spots: A place to play, meditate, gather or rest.

“Studies have found that residents living near green common spaces had more social activities and more visitors, knew more about their neighbours and had a stronger feeling of belonging.”

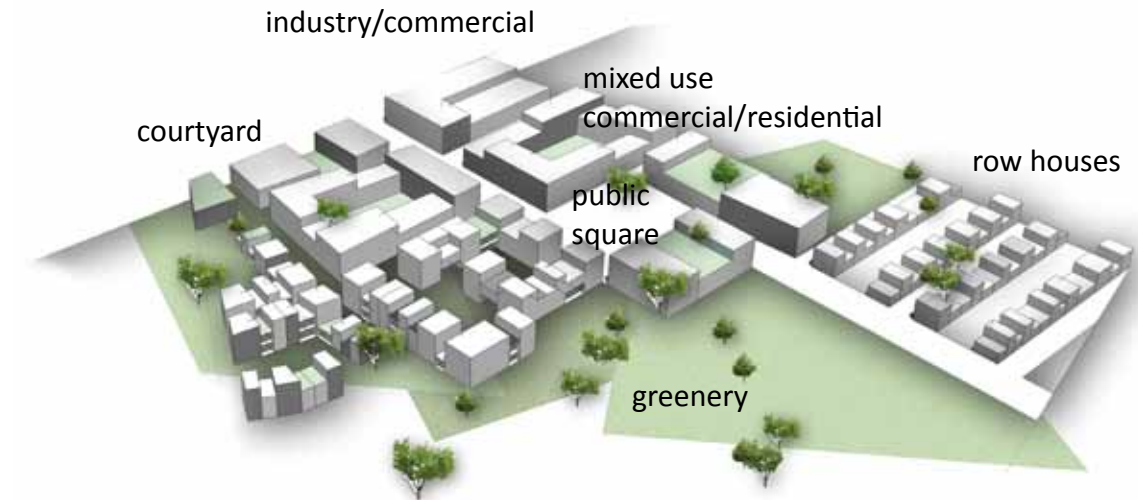
(Environmental News Network, Retrieved Nov. 28, 2011)

Urban design scenarios

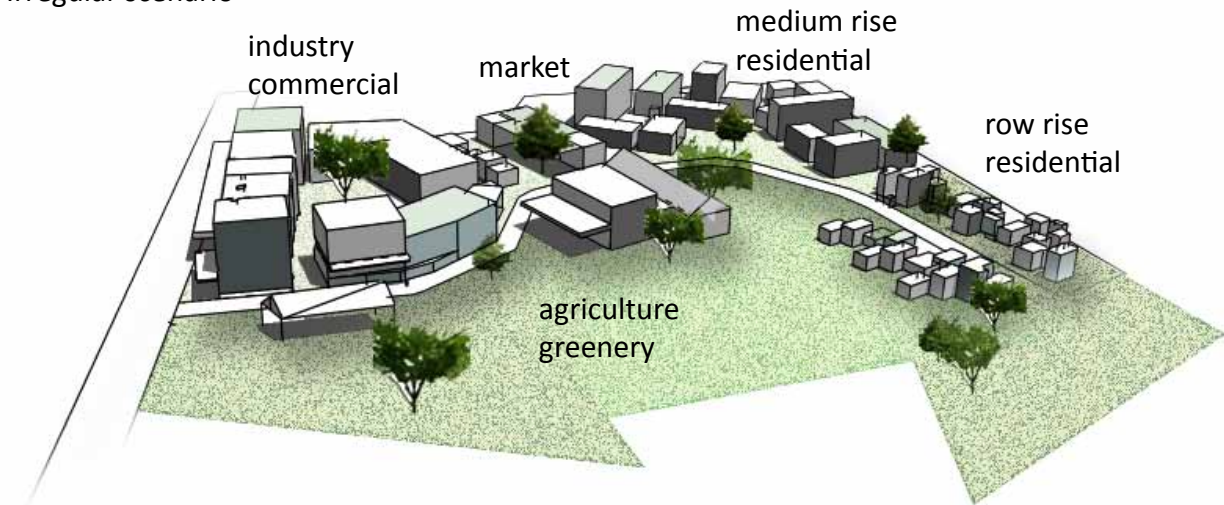
In order to reveal some of the opportunities for the resettlement, we have provided scenarios to highlight important features that the new settlement should hold. These visions are meant to be a voice and input in the debate of what makes a good neighbourhood - To explore and explode some rules as to what the new environment can feel like.

Given the growth of Kampala, we think it is important to plan the resettled area as an urban part of the city, even if the community buy land in a less developed rural area. In order to make the scenarios hold some relevance to the Kisenyi resettlement scheme, we created a plot of 10 acres connected to a main road on one of the sides. We looked into two alternatives; one with organic pattern and the other a planned pattern.

Structured scenario



Irregular scenario



Density:

In our density research for housing to occupants ratio, we have looked at three typologies; small single units, courtyards and high-rises, and the different situations they create. Because of the high land value and the urban growth in Kampala, we do not see it sustainable to build single unit houses. They accommodate few people and are also expensive in terms of infrastructure and construction. High-rise structures give a good site ratio, but are expensive to build. Previous projects have shown that tall buildings are a problem for the slum dwellers, and in many ways neglect their culture and way of living. Courtyard structures have a high exploitation of the site and can house five times more people than single units. The structure provides a public side and they have good opportunities for small-scale businesses on the ground level. The semiprivate courtyard can be a safe place for kids to play, for washing clothes and for cooking, and also holds potential for establishing community based enterprises or urban farms.

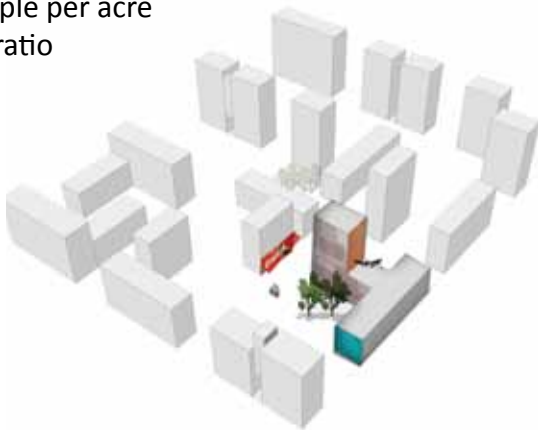
Infrastructure:

Proper infrastructure is one of the primary requirements in order to provide a functioning settlement. Finding a location that holds good existing infrastructure would clearly be preferable in terms of decreasing costs. Whether the infrastructure is adequate or not, there are several opportunities and clever ways to cope with issues such as energy, water supply and

Single units, 1-2 stories:
35 units of 20m2 per acre
210 people per acre
19% site ratio



High-rise structure, 5-10 stories:
242 units of 20m2
1454 people per acre
25% site ratio



Courtyard structure, 3-4 stories:
259 units of 20m2 per acre
1554 people per acre
48% site ratio



sanitation. The innovation in technology is constantly emerging, creating new and improved methods on how to make better use of local resources.

“Off-the-grid homes are autonomous; they do not rely on municipal water supply, sewer systems, natural gas, electrical power grid, or similar utility services. A true off-grid house is able to operate completely independently of all traditional public utility services.”
(Off-the-grid, Retrieved December 05, 2011)

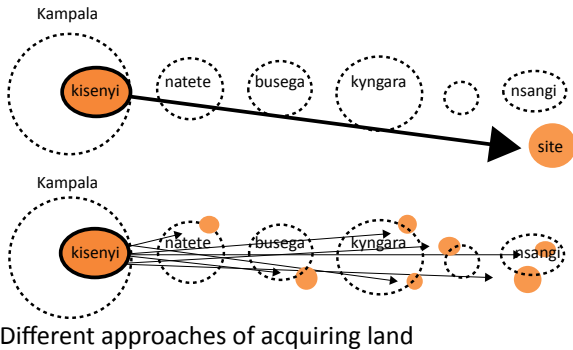
Because the provision, access and reliability of infrastructure in Kampala is generally inadequate, looking into other possibilities beyond what is publicly offered is beneficial. To emphasize off-grid solutions will make important contributions to the settlement in the way it reduces threats and expenditure, and as a result of that improves the quality of life.

Segmentation in relocation

While we were analyzing the land the community is looking to buy in Nsangi, we discovered many business centers along the way that can potentially support resettlement at a smaller scale. The closeness they have to Kisenyi, the economic opportunities and the infrastructure of the host communities make those sites conventional. So rather than relocating a mass at once, it could be better implementing it phase wise in these satellite centers.

Additional programs and scaling up

Based on their livelihood, we tried to search for additional programs that can generate income. The major economic activities that are available in Kisenyi II include carpentry, shoe making, artificial charcoal, small scale industries on flour milling and poultry feeds, metal works, fabrication and recycling. People earn in those activities, but they are operated at a small scale. However, only few people own them and employ the rest. If these activities are scaled up and replicated in a new resettlement area, it would create a sustainable income generating source. With emphasis on their assets, acquiring them and contributing them, we are certain that they will be able to improve their own and the city’s well-being. The art of social intervention requires patient observation and receptivity, so that the organism becomes revealed sufficiently to enable an accurate intervention to assist the flow and guide the organism further along its own path.” (Hamdi, N., 2010)



Sample project

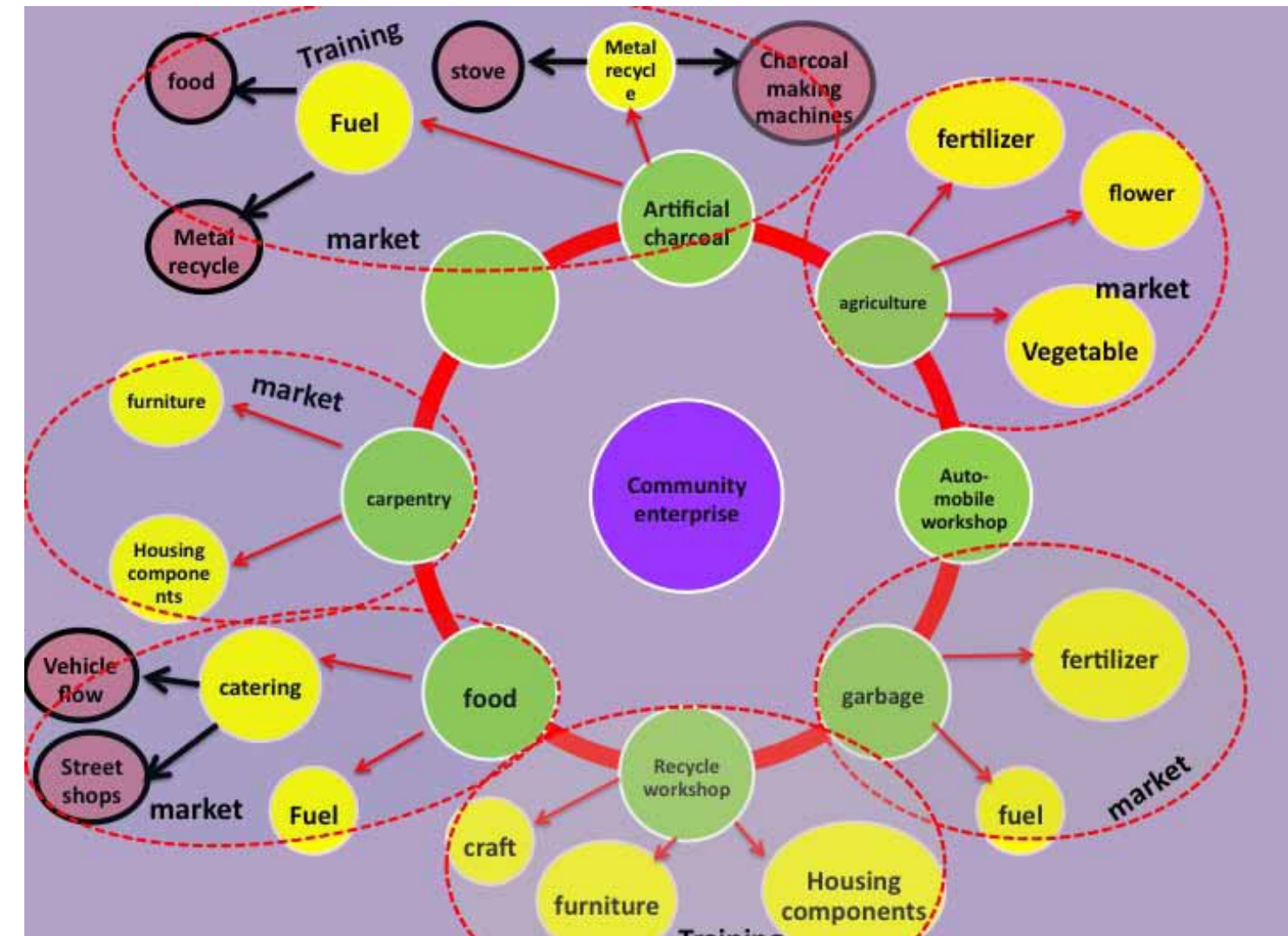
- Artificial Charcoal Making

Recalling our days of street walks in Kisenyi, one of the things that stroke our minds was the big charcoal market. We also saw charcoal being used as fuel for chapatti shops, in the metal scrap recycling or even in the kitchens of houses. Apparently, most of the people in Kisenyi II use charcoal from wood. This type of fuel is neither environmentally friendly nor cost effective for ordinary people living in Kisenyi II.

Initiatives have therefore been done by SDF to have people change from using this type of charcoal to a more cost effective, artificial charcoal briquette. Once going to the sanitary block in Kisenyi III, we had seen a lady making balls of artificial charcoals, made of matoke (banana) skin, coal ashes and red mud. We saw this charcoal being used by a chapatti shop in front. The shop also had a sack of matoke skin garbage that could be used in making artificial charcoal. Furthermore, not far away, we passed a man making ovens for the artificial charcoal from scrap metal. The artificial charcoal showed a whole lot of linkages and interdependency among different skills. Certain changes in charcoal production can therefore induce the change in other linkages.

From an interview with a resident of Kisenyi III who is already doing the activity, we learnt that she earns 30,000/= Ugandan shillings per day. She has managed to build a house, send children to school and her income has improved. Individually, the program of charcoal making would enhance the earning capability as well as cut off some of the household's demands. However, doing it on a communal level would lead to the establishment of a micro-enterprise, financed by the saving schemes. On the communal level, the production would be higher and enable them to reach a bigger market.

We endeavor all our best to look into their skills and potentials and utilize it in the new resettlement area to maintain livelihood. It is worth nothing to put charity based activities. One needs to enable them with what they have. The overall goal is to achieve a better living environment for at least the majority. We intervene in a small scale to propagate urban development through a secured tenure ship. However, it alone won't provide a living unless there is an interaction of different assets.



Community enterprise and links.

Expectation and Learning Experience

Before going to Kampala we were unsure on what we would do. Some of us even had no idea what slums were. In fact, the slum had been defined for us as flimsy, with rotting structures waiting to collapse. We expected to face a situation in which people were bathing in their own misery.

Interacting with the people we understood the social structure, their problems and maybe the best way to intervene in that context. As Lao Tsu, Chinese Philosopher, said about participation “Go with the people. Live with them. Learn from them. Love them. Start with what they have. Build on what they know. But with the best leaders, when the work is done and the task accomplished, the people will say, ‘We have done this ourselves’.”

Finding the information, which is undisclosed but have strong influence, is hard. We learnt that things are not as they seem at the first look. The importance of verifying and cross checking information and also making sure to ask the right questions became clear to us. Time and again we experienced how crucial new information forced us to reframe our views and objectives.

There needs to be a feeling of community in a project work; a feeling of sameness, a shared identity and a common goal for the project to be viable. But at the same time there is need to build space for everyone to have his or her own unique identity. Something

special to contribute that is only their skill. Because if everyone is doing the same thing and everyone is “needed” on the same basis, the interest will die out and the project will fail.” (Hamdi, 2010).

We learnt to deal with changing and unpredictable information. We also learnt more about participation which we couldn’t have learnt from volumes of books and lectures. Our field work being in a new context helped us to look at things differently and criticize or appreciate the routine of practitioners.

Reflection

Being on the ground, working and living with communities, we were not only exposed to practical challenges but also to the missing links in actions. This project by far showed us the potentials of informal settlements and the egoistic views of developers and decision makers on such settlements. We found out that informal settlements have no support even in serious threats like eviction. We unanimously pronounce UN-Habitat’s statement, “forced evictions are unjust, illegal and invariably counterproductive to genuine human development; and that alternatives to eviction therefore urgently need to be identified and promoted.” (UN-HABITAT, 2007)

Any action for long term outputs or outcomes needs to be time framed. In order to achieve changes in life style, we need to be certain about the time and constraints. Investigating from scratch and carrying

out an already ongoing project are two different aspects. Information flow gaps and the different ways of interpretation have been some of the factors affecting our work.

To do something which can bring a change, one should not always be engaged fully in the one work, but maintain hierarchies, stay isolated for some time and act accordingly. Furthermore, our experience and understanding of urban development was based on the developed world. Due to this, in the beginning it was hard for us to identify a key issue to deal with.

Urban poor themselves must be key actors in identifying and addressing their living priorities. Unlike our previous assumption, one of the aspects that had come to our mind was to explore the power structure in this community and how they should interact with their leaders in building and defending their assets.

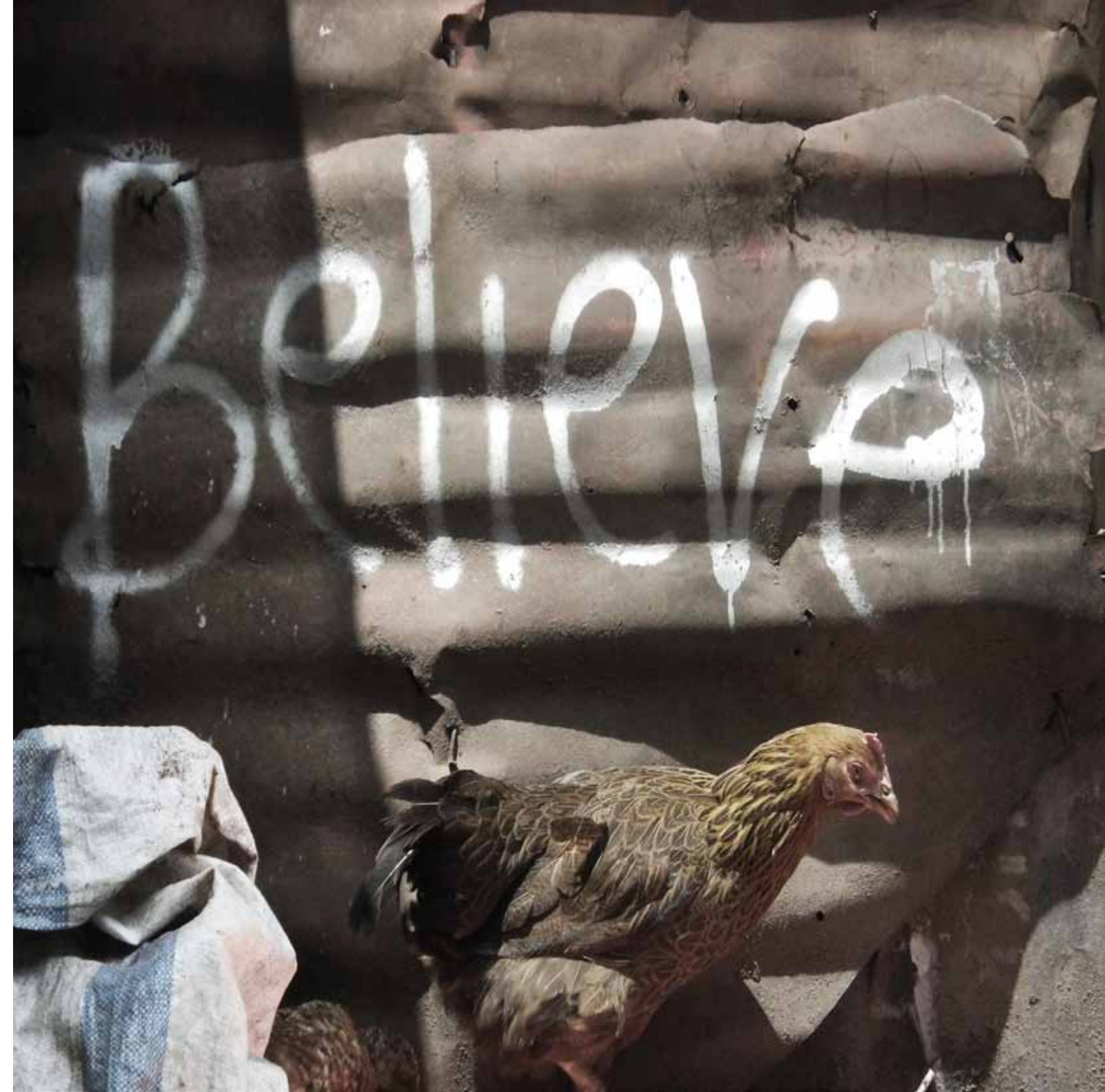
One of the important areas that need to be considered is social capital. From the community meetings held, major problems that came up were poor information flow and lack of participation, which are integral variables in building the social capital. For Projects to be successful there must be strong networking because it forms a platform for capacity building and enabling people with voice of pressing and defending their interests. There is no doubt that a strong and united community is needed for the resettlement to succeed.



The major challenge for resettlement process is getting community's coordination. Moreover, there has to be collaboration among the community, slum dwellers federation and government organizations. Some of the risks that this community might face include reduced employment opportunities, distant location of public services, smaller living space and so on. The obstacles in general might arise from the increased cost of living, failure to save, lack of security for the saved money and mismanagement of resources. Moreover the resettlement demands social responsibilities and thus the process may face lack of commitment, participation in budgeting and planning, inequity, information gaps and lack of government's involvement.

Despite the challenges, risks, and obstacles in the foregoing presentation, there is living hope for the people of Kisenyi II. From the consultative meetings we held with different stakeholders, such as MoLHUD, KCCA, local leaders and the community themselves; there is a strong will to support this project. What is important is to build a strong capacity that will be able to fight for the interest of the people. With this kind of support (both political and community), we are optimistic that this project will improve the standards and life styles of the people.

The encouraging spirit we felt within the community in the last weeks really generated a hope for more progress to come. It is our strongest belief that the people we have worked with, hold all the resources required to make their future a viable contribution to humanity.





Kisenyi III Resettlement Project

Executive Summary
2011

INTRODUCTION

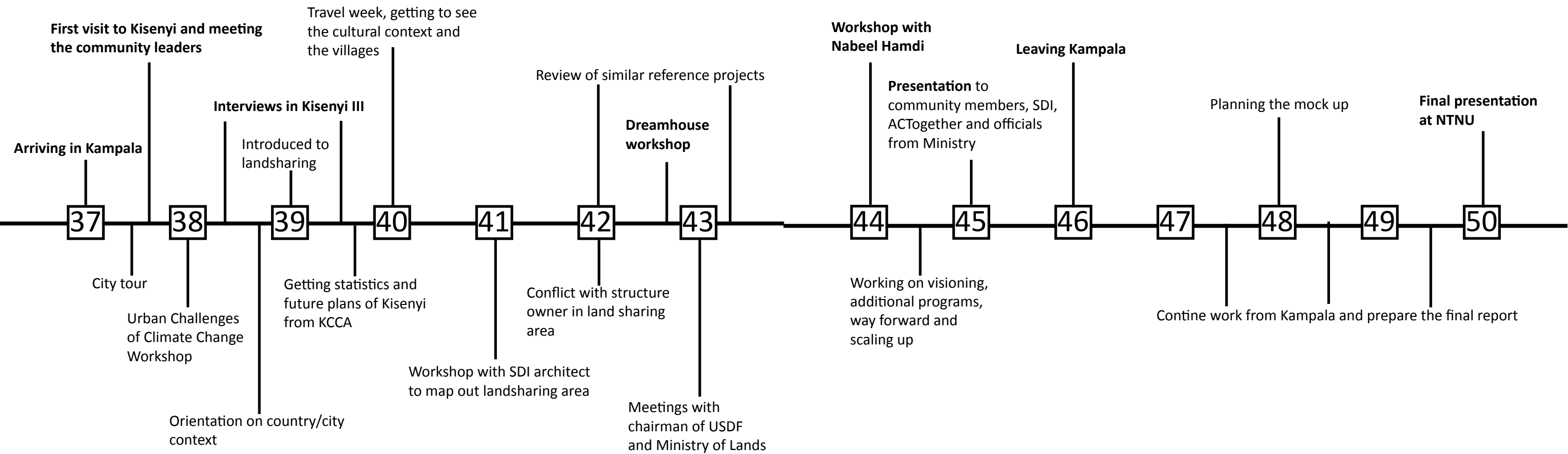
Kisenyi III today is dominated by old and dilapidated buildings and makeshift structures majority of which are for residential use and small-scale industries. The housing conditions here are quite unsanitary, congested and appalling. The majority of the people reside in poor structures made of temporary materials like mud and wattle while others live in makeshift structures. Roofing materials often include rusted iron sheets, tins or polythene sheeting. It has a booming informal sector which feeds into the formal in which many of the residents work. The informal activities range from metal workshops, garment shops, saloons, laundry shops, tailoring shops, garages, food stalls including chapati making, artificial charcoal making, motor cycle (boda boda) seat covers and many more.

The rampant forced evictions in Kisenyi represent an acute tragedy, often robbing evictees of their livelihoods and rendering families homeless and destitute. Eviction has eroded the community social capital and broken apart those social structures

and organisational capacities that have for decades relied on proximity. Sometimes, it's the threat of eviction rather than the actual eviction that destabilises households and communities at large. It's after the actual and constant threat of eviction that Uganda Slum Dwellers' Federation, ACTogether, Slum Dwellers International and Haji Mulangwa (the land owner) tried to explore the feasibility of land sharing in Kisenyi III.

The study focuses on the rampant forced evictions in Kisenyi and the proposed viable solution in land sharing, one of the slum upgrading strategies, by applying a participatory planning tool, action planning.

PROJECT TIMELINE



Kisenyi

Kisenyi consists of the three parishes called Kisenyi I, II and III, and is located in the South Western Part of the Central Division of Kampala District. It lies west of the Civic Centre and adjoins the Central Business District. It covers approximately 101.2 Ha (249.0 acres) with an estimated population of 28,000 (UBOS, 2011) in all the three parishes.

History of Kisenyi

As early as 1902 Kisenyi was part of the Kibuga, capital of the Buganda Kingdom and just outside Kampala Township. The growth and development of Kisenyi began in 1912 when the first Planning Scheme for Kampala was prepared. This Planning Scheme proposed to get rid of the rodents and mosquitoes rampant then in Kisenyi. This marked the beginning of the reclamation of the wetland around Kampala Township. In the earlier times Kisenyi was settled mainly by people from Buganda Region who worked for European and Asian entrepreneurs. Later on and beginning with the 1930's other migrant workers and other people engaged in different activities settled here. These included fishmongers, timber trading and selling yams and matooke(bananas). Other business activities in Kisenyi later included the brewing and selling of local brews and charcoal making.

The Kisenyi we see today is has not been planned for, although the boundaries of Kampala Planning Area were extended in 1968 to include Kisenyi. New plans for re-development have been made for the Kisenyi parishes by the KCCA, but have not been implemented.

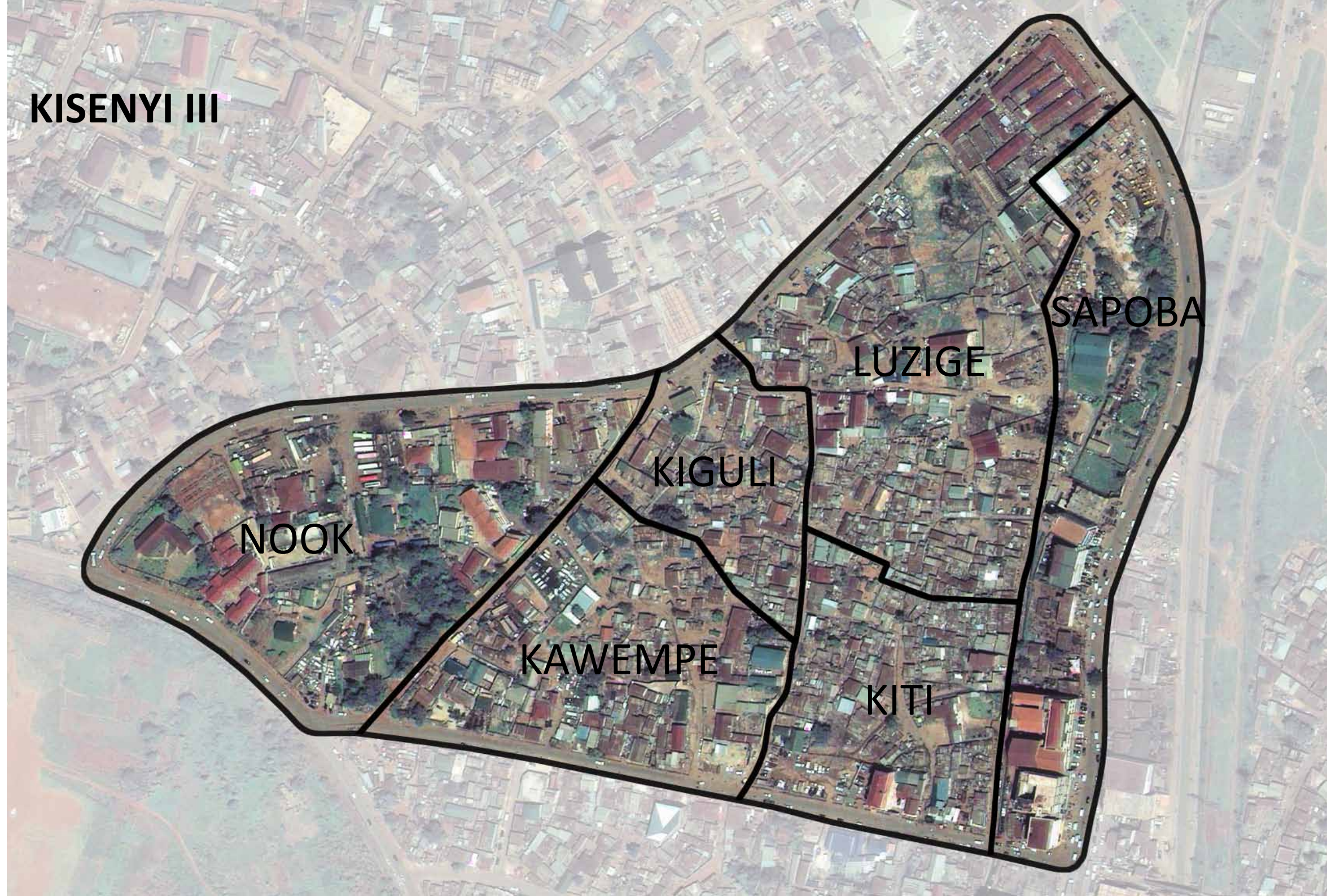




Photo by Murungi Ronald

METHODOLOGY

The approach adopted was far much different from the conventional planning approaches where you get information and pre-scribe a solution without involving or with minimum community involvement, the thinking that the expert has it all. We concentrated to know the characteristics of the locality, what role it plays in and outside the community, identified the power structure, dug deeper to know what was beneath the surface. We established a working relationship with the people and got to grips with their aspirations, their dreams, got to understand them, felt what it was like living there, what they were facing and what could be done about it. Workshops on land sharing and house dreaming were conducted with the community, structured and semi-structured interviews, role plays, brainstorming and mapping employed, all geared at understanding the complexity of the issues at hand.

WHAT WE HAVE DONE

Land Sharing

Various issues seen in Kisenyi converged into the threat of eviction. Besides, we also discovered that in the form of land sharing, an effort to address eviction has already been conceptualized. We were informed that one of the Land owners- Haji Mulangwa-has been interested in finding a way of benefiting from his land without actually evicting people. After being introduced to the land sharing initiation, we commenced on doing investigations and research about different slum upgrading strategies.

Land sharing is generally achieved by agreeing to divide (“share”) a plot of disputed land, so that a developer is given the right to build on one portion of the site and land occupants are re-housed on another portion of the same site, with a promise of secure tenure on their new plots or in their new housing (Rabé 2005, p.4). In most cases, the landowner or the developer develops the commercially most attractive part of the land and the

dweller build on another part (deficit covered with cross subsidies from the surplus of the commercial development) with preferably collective landownership right. Mostly, the dwellers are supported by a local NGO or some donor organizations. Densification, reconstruction, participation and cross subsidy become the major characteristics of Land Sharing. This understanding can also be illustrated as in the next page diagram.

UN (2005) has identified some principles for efficient on-site slum upgrading. On-site slum upgrading through land sharing has been acknowledged as one of the most appropriate strategies as it has several advantages over the other slum upgrading strategy. The principles highlighted were participatory, partnership, cross subsidy, affordability and finally to provide secure land tenure.

Accordingly, it has suggested various generalized activities required for land sharing.

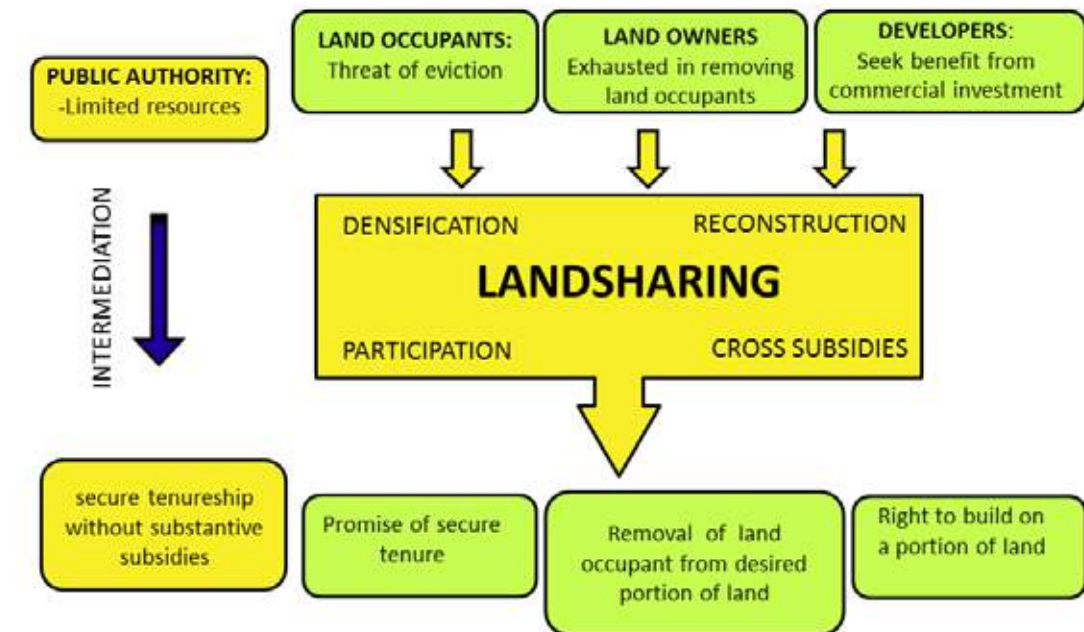
- Resources surveying and mapping all aspects of the community
- Organizing meetings to get stakeholders involved
- Strengthening the community’s internal organization and network building
- Designing all aspects of the upgrading plan including design of houses
- Finding Local solutions and local implementation. There is not only one answer to urban poverty alleviation: efforts need to be tailored to the

context.

- Implementation of the actual upgrading work (Physical development) properly
- Monitoring and evaluation
- Slum prevention proactive strategies are necessary and equally as important as reactive upgrading programs. Political will is fundamental.

Rabé (2005, p. 4-6) has identified six major preconditions for successful Land Sharing.

- Booming property market,
- Well-established communities,
- Community organization and consensus,



- Third party intermediation,
- Physical/technical feasibility and
- Financial feasibility

Land sharing in the context of Kisenyi III

In Kisenyi's context, community internal organization and the impartial third party intermediation should be seriously looked upon. Besides, in designing the land sharing agreement, there should be some flexibility in city standards to facilitate this initiative and make it technically feasible as well as financially viable. Conflicting interests and priorities among residents and developers can be another challenge. The design for agreement therefore should assure that the residents can afford the new housing and titles, the developer and landowner benefit from the arrangement and the amount of public subsidy is not excessive. Collective land rights would be more efficient than individual land rights as collective tenure rights can act as a powerful buffer against market forces, bind communities together and provide a structural reason to remain united and to try to improve their neighborhoods.

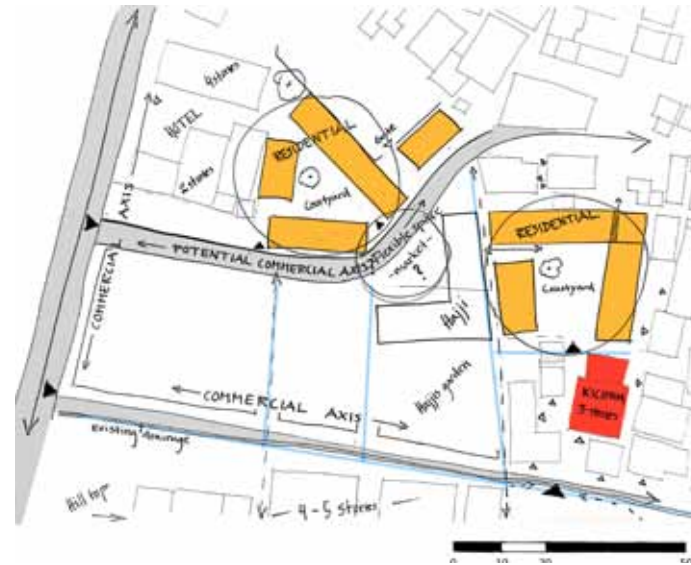


Vision for Land sharing

As outsiders and the students, we certainly had limitations to deal with the relative complex issue of the Land. However, we adopted visioning for the land sharing based on the context.

Land sharing in Kisenyi is at its inception stage and the community involvement in negotiation has not been started yet. However as an approach to housing the urban poor, we had our visions for the area. Depending upon the future development of land sharing in the area, it can take several routes. We have worked on the principles based on the sustainable livelihood approach. No matter how the process may evolve in the future, those principles can still be used as a reference.

Planning the area as per the value of land in terms of its location makes the project financially feasible: Attractive for developers for reasonable cross subsidies. Planning for shared facilities and outdoor spaces could help in decreasing built space. It makes the housing unit affordable as well as enhance the social feelings. Incremental units can be an alternative solution for one time investment, making housing affordable for the urban poor to build as per need. The concept of core house may be crucial in this regard. Selecting appropriate building materials and technology that can utilize the available local skills e.g. metal fabrication can enhance the employment as well as ownership in the process. Reuse and recycle of waste material can be another technique. Eco-san toilet can be a new solution to manage waste.





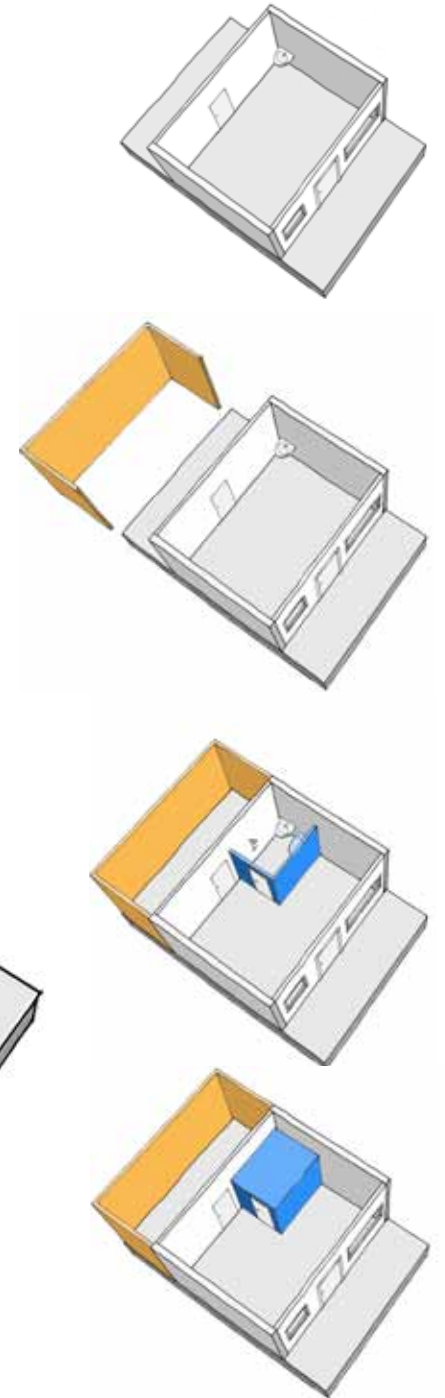
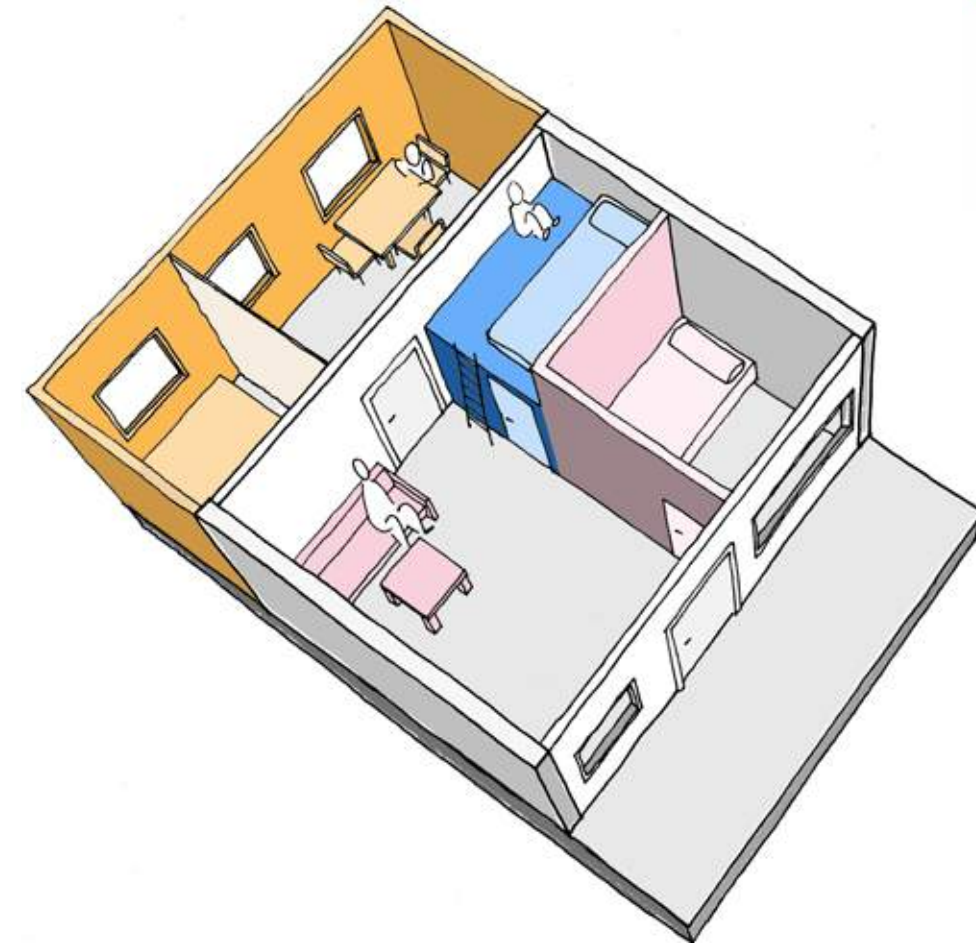
PERSPECTIVE OF THE CLUSTER MADE BY THE INCREMENTAL UNITS

In a city that is growing as rapidly as Kampala there is not enough room for everyone to live on the ground. We believe that with the right approach we can maintain many of the qualities that the slum dwellers experiences to belong to the ground floor up in a high rise structure. We also see the potential to use the units on the ground floor for commercial interests and believe that this might even be implemented to the units higher up. We know this has been the case in similar projects in Bangkok. (Yap and De Wandeler, 2010) The structures have outside hallways leading to the front doors and a staircase on the ends. The structures can be linked to each other through the staircases and there could be enough space so that in the future a lift and more staircases could be added.

AXONOMETRIC PROJECTION

Ways of extending the unit

Our idea is that the side walls are load bearing. The walls facing the hallway and the veranda can be made from materials such as chipboards or interlocking blocks which need no mortar so they can be taken apart if one wants to add or remove doors and windows. The wall of the rooms inside the unit can be arranged as one wishes. We have chosen to make the wall height 3 m so one can put windows or air vents high up on the wall and leave space above bathrooms or bedrooms for lofts which can be used for sleeping and storage.



Mockup as a disseminating tool

As it was mentioned before dwellers had difficulty understanding the concept of incremental housing, flexible spaces within and possible choices. There were many uncertainties over possibilities of using and sharing the space for different purposes.

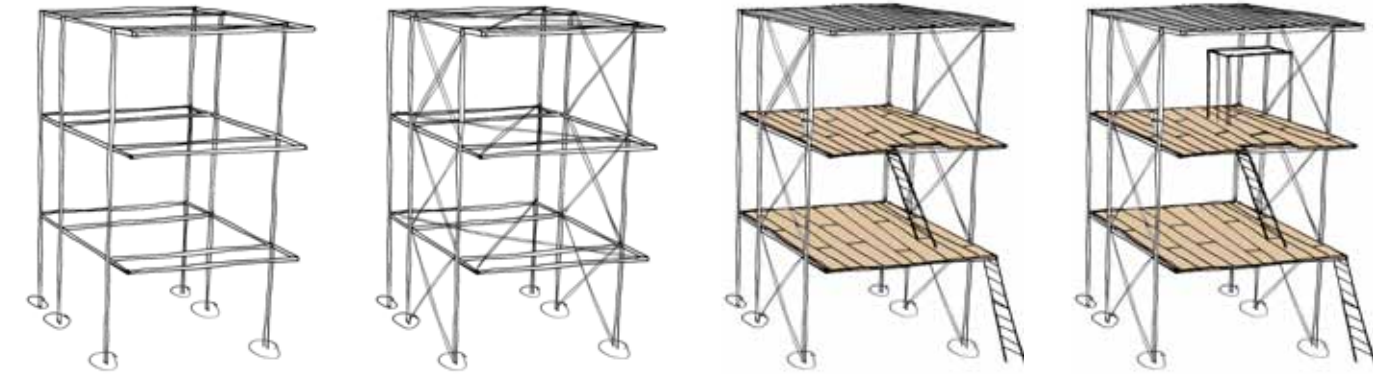
One of the difficulties we face in the process of planning this project is that the design and plans of future structures would be different from what Aditya Kumar the, SDI architect would design at the end of the project. So we have decided to use this mockup as a demonstration tool for presenting the idea of flexibility in the interior design and also in showing possibilities of using the spaces. It will also be used for showing how low cost and local materials can be used or how recycling method can be applied in reducing costs of constructing a house through using material resources and skills within the area. Building this mockup would be a great help visualizing the ideas of incremental and flexible space in housing and also different activities which will take place in the future such as cooking in outdoor space and social interactions on different floors.

Also this mockup will be demonstrated as an exhibition with all the pictures from people who were evicted from their houses in order to support the dwellers of Kisenyi. Possible options can be developing the structure and the area surrounding it into a playground or using the structure as an exhibition center for future exhibitions. It is also possible that the materials used in the structure can also be reused for other construction purposes only

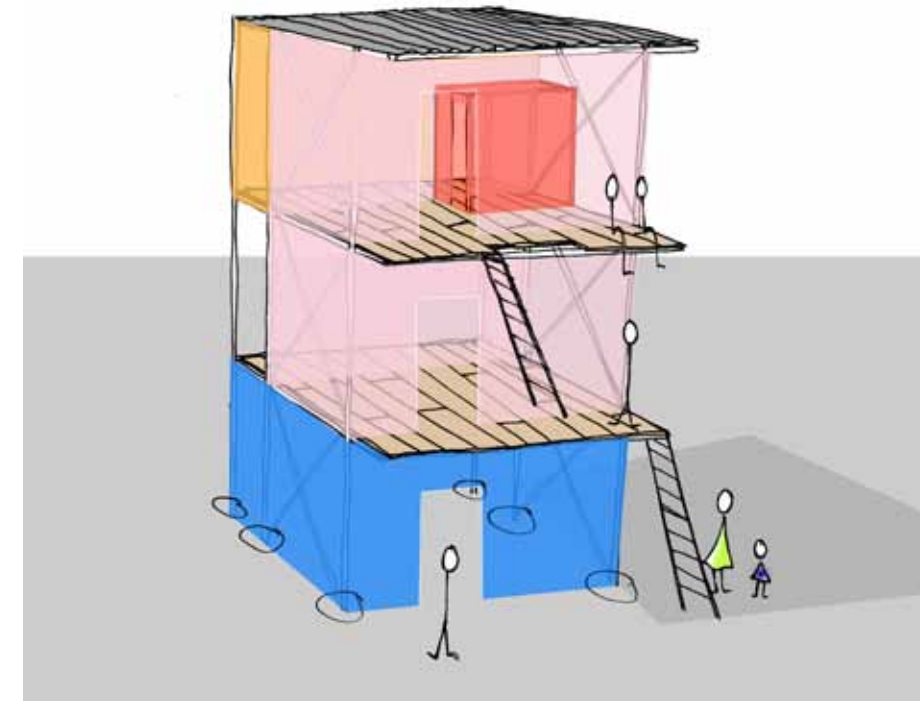
if it was decided not to keep the structure.

It is worth mentioning that we would evaluate our work after the exhibition through all the comments we would receive from local residents and experts.

THE STRUCTURE



Steel frame with wooden flooring and show rooms with curtains in bamboo frames



The Mockup with an exhibition space on the ground, core unit on first floor and a possible way of dividing rooms on the second

THREE MONTHS LATER.....



Building a 'mock-up'

- A full-scale model - of the students' proposal for incremental housing in Kisenyi

Notes by Assistant Professor Elena Archipovaite

The few weeks before leaving our students participated in a "scaling up"- workshop conducted by Professor Nabeel Hamdi. At the workshop UEP students, along with residents from Kisenyi and some Makerere students were investigating how small scale interventions, like their project proposal, could be strategically extended into large scale and long term interventions. In our case it was thus decided that the four Makerere full-time UEP students, those not returning to Norway, would make up our local 'frontrunners' team. They would be coordinating activities on the ground aiming at building a mock-up of the students' proposal. At the same time the final result would be not only the mock-up structure, but also an exhibition event where more of the students' work would be exhibited alongside similar housing projects from around the world somewhere in Kisenyi in February 2012.

Photo by Hans Skotte: Mock-up housing unit built in scale 1:1 shows the base unit of approx. 20m² to the left, here used as exhibition space, and the same unit when partitioned and extended to about 35 m², to the right.



The Minister of State, Housing, Hon Samuel Engola, opening the exhibition of ALTERNATIVE STRATEGIES FOR INCREMENTAL HOUSING



The Minister of State, Housing, Hon Samuel Engola, visiting full-scale unit



Full-extension housing unit design by UEP students



Kakaire Waiswa of UFSD showing the community the principles of the housing approach as depicted on the

As per plans the Frontrunners disseminated the students' work and organised a committee responsible for the event, the biggest challenge – which proved insurmountable – was dealing with materials, design and the process of building. The Frontrunners were all from the planning field and had no background or previous experience with design or construction. Worse still, the mock-up structure that has been designed by students in the field needed to be redesigned and adjusted according to the now available funding, local materials, community building capacities and knowledge. At this stage we realized the need to change the working strategy and find professional help in the field.

In the meantime we were able to secure additional funding through UN-Habitat - and after three months I was already back in the field with new construction design for the Mock-up. This time, however, I faced other challenges than just supervising students. This time the responsibilities were different, expectations from the community and other stakeholders were way higher than before. I came for only three weeks to build a physical structure out of what the students proposed from cooperating with Kisenyi community. I had the task of working with real people in a "live" project....and this is the time I learned most. The challenges proved way bigger than I expected or planned for. People on the ground were just not ready for this event at that time. The organisational issues between the stakeholders, community dynamics and other logistics were pushing us back. Till the last minute we were not sure if we would be able to build this structure at all. For the Frontrunners it was their first ever "live" project. They were facing not only lack of personal or professional experience and skills, but also not approaching their responsibility towards the community in a conducive way. By not understanding that in a "live" project they cannot act 'strategically' towards the people they work for without losing their trust, and thus losing the means of success. As one of the Frontrunners later wrote in his reflections: "Getting on the road with Elena, I stand to say that it was not a juicy time but rather confronting the challenge of ensuring that the event becomes a success."

It would have been easy if the task would be just to build a structure. But.....This Mock-up exercise was not only to be a physical intervention showing a possible housing unit, but also a social event, a 'housing event' that would bring together all the stakeholders to discuss the housing situation of the urban poor by presenting the incremental housing approach as an alternative and more appropriate housing strategy.

By March 3, the Minister of State for Housing, Sam Engola, launched the Mock-up exhibition. The event caught the attention of the local community, planning authorities and the media and thus focused public attention on the housing challenges for the urban poor - at least for a day or two.

.....And it was all stemming from the energetic work of students.



REFLECTIONS

Past Practices

Many projects have been implemented by both the Central Government and KCCA, but many of these could not serve the people they are meant for. Sometimes the efforts were of least priority for the community, prescription made were unaffordable to the people, they did not address the issue of livelihood and sometimes they created dependency and were not sustainable. A case in point is the Luzige channel in Kisenyi III implemented by KCCA. Of course the intentions by KCCA were good, geared at improving the life for slum dwellers, but they left out a crucial stakeholder, the community. They thought they knew what the community wanted and they designed a project to give the solution, but the silver bullet solution has not yielded much. The drains are still being used as garbage dumping sites for the community because there is no sense of ownership. Nabeel highlights that when providing becomes a discrete element on its own, it turns capable people into beggars, waiting around for stuff

to be delivered. Providing then becomes prescriptive and top-down. It's better to first engage the community because what is considered a priority problem by outsiders may actually be the least for the community. This approach of building on community strengths has seen the success and sustainability of many projects.

Community Participating

We did not have a script, yes we had a programme, but many times the situation on the ground called for its revision. We followed it in the first few weeks and then we threw it out. The situation on the ground dictated that we must change. We didn't have set objectives on what programmes we were going to engage in; in fact we didn't even know which programmes we were going to work on. First, it's a very thick darkness with no light at all. The more we engaged the community, the more ideas we got, the more we understood them, the more our pre-conceived ideas were washed away

or shaped and the more we felt like we were onto something. We have to realise that those who fail to change, change changes them and the result is very visible to all of us in form of failed well-intentioned projects. Flexibility in this approach is key.

Community as Experts

First impression of Kisenyi showed a catastrophe. The area was filled with filth, children running around bare-chested with no shoes, mothers cooking on the verandahs, floods and others. We wondered how they could afford to live the way they do, in fact, quick as we were, we started prescribing solutions to the so called appalling situation. Here, we were dealing with symptoms rather than the primary cause. The more time we spent in the community, the more we realised that probably our prescription was wrong. We discovered that the patient had already made a diagnosis, had the medicine, but just needed water to swallow the tablets. We understood and saw people differently just like Nabeel said that “every person is seen as a special kind of expert, rather than every expert to be seen as a special kind of person.” Change was induced in us, not just external but internal change. The status quo had to be disturbed. There was a lot of sanity beneath the insanity in Kisenyi III, a boom of informal economic activities that feed into the formal, the strength of their social capital for twice we failed to have meetings because people had gone for burial, the ingenious ideas they have especially in artificial charcoal making where they use waste materials to earn a living, but most importantly they have a wealth of practical ideas that actually work. This is attested to by Nabeel (2010) who contends

that people in the community have often some of the best ideas about what needs to happen to make a scheme successful.

Eviction- informality in land transaction

The problems of rampant evictions have aroused out of the informality in the way land is transacted and managed in the country, the multi-layered system of land ownership. The same piece of land can have many individuals, all with a stake in it. The informal system has and still is the easiest way through which the poor have access to land as the formal is too expensive. By evicting people because they don't fit into the formal, we create problems that are cyclic in nature, we give them a passport to being second class citizens by virtue of being poor, and we alienate them based on what is on their bank account. “We focus the attention on things and on making places, rather than on people, because people, we have decided, delay progress and clutter up the process.” (Nabeel, 2010). Of course, even the formal the government professes to believe in bears the hallmarks of informality. Formalisation of the informality has led and will continue to lead to eviction.



Photo by Haining Chen

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