

Participation in the redevelopment of Manyago Housing Estate, Entebbe Municipality

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1 Shelter Situation Analysis

Basic General Data

Basic Data

Introduction

The concept of participation is based on an assumption that the communities and professionals work together in partnership to achieve a stated goal “Redevelopment” rather than assuming that professionals know best and that beneficiaries receive what they are given. The concept starts with the premise that the community knows what it needs and the different ways of achieving its needs and thus the audacity of deciding on needs, priorities and solutions is vested in the people.

¹Popular participation in decision making has become mandatory in development planning at the National and Local levels. It enhances democratic and accountable leadership between those in Government and those in management. The inception of Decentralization Policy in Uganda has enabled the continual transfer of powers, roles, functions and responsibilities.

Participation planning process forms the basis of development planning where the views of stakeholders are incorporated in the planning process.

Geography and Administration

Uganda is located in the Eastern Africa Region and 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.

¹ Entebbe Municipality Structure Plan 2007-2017,pg 24



Shelter Related Facts and Figures

²Population size and Growth

According to the 2002 Population and Housing Census, Uganda has a total population of 24.4 million persons. Between August 1948 and September 2002 period, the population of Uganda increased nearly five times from 5 million to 24.4 million

Population Density

With a total area of 241,038 square kilometres, the population density of Uganda increased from 25 persons per square kilometer in 1948 to 124 persons per square kilometer in 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 at a growth rate of 3.2 %.

Table 1: Population Density of Uganda, 1948 – 2002

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

Source: Uganda 2002 Population and Housing Census Analytical Report

Existing Housing Policy

² Uganda 2002 Population and Housing Census Analytical Report

The Government Policy on Housing is based on the enabling Policy Framework adopted in 1992 seeking to eliminate bottlenecks that impede housing development for the various actors. To this end, the Ministry of Lands, Housing and Urban Development has embarked on formulating a National Housing Policy that will respond to the various constraints against shelter development especially for the majority poor.

Actors in Shelter Delivery and their roles

Actors in Shelter Delivery in Uganda are broadly International Organisations, Central Government, Local Governments, Non-Governmental Organizations/Community Based Organisations, Professionals and Households.

Roles of Actors

Table 2 :Roles of Actors in shelter delivery

<i>S/N</i>	<i>Category of Actor</i>	<i>Actor</i>	<i>Role(s)</i>
1	<i>International / Bilateral</i>	<i>UN –Habitat Shelter Afrique</i>	<i>Financial and technical support</i>
2	<i>National / Government</i>	<i>Ministry of Lands, Housing and Urban development</i>	<i>Policy formulation, setting standards, technical backstopping</i>
3	<i>Local Government</i>	<i>Districts, Municipalities and town Councils</i>	<i>Implementation of programmes</i>
4	<i>Private Sector</i>	<i>Factories, banks, Estate developers</i>	<i>Provision of inputs to shelter, building materials, shelter development etc.</i>
5	<i>NGOs / CBOs</i>	<i>Habitat for Humanity, Slum dwellers International</i>	<i>Advocacy and community shelter development</i>
6	<i>Professionals</i>	<i>Architects, Planners, Engineers, Economists</i>	<i>Use regulations for housing design and development and integrate into the decision making process</i>
7	<i>Households</i>	<i>Households/ families</i>	<i>Shelter development</i>

The Role of Entebbe Municipal Council

³The Municipality is organized administratively in a manner prescribed by the Constitution of Uganda 1995 and the Local Government Act 1997. Thus the Municipality is divided into a number of administrative units namely; the Municipal level administered under the Municipal

council, two Municipal Divisions (Division A and Division B) under the Municipal Division Councils with each Municipal Division having two Wards i.e. Central and Katabi Wards in Division A and Kigungu and Kiwafu Wards in Division B. In total, there are 24 Sub-Wards in the Municipality. The Municipality is headed by His Worship the Mayor who together with his Executive Committee initiate and formulate policies for approval by the Council and also oversee the implementation of policies made by the Council and by the Central Government. The administration of Entebbe Municipal Council is under the management of the Town Clerk who is responsible for coordination and interpretation of the Council's Policies and Programmes and ensuring timely implementation of all Council programmes in the Municipality. Spatial planning is an undertaking of the Ministry of Lands, Housing and Urban Development with contribution from other Ministries, however under the current Decentralization Laws, local authorities at the local level have been assigned various spatial planning responsibilities. To this end, there is a well established Town Planning Department in the Municipality to oversee planning and development control.⁴ Housing is a key component of urban existence and thus the need to increase housing stock through development of new units and the redevelopment of existing ones which is achieved through the promotion of efficient utilization of the existing residential land.

In addition linked to a local area, assessment of the effects of an issue is done in relation to human activities and developments upon the natural environment which are later translated into a planning proposal. This is done in response to planning for a community outcome as provided for in Local Government legislation. There is a deliberate effort to incorporate the basic needs for sustainable human settlements within the housing projects i.e. health centers etc.

As a physical planner under the supervision of the Town Clerk, I particularly carry out physical inspections and assessment of conditions of an area for planning purposes before drawing plans which involves the preparation of a strategic plan ensuring realistic agreement by involving all stakeholders.

Housing and Settlement structure

Manyago Existing Situation

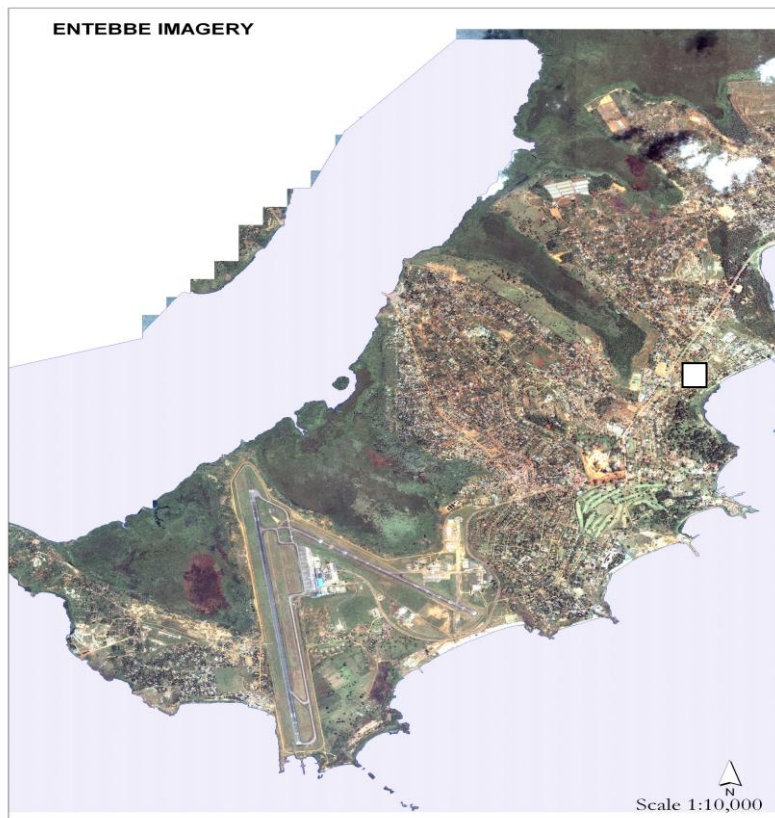
Manyago Housing Estate is one of the three housing estates owned by Entebbe Municipal Council. It is located in Entebbe Municipality on the lower side of the major highway from

³ Entebbe Municipal Council Profile, Pg 3-5

⁴ Entebbe Municipality Structure Plan, Pg 28

Kampala, the Capital to Entebbe International Airport and is approximately 27 kilometers from Kampala.

Location of Manyago Housing Estate in Entebbe Municipality



The estate was constructed in the 1930s by the British Colonial Government to provide accommodation to Africans who were not encouraged to live near their white masters. This segregative policy ensured that the whites and Asians occupied Grade A housing with large plots and water borne sanitation while the Africans occupied tiny single or two roomed houses.

Number of Households

⁵Today there are 136 housing units in Manyago, most of them being single room and 2 bedroom units. This accounts for 5% of the total population of Katabi Ward under which Manyago Housing Estate lies. The Estate houses 133 families with all houses constructed of burnt clay bricks and roofed with tiles.

⁵ Report of Entebbe Municipal Council Properties March, 2007



The old town housing structures, despite functional planning have deteriorating and decaying infrastructure as well as dilapidated buildings. The housing estate in the old town has not experienced new developments over the last few decades. Although the land is well planned and serviced, the structures are old and poorly maintained and the environmental conditions are worsening.



In other areas, buildings have become functionally obsolete and demonstrate wasteful land utilization. The spatial structure of housing in the estate has evolved from racial based differentiation to zoning based on socio-economic status. Development control is in existent and housing development takes cognizance of required standards. Similarly these areas are served with physical infrastructure and services.

The nature of shelter in this area is in two categories; permanent and temporary structures with rooms ranging from 3 to 4 per structure and households ranging from 4 to 7 members. The types of units include independent houses and tenement houses shared by different families but under one roof and sharing facilities like the verandah, water taps and courtyards.

Based on the existing situation analysis of Manyago housing Estate, many urban development bottlenecks have been identified. In a nutshell, the following are the same as the identified shelter problems in the estate.

Shelter Problem

Overall shelter problem is that most of the tenants do not participate in the decision making of their future development. As a result most of their needs are not incorporated in the decision making during the planning process especially their priority in terms of housing. During earlier preparations to redevelop the estate by Entebbe Municipal Council, the existing tenants were neither consulted nor given feedback on the process of redevelopment creating speculation. The options arrived at during the various fora without inclusion of the tenants included Entebbe Municipal Council directly erecting new houses, sale of the houses to the sitting tenants, outright sale of the estate to a private developer and a win-win situation for all stakeholders.⁶ However all these proposals were to be superimposed on the tenants by conventional top-down planning approach which proposals the tenants only got to know about through hearsay. It is against this background that I developed the proposal for participation as a bridge to link up Entebbe Municipal Council and the residents so as to plan and implement development based on consensus. This has as a result led to;

Lack of secure tenure

Specifically, lack of secure tenure and complicated procedures add to the problem. These factors combine in preventing the tenants from improving their current housing and from developing it as an asset from which income can be generated. The tenants are reluctant to carry out the necessary repairs including painting their premises which have remained in a dilapidated state with roofs collapsing, the paint cracked and peeling off while most of the timber is rotten

⁶ . Micheal Ole-Mungaya

Neighbourhood layout based on the participatory approach, Singida Town, Tanzania, pg 6



Deterioration of urban housing conditions

Housing structures are sub standard thus facing obvious danger of collapse accompanied with most pit latrines being rendered unsanitary because they are either filled up or have collapsed and most of those in operation are being shared by two or more families.



This has led to health and life threatening housing conditions. Rent in the housing estate is generally too low to cover maintenance costs and the inevitable consequence is that the housing stock is decaying. This situation is not too different from that prevailing in the Great Britain of the Industrial Revolution, which led to rapid urbanization and a deterioration of urban housing conditions. When cholera then struck in the mid 19th Century, the Government felt obliged to take action and started regulating. One could argue that a minimum level of regularization or standards is needed to protect tenants or perhaps public health in general. But it could drive prices up and force the poorest tenants out, as we have seen following many upgrading projects.

So is this a desirable solution? Or should one go for a broader range of options, where tenants can go for different levels of standards, according to their needs and resources?

Decay in infrastructure

The distribution of infrastructure is a function of the development of the Municipality. ⁷Poor infrastructure is the norm in almost all areas in the estate as the council input in terms of planning and capital outlay is minimal. Over the years, infrastructure supply has been biased in favor of the low density areas of the planned areas of the Municipality. At Manyago Housing Estate for the past six months, Entebbe Municipal Council has tried to provide accessibilities like roads and storm water drainage.

However, the tenants are left with poor infrastructure and low levels of service facilities while the low density areas are fully served with good infrastructure provision. Presence of different types of services and infrastructure prioritization is dependent on participation in decision making at the planning of infrastructure hence different social groups within the Municipality. A combination of the council's financial constraints and poor governance among the urban poor has resulted in a tendency to concentrate resources among the better off areas as evidenced at the various monitoring tours carried out to inspect on going projects within the



Municipality which saw the poorer areas being given lower priority in implementation.

⁷ . Kenya Slum Upgrading Programme

The storm water drainage system in place at the estate is open and the tenants have thus taken advantage and are using it as dumping ground for wastes. This has clogged the drainage system leading to its blockage and when it rains water tends to overflow to the roads.

Proposal For Change and Improvement

The enormous need for better housing can only be achieved if tenants are given the opportunity to participate in improving their own houses. The concept of participation is used as it accommodates a wide stakeholder involvement. Proposals for change include;

Institutionalizing participatory concept through workshops

This concept is a mechanism to encourage open and inclusive dialogue among all interested stakeholders within the estate. This in another way tackles a common need leading to a sense of ownership and faster resource mobilization for implementation. With the workshops all the stakeholders will be invited to discuss the future of the Estate and active participation will create an environment that motivates progress in decision making and the tenant views will be incorporated into the planning of the Estate. This will also enhance trust for the Council.



Formation of Focus Groups

Focus groups after workshops will be formed to follow up on the various proposals arrived at and these groups will cost the options and come up with a suitable alternative but with consent from the rest of the tenants. The Focus groups will be chosen from within the tenants but will get guidance and technical support from professionals from Entebbe Municipal Council. This is

mainly targeted at boosting the tenants sense of ownership and establishing social links with them and currently the tenants have been provided with tenancy agreements and are awaiting titling. The views of the Focus groups will then be disseminated to the tenants create awareness on the ongoing preparations.

Skills training for the tenants

Skills training for the tenants will be done as a way to get them involved in maintaining their houses especially through painting and repairs of the entire house. The tenants are currently paying rental fees to Entebbe Municipal Council to occupy the houses. Given the limited resource base of Entebbe Municipal Council and the demands for development, the percentage of resources put aside for infrastructure development are quite minimal and as a result improvements to infrastructure are rather limited in scope in a single community. With the possibility of the tenants subsidising by a small increment in the rental fees could facilitate the training for skills for housing improvement and in addition to this the tenants have some capacity to pay. With this a higher number of households will be reached and the housing needs will be facilitated. In addition the value of properties will also be increased.

SWOT Analysis

Objective	Strength	Weakness	Opportunity	Threats
<i>Institutionalizing participatory concept through workshops</i>	<i>Availability of technical capacity</i>	<i>Suspicion among some the beneficiaries</i>	<i>Adopted Policy in the planning process Political Will</i>	<i>Environment for meetings subject to influence</i>
<i>Formation of Focus Groups</i>	<i>Potential for holding workshops</i>	<i>Lack of continuous follow up</i>	<i>Availability of a multi disciplinary team</i>	<i>Lack of a consensus on the priorities</i>
<i>Skills training for the tenants</i>	<i>Trained leadership Organised community and strong community leadership</i>	<i>Lack of technical skills in shelter delivery</i>	<i>Competences in developed skills within the community (leadership, record keeping etc) Readiness of the tenants to start skills training</i>	<i>Lack of funds for skills development</i>

Action Plan for the Organisation:

The organisation has the following actions to take;

1. Organise stakeholder workshops for specifically shelter delivery and in these workshops ensure that they take place at the Estate and not at the Municipal Building to avoid influencing the decisions and this will be done by end April 2008 as the planning process is still on going and thus possibilities for workshops and will be done by the Political wing in conjunction with technocrats as may be chosen by the Town Clerk.
2. Depending on the views derived from the workshops, Focus groups will be formed and will include one technocrat to provide technical guidance and a schedule of meetings done to follow up on the group discussions and priorities and this will be done by the end April 2008.
3. Various technical institutions will be identified and an environment created so that the tenants are enrolled but this will be done at the Estate to monitor the progress of the skills training with the help of their elected local leaders and technocrats identified and this will be at the beginning of May 2008.

Annex 1:References

1. A decade of ICPLA conferences in retrospect 1991-2002
INTERNATIONAL CONFERENCE ON PLANNING LEGISLATION, HOUSING AND ENVIRONMENT
2. Entebbe Municipal Council Profile
3. Entebbe Municipality Structure Plan 2007-2017
4. Kenya Slum Upgrading Programme
SITUATION ANALYSIS OF INFORMAL SETTLEMENTS IN KISUMU
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5. Micheal Ole-Mungaya
NEIGHBOURHOOD LAYOUT BASED ON THE PARTICIPATORY APPROACH, SINGIDA TOWN, TANZANIA
6. Report of Entebbe Municipal Council Properties March, 2007
7. Uganda 2002 Population and Housing Census Analytical Report