

AN INVESTIGATION OF PUBLIC PARTICIPATION PROCESSES IN THE PREPARATION OF THE 1994 KAMPALA STRUCTURE PLAN

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ABSTRACT

The Kampala Structure Plan (KSP) of 1994 was developed by Government of Uganda as part of the Kampala Urban Study aimed at developing, organising and modernising the city. This paper is part of a research carried out with the objective of examining public participation in the planning and implementation of the Kampala Structure Plan (1994). The study was carried out in Kampala city, using multifaceted methodological approaches. A purposive sample of key informants, including; Kampala City Council planners, government officials and technical team that directly took part in the development of the structure plan was selected. The study sought both empirical and documentary evidence and data obtained were analysed using SPSS and Microsoft Excel programmes.

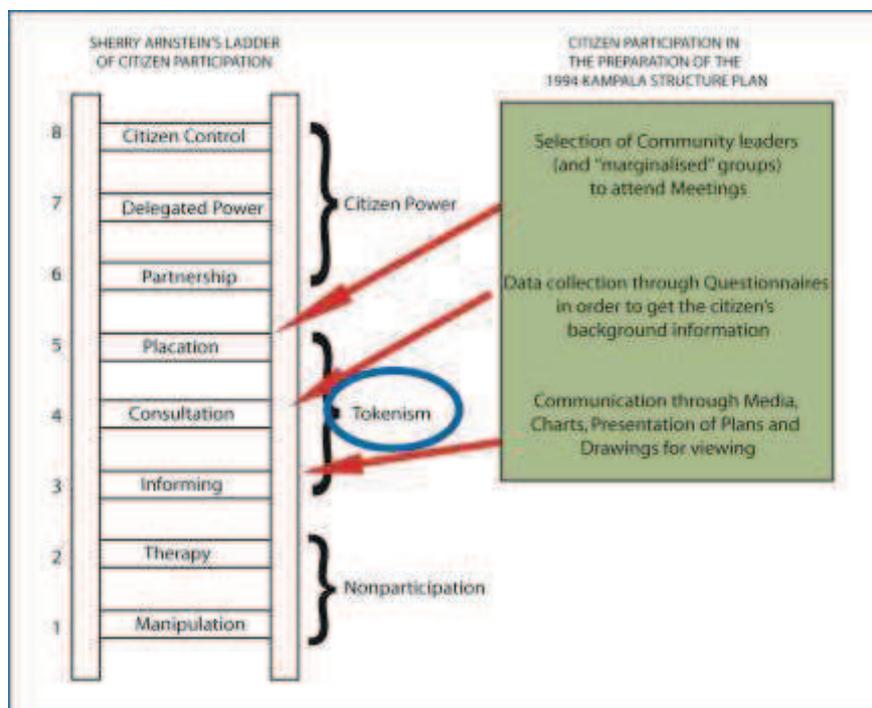
Findings from the study revealed that flawed planning process greatly undermined achieving the objectives of the Kampala Structure Plan. There was low citizen participation in the planning process of the structure plan, limited political support to back up the planning and implementation process, citizens were not adequately sensitised about the core values of planning and zonal plans at parish levels were not developed to guide local area development. The study makes recommendations on how the planning process can be improved, where sensitisation, role definition and responsibilities of all the participants are clearly defined.

Key words: Community participation, Participatory physical planning, Structure plan.

1.0 INTRODUCTION

Participation is the involvement by a local population and at times additional stakeholders in the creation of content and conduct of a programme or policy designed to change their lives. Built on the belief that citizens can be trusted to shape their own future, participatory development uses local decision making and capacities to steer and define the nature of an intervention (Jennings, 2000). It is often a result of lower levels of communities, predominantly the poor, being exploited most especially in the implementation of development programmes (Friere, 2005). It is about learning to respect and listen to the opinions, feelings and knowledge of those being targeted to improve their livelihoods. It is therefore, about the experts and the technical people letting go of the ideology that they are the only ones who can provide solutions and the best plans (Lawino, 2012). According to Arnstein (1969), there are eight rungs on the ladder of citizen participation; manipulation therapy, informing, consultation, placation, partnership, delegated power and citizen control. The first two are related to non-participation of the citizens; middle three are more of tokenism while in the last three that is where citizen power is exhibited. Participatory planning is guided by six basic principles of Diversity, Equity, Openness, Transparency, Accountability and Trust (Fisher, 2001). Participatory planning is used to create a platform for learning rather than plunging directly into problem solving. Its key values lie in identifying “felt needs of the people, bringing forth consensus, empowerment of local disadvantaged groups, integration of local knowledge systems into project design, accountability in local governance and political commitment and support” (Lawino, 2012:29).

Figure 1: Comparison of Arnstein’s Ladder of Citizen Participation with Participation of the 1994 Kampala Structure Plan



(Source: Arnstein, 1969, with Author’s Annotation)

From Figure 1, it can be observed that the community participation during the preparation of the 1994 structure plan when compared with the Arnstein’s Ladder was more of Tokenism

than either Non-participation or Citizen Power. At the level of Citizen Power is when real participation is undertaken.

Participatory planning in projects execution in Uganda came as a result of the need to involve the people in the planning and implementation of projects in their communities with a purpose of ensuring project accountability. In accordance with the Town and Country Planning Act, 1964, public participation was limited to scrutinising plans and written provisions displayed for a period of 90 days. The Kampala Structure Plan was made after the Kampala Urban Study where one of the terms of references put emphasis on encouraging public participation in the planning process. Involving communities in the planning of their settlements in Uganda is a necessity as the 1995 Constitution of the Republic of Uganda mandates the public to participate in the decision making process of projects to be implemented in their communities.

The preparation process of the 1994 Kampala Structure Plan was designed to take a public participatory approach. However, despite public involvement during preparation of the Structure Plan, Kampala city still faces numerous visible physical planning problems such as development of unplanned settlements in the city suburbs, encroachment on wetlands causing flooding, inefficient transport systems and poor road networks leading to traffic congestion in the city, and poor land use systems with little of what was planned being implemented (Lawino, 2012; Kiggundu and Mukiibi, 2012).

The continued deterioration in the physical planning conditions and non-adherence to the agreed planning activities in Kampala warranted investigating what took place during the planning stage, by understanding the participatory planning approaches used in the development of the 1994 Kampala Structure Plan and assessing the impact of citizen participation during the development of the plan. Participation was limited to public institutions such Kampala City Council, Ministry of Lands Housing and Urban Development, Ministry Finance and Economic Planning, Ministry of Local government, Ministry of Justice, and John van Nostrand consultants. However, the Kampala Urban Study report was silent about how the general public was involved and in what stages. The objective of this paper, therefore, is to examine approaches that enhance public participation in physical planning activities.

2.0 THE METHODS

The study was conducted between 2009 and 2011. Its objective was to examine approaches that enhance public participation in physical planning activities. Primary sources of data involved gathering relevant information from targeted respondents for the study and observations during the data collection process. The target population comprised of a purposively sampled population from two of the five divisions of Kampala – Makindye and Rubaga (Fig. 2).

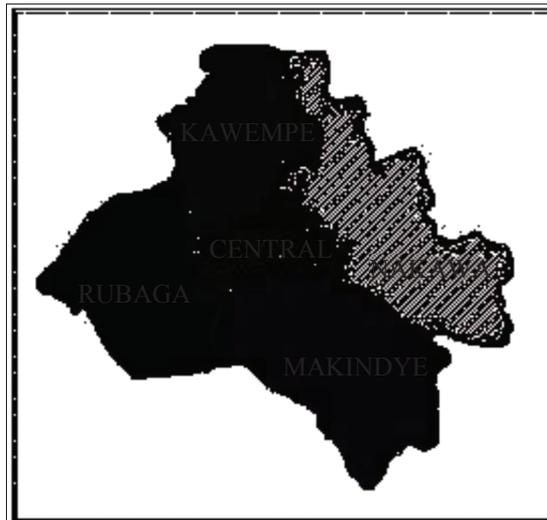


Figure 2: Map of the five divisions of Kampala
 Source: UN-Habitat, 2007:5

The two divisions were chosen because of their large populations compared to the other divisions (Table 1). Respondents from the community were purposively selected as all persons in the sample areas who were of the age 18 and above in 1994 when the Structure Plans were being developed. Semi-structured questionnaires were administered to 150 respondents to help ascertain the level of citizen participation during the establishment of the 1994 Structure plan.

Table 1: Kampala’s population per division

ITEM	DIVISION	POPULATION (Persons)
1	Central	112,787
2	Kawempe	153,900
3	Makindye	186,997
4	Nakawa	133,813
5	Rubaga	179,328
6	Makerere University ⁵	4,710
7	Uganda Polytechnic Kyambogo ⁶	2,706
	TOTAL	774,241

Source: Lawino, 2012: 48.

Through interviews, other primary data were gathered from the Kampala City Council⁷ planners and officials from the Ministry of Lands, Housing and Urban Development, and Ministry of Works, Transport and Communication that directly took part in the development of

⁵ Makerere University is currently part of Kawempe Division

⁶ Uganda Polytechnic Kyambogo is now Kyambogo University and it is under Nakawa Division.

⁷ Kampala City Council was transformed into Kampala Capital City Authority by an Act of Parliament in 2011.

the Kampala structure plan. The data collected were about the roles and stages in which each of the representatives from the above institutions were involved.

Data from secondary sources such as official documents for 1994 KSP Part I – III, the 1991 National Population and Housing Census documents and other policy and legal documents were used in the study to compliment the primary data (qualitative and quantitative data from questionnaires and semi-structured interviews). Data collected were checked, coded, analysed and interpreted according to the objectives of the study using SPSS and the major features analysed included descriptive statistics and cross tabulations.

3.0 RESULTS OF THE STUDY

3.1 The Kampala Structure Plan, 1994

The 1994 Kampala Structure Plan was developed as part of a Kampala Urban Study which aimed at improving living conditions, alleviating poverty, improving urban financial management and strengthening institutional capacity by supporting decentralised local governments. According to Omolo (2011), the planning idea was to address and provide a physical socio-economic and financial framework for the direction and management of urban growth for Kampala for the period 1994-2004. The assumption was that this plan once it was operational and implemented would address vital questions including; Increased economic productivity in the private sector, particularly the informal private sector, and provision of improved access to land, housing and services in order to improve the living conditions and alleviate poverty for all income groups in proportion to their demand. The Major Contents of the 1994 Kampala Structure Plan included;

Environmental Land-use

The plan provides for several green spaces intended to provide improved environmental protection for important ecological areas, particularly the existing shoreline and wetlands, but also to accommodate permanent urban agricultural activities and major dedicated pedestrian and bicycle paths. The idea behind this was the understanding that wetlands perform a critical role in the drainage of ground water and the natural treatment (scouring) of polluted water. In further support of the Plan's objective to improve water conditions in Kampala, it recommended that the existing sewerage works be relocated from the Lake Victoria watershed to the Lake Kyoga watershed in order to separate the city's major water intake from its largest sewerage outlet (Fig. 3).

Industrial Land-Use

It was proposed that all vacant land/industrial lands having slopes of less than 10%, and lying outside the wetlands (that is, approximately 5,000 acres) be designated as potential industrial zones in order to reinforce the priority which needed to be given to accommodate the full range of anticipated formal and informal businesses. The plan also sought to consolidate existing industrial zones so as to render them more directly accessible both on foot and by bicycle from adjacent residential communities. Both these proposals were intended to reinforce the strategy of ensuring that a balance is maintained between residential accommodation and formal and informal jobs at the local community level. In turn this was intended to promote increased economic activity in the private sector, particularly the informal private sector (Fig. 3).

Commercial Land-Use

The Structure Plan designates the existing Central Business District (CBD) as well as series of existing commercial nodes, and major shopping streets as commercial land-use zones (Fig. 3).

Four new commercial sub-centres were also proposed at Nakawa, Nateete, Kibuye and Bwaise with the aim that these centres would relieve the pressure that was placed on the CBD. These sub centres were also meant to serve as secondary transportation nodes. It is vital to note that these centres were already in existence and served the populace informally. In addition, the Structure plan identified and recommended for upgrading and expansion of a series of local centres spread throughout Kampala, these included; Kabalagala, wandegeya, Nakulabye, Gaba, among others.

Residential Land-Use

The Plan proposed to designate as ‘residential’ all existing lands which were occupied primarily by residential uses or such vacant/agricultural lands not designated primarily for industrial, commercial, or environmental uses (Fig. 3). Unlike the previous plans for Kampala, the 1994 Structure Plan does not differentiate between high, medium and low densities at the District level, but assumed that such differentiation would be made at the Division and/or Parish levels.

Transportation

The Structure Plan was based on the assumption that the upgrading and maintenance of the existing primary and secondary roads structure was of key importance over the plan period of ten years. One of the major components of upgrading of the existing primary road system was the inclusion and improvement of public transport, bicycle and pedestrian traffic routes and furniture.

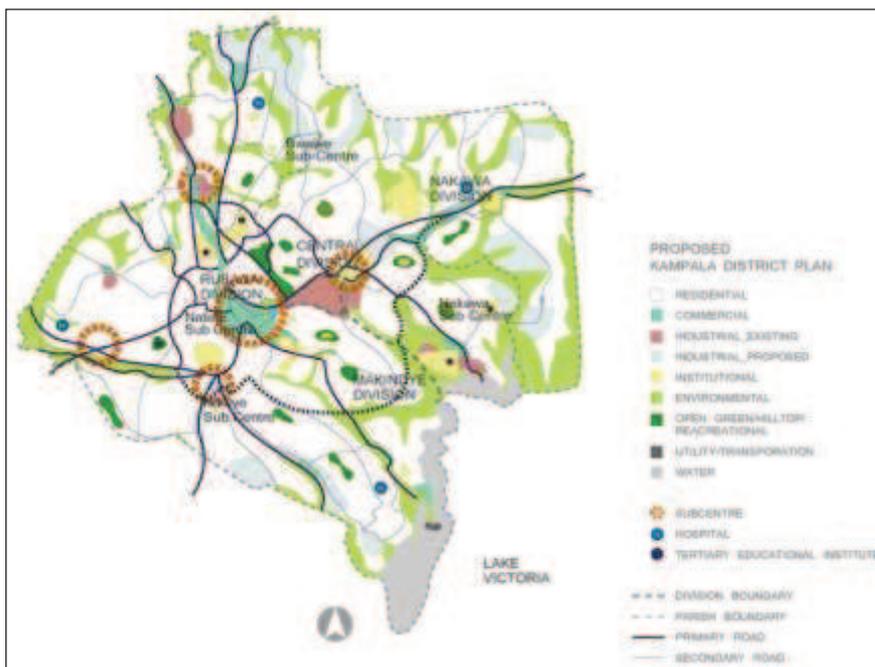


Figure 3: Kampala Structure Plan, 1994. (Source: Plan alliance, 2009. Online: <http://www.planningalliance.ca/portfolio/regions-cities/kampala>, Accessed May 21, 2011 in; Omolo, 2011.

3.2 Stakeholders involved in the Planning Process

The Kampala Urban Study Final Report (1994) exemplifies the change in approach towards stakeholder involvement. In his conceptual approach, Van Nostrand remarked, “...the planning process should result in the identification of achievable and affordable action programmes which benefit all income groups...” (Van Nostrand, 1994). Thus, the Key

stakeholders involved in the preparation of the Kampala Urban Study included consultants - John van Nostrand Associated Limited, counterparts from the Ministry of Lands, Housing and Urban Development (MoLHUD), Ministry of Local Government (MoLG), Ministry of Justice and Constitutional Affairs (MoJ) and Kampala City Council (KCC). Their planning objectives in the development of the 1994 KSP included covering the general, institutional/financial, demographic, social, environmental aspects, infrastructure, urban development and administration of Kampala area.

John van Nostrand Associates Limited were responsible for preparing the KSP drawings and documentation of all the reports on the KSP; the Ministry of Finance, Planning and Economic Development (Project Coordination Unit) handled overall co-ordination of the KSP preparation process. Ministry of Lands, Housing and Urban Development (MoLHUD) was responsible for dealing with land issues and the implementation of the land policy overseeing the physical planning activities through the Physical Planning Department. It was also responsible for co-ordinating the planning activities with all the other stakeholders, developing the Building Regulations and Standards for Kampala and developing standards for infrastructure (roads, water supply, solid waste, drainage, telecommunication and energy). Ministry of Local Government was the link between the District Administration and Central Government and was responsible for regulating and supervising the development of the Kampala Structure Plan. The Ministry of Justice had to ensure that the KSP was undertaken following the constitutional guidelines and legal framework in Uganda. It also stipulated the mandate and constitutional rights of each stakeholder in the plan formulation process and drafted the legal provisions within the KSP. Kampala City Council was responsible for implementing the structure plan by enforcing the development control measures as proposed by KSP and it was also tasked with sensitisation and providing public awareness about the project. Community leaders were responsible for providing planning information of the planning problems, gaps and the needs of their respective areas to the planning team, representing their community members and sensitising them on the benefits of the KSP and why it was being undertaken. The general public, through their community leaders, were required to provide information about planning problems and gaps in their respective areas.

Among other stakeholders included Makerere Institute of Social Research that assisted with feasibility studies, while the Uganda Society of Architects aided with the formulation of building regulations and standards. Uganda Institute of Professional Engineers assisted with developing standards for infrastructure, and Uganda Institute of Physical Planners handled land use proposals.

The method of choosing participants in the preparation of the 1994 KSP was of importance in establishing the extent of involvement of community members. Analysis of the criteria used for KSP public participation showed that 91% of community members did not know the criteria used to choose participant. Only 2% were specifically chosen from Local Council members, 4% from elders and 2% from professional organisation and 1% was randomly chosen as shown in Figure 4

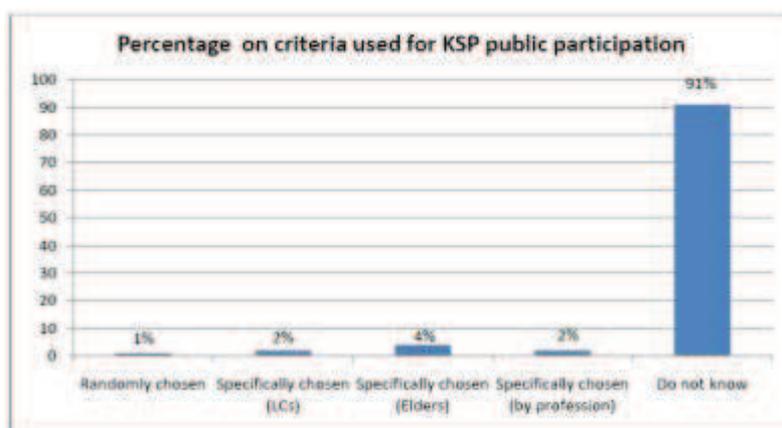


Figure 4: Findings on criteria used for KSP public participation

Source: Lawino, 2012: 76.

As far as decision making was concerned, 80% of community members noted that although they were informed of what was being planned, they were not involved in decision making process at the planning and implementation stages (table 2). This denied them conviction to own the developed Structure Plan.

Table 2: Citizen participation in physical planning decision making

Involvement of citizens in decision making processes		Frequency	Percentage
1.	Very often	1	0.7
2.	Often	10	6.7
3.	Seldom	19	12.7
4.	Never	120	79.9
		150	100

Source: Lawino, 2012:83.

In addition, community members claimed lack of transparency especially by the KCC officials in the planning process, especially regarding among other things, the intentions, benefits and outputs of the KSP. 67% of respondents felt that the KCC officials were never transparent and 28% stated that the officials were seldom transparent in their dealing with the community (table 3). This undermined community's attitude towards KCC as regards participatory planning.

Table 3: Level of transparency of KCC officials

Transparency of KCC officials in communication		Frequency	Percentage	Cumulative %age
1.	Very transparent	2	1.3	1.5
2.	Transparent	5	3.3	5.3
3.	Seldom transparent	42	28.0	36.8
4.	Never transparent	109	67.3	100
Total		150	100	

Source: Lawino, 2012:84

Results of the study revealed that the main type of participatory planning used in the preparation of the 1994 Kampala Structure Plan was tokenism. Citizens were limited to being informed by radio and television of what was to be done while seeking their views was not prioritised.

Consultation with the public was limited to involving their leaders and only at the planning stage. This was contrary to what the community expected. 86.7% of respondents preferred to be involved at every stage of the project. Few people (13.3%) preferred to be consulted at individual stages of the structure plan preparation (table 4).

Table 4: Stages preferred for consultation

		Frequency	Percentage
1.	At the initial stage of the project	12	8.0
2.	In the middle stage of the project	2	1.3
3.	At the end of the project	4	4.0
4.	At every stage of the project	132	86.7
Total		150	100

Source: Lawino, 2012:89

Consultation with citizens during data collection was limited to collecting population demographic data and socio-economic compositions of the population. Placation which was characterised by choosing leaders (LCs and opinion leaders) to participate in meetings was done to create the impression that meaningful participation took place. The participation process was passive rather than active or interactive whereby predetermined plans were imposed on the citizens. The study also revealed that the basic principles of effective participatory planning such as diversity, equity, openness, trust and transparency were limited in the process of developing the 1994 KSP. The planners and the controlling authorities (Central Government and KCC) dominated the planning process despite the fact that other key stakeholders like Kampala community and the private sector could have helped positively influence the planning process if they were fully involved. Diversity in selecting the citizens' representative was lacking because focus was only placed on the local leaders (LCs) and elders.

For consultations and adequate involvement, community members preferred to use public meetings (55%) and public hearing (37%) as fora for airing their views and participating in the KSP development process (table 5).

Table 5: Preferred form of participation

Means of participation mode		Frequency	Percentage
1.	Public hearing	37	24.7
2.	Public meeting	55	36.7
3.	Questionnaires	29	19.3
4.	Discussion	29	19.3
Total		150	100

Source: Adopted from Lawino, 2012:88

4.0 DISCUSSION AND CONCLUSIONS

The study revealed that the key stakeholders in the preparation of the 1994 KSP were foreign consultants, Government ministries, Kampala City Council, Development partners and the general public. However, there was very limited participation of the general public. The

planning of the time had the intention to have a more managerial approach with continuous review and adaptation, and with emphasis on the planning concepts and strategies, all these to be operationalized by the “Written Provisions” which constituted a legal code governing the administration and enforcement of the Structure Plan, superseding many other laws having to do with planning and land-use in Kampala. As exemplified by Omolo (2011), this approach reflects the strong elements of ‘rationality’, where the technical personnel saw the involvement of the lay person as a mere formality and possibly a waste of time.

The study found that the interaction between the community representative and the public was not effective, leaving the latter largely uninformed of what was going on. Findings also revealed that while roles and responsibilities of the Local and Central Governments and development partners were clearly stated this was not the case with the public key stakeholders. As the public were not sure of their role it made them passive participants in the whole process. Public participation in the planning process was also undermined by the public’s ignorance of the physical planning aspects of the Kampala Structure Plan. The public was not adequately sensitised about the concept of physical planning and the objectives of the development of the 1994 KSP. As a result, there was mistrust between the citizens and the officials from Kampala City Council.

Because of inadequate sensitisation, community members were ignorant of the salient physical planning issues under consideration. Citizens had little trust in KCC officials to implement and deliver on what was agreed upon during the participatory planning meetings and as such people shunned the planning process. In addition, the planning team lacked some of the core skills such as citizen awareness, shared leadership and team work. This situation was further aggravated by the limited experience in physical planning community participation among the general public. The community members did not have enough exposure to any decision making process on the key planning issues that affected their neighbourhoods.

The study reveals that participatory planning is very crucial for the success of any project plan and implementation. It ensures project sustainability and project ownership through problem and needs identification made through wide consultation.

In order to achieve responsive physical planning there is need to ensure public participation in the planning process throughout all the stages of planning (design/formulation, implementation, monitoring and evaluation) by incorporating all categories stakeholders in the process. Roles and responsibilities of key stakeholders should be clearly defined and explained. This should be supported by building relationships between citizens and their representatives and technocrats at various levels to ensure transparency and avoid duplication of roles and suspicion. It also motivates community members and raises their self esteem, leading to a feeling of ownership in what is being developed. Sensitisation of community members at the planning stage and rallying political support of leaders at all levels should be given adequate attention as these largely affect the success of the planning process.

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