



Uganda Local Consultation Report

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**REDUCING
RELOCATION
RISK**
IN URBAN AREAS



dpu
Development
Planning Unit

Credits This report was elaborated by Shuaib Lwasa, Kasaija Peter, Kitembo Teddy, Colin Marx, Cassidy Johnson, Garima Jain; and edited by Charlotte Barrow.

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The Research project Reducing Relocation Risk in urban areas is carried out by The Bartlett Development Planning Unit (DPU) at UCL, the Indian Institute for Human Settlements (IIHS) the Latin American Social Science Faculty (Facultad Latinoamericana de Ciencias Sociales (FLACSO), and Makerere University.

This report is downloadable for free from: [**www.bartlett.ucl.ac.uk/dpu/reducing-relocation-risk/**](http://www.bartlett.ucl.ac.uk/dpu/reducing-relocation-risk/)

The findings, interpretations and conclusions expressed here do not represent the views of any organisations that have provided institutional, organisational or financial support for the preparation of this paper.

Cover picture: David McEwen. Kampala, Uganda. 2016

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Introduction

About the Project

This research, led by Makerere University (MAK) and the Bartlett Development Planning Unit (DPU) at University College London, considers the political, social, economic and institutional contexts of climate change-induced resettlement and relocation in Kampala and to some extent the wider Ugandan context. The work consists of three separate phases: 1) a diagnostic report detailing the initial phase of fieldwork and literature review; 2) a second report examining the decision-making processes and structures that shape decisions around resettlement and relocation and 3) a summary of the associated costs and benefits from both the government and individual's perspective. The study is part of a larger project in partnership with the Indian Institute for Human Settlements (IIHS) and the Latin American Social Science Faculty (Facultad Latinoamericana de Ciencias Sociales [FLACSO]), which examines the various social and economic implications of climate-risk related resettlement and relocation policies in cities across three regions (Uganda, India and Peru, Mexico and Colombia in Latin America). Although the research is undertaken in very different contexts with many site-specific considerations, it is hoped that lessons can be drawn from a comparison of the different cases which will help to identify which policies and practices for climate-related resettlement deliver the most beneficial outcomes. This project is funded by the Climate and Development Knowledge Network (CDKN).

Conceptual Background

Densely-populated urban centres such as Kampala are often exposed to multiple climate-related hazards. In particular, Kampala suffers from widespread flooding, as well as problems associated with periods of below average precipitation. These issues have significant impacts on people's lives and livelihoods, particularly those of the poor. Risks are exacerbated

by the changing climate and unplanned urbanisation. If unmanaged, these risks can undermine hard-won development gains.

Many national and local governments, in Kampala and elsewhere, are resettling people who live in areas (both urban and rural) affected by climate-related disasters. Resettlement can occur as part of national level programmes to move people out of high-risk areas, or as part of a local government development plan. Resettlement and relocation (R&R) in the context of climatic and non-climatic disasters as well as that due to development projects has been enacted with varied results, but frequently resulting in negative impacts for resettled populations. Many international and regional frameworks exist, yet there is little understanding of how resettlement is enacted on the ground (i.e. decisions, drivers, context, implementation process and short and long-term impacts). With climate change, the pressures for resettlement in urban areas are increasing, thus requiring greater knowledge to improve outcomes including the option of non-movement and on-site upgrading.

The project will offer an overview of existing disaster risk reduction policy in Uganda, and attempt to discover the socio-economic impacts of disaster risk and the motivation for relocation. Further, the project will attempt to determine what is likely to happen if climate change risk increases, and to draw learning experience from the ongoing projects. It will illuminate the climate related resettlement policies and strategies as well as related activities in urban areas, and enable a better understanding of risk resulting from climate change.

Objective of the Consultation

The aim of this workshop was to understand the context of R&R at the local level in relation to the nature of climate induced risks and how risks manifest

themselves in the context of urban areas in Uganda.

The workshop was an opportunity to talk to stakeholders about disaster risk management in Uganda and the Sendai Framework for Action, and discussion was aiming to learn how land use planning and resettlement policies, and other legal and normative frameworks operate at the local, regional, and national levels. The various implementation challenges of disaster risk management faced by the stakeholders, as well as the varying outcomes and experiences of R&R were to be shared between participants.

Objectives included:

- To get an insight into the climate related resettlement and relocation policies, strategies and activities in urban areas
- To discuss and synthesize the broad issues shaping current resettlement/relocation approaches in urban settlements
- To broadly assess the disaster risk reduction policy environment in Uganda and how it relates to resettlement and relocation in cities.

Agenda

The following agenda was planned and executed on the day of consultation:

Item	From	To	Moderation	Detail
01.	09:00	09:15	Shuaib Lwasa (Moderator)	Workshop Objectives and Expectations
02.	09:15	09:30	Cassidy Johnson	Project overview; impacts of climate risk induced resettlement in urban areas
02.	09:30	09:50	Teddy Kisembo	Overview & Background to Uganda: Climate Change, Risk, Disaster & Impacts
03.	09:50	10:30	Shuaib	Reactions & Interactive Discussion
04.	10:30	11:00	Teddy	Tea Break
05.	11:00	11:20	Moderator	Resumption
06.	11:20	12:00	Tbd	Select Stakeholder Presentations (e.g. NSDFU/ACT-Together, Mbale Experience)
07.	12:00	13:00	Moderator	World Café's 10 minutes each on one question (questions will be projected and each café will have a permanent
08.	13:00	14:00	Teddy	Lunch Break
09.	14:00	15:00	Moderator	Resumption
10.	15:00	16:00	Moderators: Peter, Cassidy, Garima, Colin, Shuaib	Synthesis of World Café discussions
11.	16:00	16:30	Moderator	Closing Remarks

Presentation Summaries

Introductory Presentation

by Cassidy Johnson, UCL

This introduction comprised an overview of the project 'Reducing Relocation Risk in Urban Areas' by Dr Cassidy Johnson, a senior lecturer from the DPU at UCL. In the summary presented, the project exists to address adaptation strategies of urban areas in the face of climate change impacts affecting primarily the urban poor. Where city and/or national governments have seen relocation as a risk management strategy, the project seeks to examine implications of risk resulting from resettlement and relocation.

The Indian context

by Garima Jain, IIHS

This was followed by a presentation on the project within the Indian context, by Garima Jain, a consultant at the IIHS. The presentation reviewed India's land reforms, and gave an overview of the project case studies in Andhra and Orissa (now Odisha), which have similar issues regarding climate issues. Risk components in Andhra include exposure to risk winds, exposure to flooding events and landslides. There has been no response from the city authorities for resettlement, despite sprawling slum settlements which are exposed to floods. The second case study, a settlement in Orissa, faces drought, water logging, landslides and flooding. The community is involved in resettlement whereby people are trained to build their own houses. There is national housing project which is supposed to deliver houses to the communities.

Objectives of the workshop and wider project

by Shuaib Lwasa, MAK

Prof Shuaib Lwasa of Makerere University presented the objectives of the present workshop and the project as a whole. The aim of the study is to focus on cities and settlements where populations have been resettled or are to be resettled as a pre-emptive or post-impact measure for avoiding climate risks. Objectives of the workshop included: 1) Understanding the political, economic and institutional contexts in which resettlement takes place; 2) understanding the costs and benefits of resettlement both from the state's perspective and from the individual's perspective and 3) understanding how resettlement impacts people's well-being and resilience over different time frames. The project will explore the questions: Knowing the current issues shaping resettlement approaches in urban areas, is there a policy addressing resettlement? Are there any disaster risk management committees at community level?

Overview & background to the Uganda context: Climate change, risk, disaster & impacts

By Teddy Kisembo, MAK

Teddy Kisembo, research assistant at Makerere University, presented an overview of the Uganda context, including demographic and population growth rate information, reasons for the high rate of urbanization, and resulting challenges for environmental sustainability

and adaptation. The presentation suggested measures for a comprehensive risk reduction strategy and proper planning and implementation, including compensation and protection packages for populations and individuals subjected to resettlement.

**Presentation from ACTogether
and National Slum Dwellers Federation**
by Lubega Edris, ACTogether/NSDF

Lubega Edris from Actgether and National Slum Dwellers' Federation [NSDF] presented on the work of the organisations, which help to organise communities and mobilise them to collect data on their settlements. They support communities to take ownership of projects, while bridging the gap

between communities and different stakeholders including developers. They provide help in dealing with evictions in a systematic way and resettlement by providing more safe communities. They have put up sanitation units with the help of communities, as well as different projects in collaboration with ministries such as Lands, Housing and Urban Development and Subi. They help engage in intervention regarding land tenure security, data collection for the communities facing evictions and resettlement. They have also worked with KCCA with the resettlement of the Kinwataka settlement, land sharing in Kisenyi. Helped in data collection in Jinja Pawama and came up with transit houses for people awaiting resettlement, set up settlement forums to inform policy makers and developers and planning authorities.

Round Table Summaries

Three roundtables were organised, each focusing on the three stages of any project namely the decision making process, the implementation phase and the outcomes and monitoring. All participants shared their insights for the key questions posed on each round table. The anchors of each theme moved from one table to the next after a period of 30mins. Following are the brief summaries of the discussions that took place under each theme:

1. What are the most damaging risk hazards occurring in the country on communities, infrastructure and environment in cities?

- Forced evictions
- Heavy storms leading to floods – leading to disease outbreaks
- Lack of land tenure – more precisely that tenure status is insecure and unequal
- High unemployment levels
- Poor physical planning – and the nature of the built environment means that storm water drains are blocked and the soil is compressed.
- Lack of enforcement and poor laws – especially the encroachment of wealthier groups and industrialists
- Impact of the ‘urban rich’ on people downstream coupled with poor planning
- Disruption of livelihoods, loss of life, damage to infrastructure and lowering of GDP
- Interestingly, a positive aspect of relocation is the increase in cultural diversity and interaction. The negative effect is loss of access to jobs, identity

- If we see ‘people as infrastructure’ then the floods increase prices of things where people extend physical infrastructure.
- The impact of flooding is differentiated by gender. When places flood, men relocate while women and children stay with the house. It is argued that this is because women are more dependent on the home space. However, landslides are different to floods in that landslides affect men and women equally. The impact on children is that they cannot get home from school, fall into drains and are susceptible to diseases

1. What is the status of climate vulnerability in the country and what urban centres are most prone to disasters?

- Almost all urban centres
- Some people felt that the status was uncertain because it is not clear what the weather patterns are and changes are unpredictable.
- It is not clear what the impacts are on food shortages, production and price changes.
- Flooding in Kampala spills over to neighbouring suburbs (e.g. Zana)

1. How are climate related disasters and risks identified and expressed by the different actors?

- Risks are related to being poor
- Professionals express as issues of ‘environmental conservation’
- Academics as ‘environmental conservation’
- Health practitioners as an increase in disease.

- What is noticeable is how the definition relates to the institutional affiliation. For example, KCCA, Ministry of health, Meteorological society, radio, newspapers all have different perspectives. For some rural communities, it is the behaviour of a certain species of birds that signals major rains.
- It is useful to distinguish between calamities and disasters.

2. Are there identifiable disaster awareness and public information activities or programmes being undertaken in cities and who are the actors?

- Various public actors undertake such activities such as:
 - Climate change unit at the Ministry of Water and Environment is running programmes, although not necessarily at the city level but at the national level
 - Office of the Prime Minister helps spread information via the disaster management authority about preparedness, guidelines are issued for areas affected by landslide at Mt. Elgon and Mbale, amongst others
 - National Environment Management Authority (NEMA) issues guidelines for development on flood prone areas + Ban on the use of plastics
 - Radio programmes on garbage cleaning, especially at the time of heavy rains by local leaders, councillors as general campaign on cleaning
 - SMS messages during Cholera outbreaks
 - KCC tries, although mostly after the event and not necessarily pre-emptive actions
 - Early warning systems supported by the PM office (Butalija District)
- Various civil society associations help spread awareness about various issues:
 - Media partners for spreading the information from various authorities
 - Churches involved in many places in spreading awareness about food saving and granaries during the time of droughts
 - Village health teams (VHTs) spread information regarding sanitation, immunization, primary healthcare – get bicycles to help them get around

- Community Barazzas are platforms/settlement forums for communities to exchange ideas
- Land tenure – Uganda Land Alliance on land rights minimizing the issues of evictions
- Various partnerships of different actors are in action also:
 - Act together + NSDF mostly in slums
 - Office of the PM along with the Meteorological authority could work with each other
 - National Emergency Coordination and Operation Centre (NECOC?) along with UNDP has put together HV profiles for various districts and now in public domain
 - Theatre shows, dramas, songs and films could be other mediums for engaging people
 - Training institutions can help sensitise students
 - Community trainings on cultural/traditional knowledge (e.g. birds flying before rains, etc.) could act as early warning signs for people

3. What options are considered in reducing disaster risk?

- Moving people away from disaster prone areas (e.g. slopes) a national strategy
- “Except floods most other natural hazards affect rural areas”
- Widening of drainage channels
- Ban on Polythene
- Typhoid/Cholera/Malaria outbreak lead to stopping of roadside vendors as a response
- Mosquito nets distributed, along with Malaria kits for expecting mothers, kids, households.
- Census carries Ministry of health – pre-emptive step to collect better information regarding how many malaria kits would be required
- Awareness campaigns (e.g. talk tree by new vision newspaper)
- Early warning systems – radios, TV – KCCA as lead agency along with PM office

- Kampala goes green: Plan for planting enough trees – increase rainfall, wind breaking.
- To avoid famine – urban agriculture is promoted in sacks, machines and tractors provided free or subsidised rates – or loans that could be paid after harvest. Additional markets provided to sell the produce, including export (maize)
- Adapting renewable / alternate sources of energy (e.g. bricks from garbage, etc.)
- Rainwater harvesting using channels in buildings
- Use of risk resistant crops / less-water consuming crops
- Preservation of wetlands
- People do not move because of flooding. They adapt to the conditions and adopt measures to help them stay there.
- People tend to move there because of employment, so they don't want to leave.
- Social networks and ties, this is what people stay. They have familiarity with the place vs the unknown.
- Providing services into relocation settlement, schools, hospitals, water and sanitation
- Creating jobs in the areas, enabling industry in the area.
- Religious factor, where people have the faith that things will be alright.

4. What is the consideration or role of resettlement and relocation from climate related disaster risk prone areas within cities?

- Considered for other risks / developmental but not so much for climate change
- Kiseni – evictions, and now a taxi stand
- Compensation based on case by case valuation, if not enough then court appeal
- 1993 earthquake in western Uganda led to resettlements
- Although drainage improvement has a link to CC and DRR, so yes. Affects the communities along the drainage channels
- New location is not found by the state rather by individuals, and so not necessarily new locations are safe
- Resettlement is very costly, and changing peoples' attitudes very difficult – so not necessarily a workable strategy

5. What are the motivations for relocation from disaster risk areas within cities? What are the motivations for staying in place, despite the disaster risks?

- People will not move because:
 - They have social and cultural networks in place. They have proximity to the city, main source of livelihood, social amenities, school, hospital, other infrastructure. In short, that it is not easy to move.

- They wouldn't leave because they have close family ties and support structures in the community. Because they have a sense of ownership and are not sure about the security of tenure in the new place. There is a possibility of cultural conflicts when moving
- People may move if :
 - They have access to better housing.
 - They have a chance to come up with ideas/planning
 - They are forced to move away if flooding is very bad
 - They can move together, buying land together
 - They have a chance of an economic opportunity or there is overcrowding.

6. Who are the actors involved in decision making for the areas/ communities to be relocated? Is it national, local level, private sector or directed by community?

- It is the central government, through the prime minister's office, then the local government provides the services. The local government of the host community must approve.
- In Kampala there have drainage improvement projects. Those projects have a budget line for resettlement. The central government provides compensation money and there is a special package for resettlement. The implementing entity is then the KCCA.
- In the Northern bypass project in Kampala, communities were involved with the landlords. If the

eviction is done by government, then communities are more involved and there is some effort to choose leaders who can influence the process.

- Communities are only involved at the last stage, and then they use different forms of resistance.
- Also the PMO – department of disaster preparedness is involved in resettlement.

7. Are there any consultation procedures and participatory approaches involved in relocation of prone areas? Specify

- For WB projects there are consultations held, and these consultations differ from project to project. There are resettlement action plans for each project.
- In some cases there is a consultancy firm doing an evaluation of the community. For example, in the Northern bypass people have agreed to the resettlement.
- There have been cases of bribing leaders in order to bring people together.

Additional Question: What additional data can better inform planning processes to improve risk reduction outcomes?

- Livelihood data by economic classes is not currently collected

- Rural urban migration trends to anticipate in advance how many to plan for
- Topography and other such maps not updated for over 50 years
- Census data not necessarily useful for risk information, but also collected every 10 years. Not useful, unless more regular data is released for risk planning
- History, time frame and magnitude of past events
- Traditional knowledge of predictions, etc. to be documented and made public aware
- What happens to the evicted people, how many ppl. originally and how many relocate as planned – follow up mechanisms are missing
- How many lives have gained and how much from the drainage project – what challenges existed and what have been resolved
- Why do certain risks occur in certain areas
- Data collected by the NSDFs handed over the municipality, but how they use it is beyond control. Data not necessarily in public domain / on any website

List of Participants

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Photographs from the Workshop

