

# Urban Community assessment in Kampala

## NEEDS PRIORITIZATION AND PLANNING

*Informed by assessments findings, AGORA supported KCCA to consult external stakeholders to develop a preliminary response plan. Relevant stakeholders, including local civil society and citizens, service providers, government departments and local authorities, national NGOs, UN Agencies, Clusters and INGOs were involved in the planning phase in order to:*

- 1. Highlight priority needs and propose interventions to address both humanitarian needs and longer term development/resilience priorities.*
- 2. Support KCCA in developing its response plan, taking into account the available external expertise to support vulnerable populations*

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## INTRODUCTION

Poor urban dwellers and incoming refugees and migrants residing in substandard urban neighborhoods in Kampala have access to the same basic services. In a context where continuous urban migration increases the demand for basic urban amenities, there are growing concerns about the ability of already overburdened basic services to meet the needs of a growing population of impoverished urban dwellers.

The Kampala Capital City Authority (KCCA – the government institution running the city) acknowledges the pressing need to account for urban displacement dynamics in its local development strategies and dynamics of supply for basic services. It is committed to support the most vulnerable urban dwellers living in Kampala – which include urban refugees and migrants – in achieving resilience and self-reliance through improved access to basic services and employment, alongside local and international partners. Laudable achievements have been made over the course of the year by KCCA to establish a coordination body for all stakeholders providing support to these populations in Kampala. The Kampala Migration Forum, set up under the leadership of KCCA with the support of AGORA and other partners, is the first step towards the development and enactment of a Kampala-made joint strategy for improving living conditions of those affected by urban migration. To provide this initiative and implementing partners with reliable evidence from the field, IMPACT initiatives, together with ACTED, in the framework of their AGORA initiative, have undertaken i) an area-based multi sector needs assessment in nine vulnerable refugee hosting neighborhoods across Kampala, and ii) an analysis of response gaps and planning opportunities, based on findings from the assessment and on a mapping of stakeholders and interventions being implemented in Kampala.

This document highlights the key needs and vulnerability characteristics not only for urban refugees, but grasping the situation of the whole urban communities including host communities residing in Kampala’s vulnerable neighborhoods. In face of the existing legal and strategic frameworks framing the refugee response and the overall development initiatives in the city of Kampala, it suggests avenues for evidence-based and needs-oriented programming for all stakeholders to support these communities at best.



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## KEY NEEDS FROM THE AREA BASED ASSESSMENT

### OVERVIEW

Vulnerable urban neighborhoods in Kampala are characterized by a low coverage of affordable basic services, which affects both host communities and refugees. **Obstacles to accessing good quality services such as health care, education, sanitation and housing primarily relate to the issue of cost. The economic vulnerability of a household appears to be a critical determinant affecting their ability to meet their needs.** In this perspective, women-headed households tend to be less self-reliant than their male-headed counterparts, female-headed refugee households standing out as the poorest in economic terms. Overall, refugee households tend to have a lower purchasing power than Ugandan households but are more exposed to be requested to pay fees above the average for accessing basic services and urban amenities, such as accommodation. Lack of information about the location and modalities of access to services is also a specific barrier for refugees to meet their needs. Newly arrived refugees as well as unregistered refugees<sup>1</sup> tend to be particularly economically vulnerable, and to face more difficulties in sending their children to school, for example. The ability to speak the local language, contribute to the local economy and develop social ties with the host community are major triggers for urban refugees to become self-reliant. Such strategies also contribute to reduce the need to resort to harmful coping strategies and incidences of discrimination. Raising awareness, among the host community, about refugees' rights to work and access services is likely to ease their ability to integrate within the local economy. In a situation where small businesses is the most widespread primary source of income for Kampala's poor urban dwellers, the lack of capital, to start off as an entrepreneur, high competition between entrepreneurs and limited range of other opportunities available to them are key concerns reported by all population groups. Cash assistance and livelihood programming have the potential to support income-generating initiatives for the most vulnerable, while improvement of basic urban infrastructure and services is widely reported by community leaders as efficient means to prevent public health risks and foster the local economic environment.

### LIVELIHOODS

**Host community households were found to be, overall, wealthier in terms of income earning than refugee households**, with half of them reporting earning more than 120,000 UGX per week, as opposed to 100,000 UGX for refugee households. Results from the household survey conducted with refugees only drew some discrepancies around level of income earning between communities of refugees depending on their nationalities. Despite the fact that this community of refugees was the one which reported the largest number of income sources per household (1.3 livelihood sources on average) among all assessed nationalities of refugees (an average of one for other nationalities), **Congolese refugee households appeared to earn the lowest income**, with half of them earning below 90,000 UGX a week. South-Sudanese refugee households were the second most vulnerable in terms of income-earning, with a median weekly income of 100,000 UGX and on average less than one source of income. **Income-earning differences stood as being greater between male and female headed households, irrespective of their status, than between host communities and refugees.** While male-headed households were found to earn a median income of 140,000 UGX per week, the median income for female-headed household is 40,000UGX lower (100,000 UGX).<sup>2</sup> Refugee households also tend to face greater barriers in accessing work, as illustrated by the fact that **13% of refugee households indicated that they have no access to any income generating activity**, compared with 4% of host community households.

<sup>1</sup> Unregistered refugees refer to respondents who identified themselves as refugees during the household surveys and reported not having a refugee ID card.

<sup>2</sup> The previous findings were drawn from the refugee household sample to illustrate characteristics of subsets within refugee households. Due to the use of a purposive sampling method, these results are only indicative.

## HOUSING

**If refugee households tend to earn less than nationals, they nonetheless report spending more on housing.** Indeed, half of the refugee households were found to pay more than 150.000 UGX per month to rent their accommodation, as compared to 100.000 UGX for host community households. FGDs with host communities and refugees from different backgrounds<sup>3</sup> described the same reality about inequality of access to affordable housing between refugees and nationals. **Discussions indicate that host communities share the widespread belief that foreigners are wealthier than nationals, which incentivizes landlords to rent accommodation at a higher cost to refugees.** Access to decent and secure housing is found to be a major concern for refugee households, who, as compared to their host community counterparts, are a lot more likely to report rent as their largest expenditure, and who are also more likely to report having been threatened of eviction in the year previous to the assessment. Discussions with local community leaders<sup>4</sup> indicate that **most inhabitants lack awareness about their tenancy rights**, with refugees being even less likely than nationals to be able to claim their rights in case of a threat of eviction.

**Exposure to natural disaster is also a widespread concern for residents of the assessed vulnerable neighborhoods**, as 72% of respondents reported that their location or shelter put them at risk of disaster. The most common type of disaster encountered is flooding, as vulnerable urban neighborhoods in Kampala have historically been located in wetlands, and lack sufficient coverage of drainage infrastructure. The improvement of the drainage systems is reported by most community leaders as an area of intervention that should be prioritized.

## WASH

**Only 8% of households residing in the assessed neighborhoods reported owning a private water tap for drinking water.** The majority of the population resorted to communal public water taps (42%), or shared private water taps for purchase, managed by single individual (41%). Community leaders strongly suggested to install more prepaid taps throughout the neighborhoods, as they are safe and affordable water sources.

**Ownership of a single household latrine among both population groups was low, with only a quarter of households residing in the assessed neighborhoods reported having a private access to toilets.** The highest proportion of households which reported using public toilet facilities as opposed to private toilets or toilets that serve multiple households settled on the same plot was found in the neighborhoods of Kisenyi III and Mengo, both located in Kampala's city center in the Central Division. On average, households without private access to toilets report sharing toilet facilities with an average of 10 other households, and approximately 42 individuals. Among the reasons given by respondents who stated they were dissatisfied with the quality of the toilet facilities they use, lack of hygiene (77%), overcrowding (42%), no gender separation (33%) and lack of privacy (21%) stood as the most common concerns.

<sup>3</sup> Focus Group Discussions (FGDs) were organized with host communities and refugees from the different main nationalities of origin. They were disaggregated by gender and nationality, based on the same questioning route to allow for comparisons.

<sup>4</sup> Community leaders refer to elected local representatives, known as Local Councilors 1 in the Ugandan governance system.

## EDUCATION

A higher proportion of school-aged children living in refugee households (35%) were reported not to be enrolled in school than children of the same age living in host community households (9%). Income also appeared to be a determinant of non-enrollment in school for children living in households earning a low income. Overall, 17% of children living in households earning below the median income (120,000 UGX per week) were reported not to attend school, as opposed to 5% for those living in households earning an income equal or above this amount. A similar difference was observed when analyzing the specific subset of refugee households, although refugees' school enrollment stood out as dramatically lower than these of host communities. **Indeed, 45% of school aged children whose household earn less than 120,000 UGX weekly was not enrolled in school.** With specific regards to the refugee communities, some particular household characteristics stood out as being potentially related to the inability to send their children to school.<sup>5</sup> Regarding income, the highest proportion of refugee children not enrolled in school was found within households that did not report any income source, at 53%. **Generally, female headed households, which were also found to earn a lower income than their male counterparts, are more likely to have difficulties in sending their children to school.** The median weekly income for male-headed households, regardless of the reported status, was found to be 40,000 UGX higher than this of female-headed households, which stands at 100,000 UGX. The snowballed household survey conducted with refugees only indicated that the difference in income earning between male and female headed households tends to be even larger, with a median weekly income for female headed refugee households standing at 90,000 UGX, and 140,000 UGX for their male counterparts. Regarding nationalities, South Sudanese refugee households are the least likely to report enrolling their children in school, with 58% of reportedly not enrolled children. South Sudanese refugees also stand out to be the second most vulnerable refugee community in terms of income earning, with a median weekly income of 100,000 UGX, which is slightly higher than these of Congolese refugee households, which also reported a high rate on non-enrollment in school for their children, at 35%. 58% of children who lived in newly arrived refugee households, reporting having settled in Kampala less than a year prior to the assessment, also not attend school. **Particularly for refugee households, gender of the head of household stands out as being a major factor for determining school enrollment with almost half of children living in refugee households headed by a female not attending school, as opposed to less than a third for others.**

## HEALTH

The three most severe challenges to accessing health care that were reported by households residing in the neighborhoods covered by the assessment included “high cost of health care” (65%), “no treatment available for the medical issue at this facility,” (39%) “health facility is too far away” (33%).

More than half of households reported seeking treatment at private health centers, and only a third at government-run health facilities. Additionally, **all FGD participants who took part in discussions throughout the different neighborhoods covered by this assessment expressed dissatisfaction with the government-run health centers.** Participants described long waiting times, lack of qualified health staff and availability of treatment. because the facility served both host community members and refugees. Many refugee participants explained that they would often be charged higher fees for health care, and felt discriminated against their nationality or status.

<sup>5</sup> The following findings were drawn from the refugee household sample to illustrate characteristics of subsets within refugee households. Due to the use of a purposive sampling method, these results are only indicative.

## ANALYSIS OF 4W FINDINGS AND MAIN RESPONSE GAPS

### OVERVIEW

The following analysis of response gaps was drawn from a triangulation between the assessment findings summaries above, KCCA's strategic vision and framework for development,<sup>6</sup> and information about current and planned engagements from external stakeholders (NGOs, UN Agencies, CBOs, etc...) who took part to the Kampala Migration Forum and contributed to the stakeholder mapping exercise (4W). However, the latter is not meant to provide a comprehensive overview of all activities supported by external stakeholders in Kampala, as not all active partners provided feedback on their activities as part of the 4W.

### DEMOGRAPHICS

Among the International NGOs who contributed to the 4W exercise, the majority base their intervention on a sector-specific entry and tend to target only refugees. Interventions that target urban vulnerable communities as a whole remain limited. National NGOs, which are in some cases supported by INGOs, often operating at the level of the neighbourhood, have a greater tendency to deliver assistance programs targeting non-refugee population groups.

Based on the assessment's findings, the following response gaps stand out:

- If the adoption of area-based approaches to urban programming is to be generalized, **future strategies will require to foster the inclusion of all vulnerable population groups living in a range of impoverished neighbourhoods** within the targeting strategy.
- In particular, a **greater attention to women-headed households**, who were found to be particularly economically vulnerable, should be encouraged.

### LIVELIHOODS

Livelihood programming is the most common sector of intervention prioritized by INGOs who reported their activity set. A majority of these interventions are small scale and realized within a short time frame, and are targeting primarily refugee beneficiaries. Such interventions usually cover vocational training but not always include provision of capital for beneficiaries to invest in their business nor language skills to ease refugees' insertion in the socio-economic ecosystem. However, the lack of skills is a lot less commonly reported by refugees and host communities as the main barrier to access work. Low wages and lack of employment opportunities are the main triggers for lack of access to work according the household survey.

Based on the assessment's findings, the following response gaps stand out:

- **Broaden eligibility to livelihoods assistance to host communities** as well, based on vulnerability criteria, to be able to support vulnerable host communities such as women-headed households alongside refugees.

<sup>6</sup> KCCA strategic plan 2014-15 2018-19, 2013 and KCCA's response plan to urban migration, displacement and resettlement, forthcoming

- **Raise awareness about refugees right to work among potential employers from the host community** to ease refugees' insertion on the job market.
- **Foster beneficiary self-reliance and sustainable insertion on the job/business environment by providing them with the tools they need to gain autonomy** (it may include provision of tools and capital, language skills for refugees, longer-term part time trainings, among other modalities).

## HOUSING

The majority of target neighborhoods are located in wetlands and thus particularly exposed to floods. Poor waste management, further increasing the risk of floods, was reported by community leaders as a key public concern. The occurrence of flooding is a major concern that is reported as a key priority area of intervention by most community leaders. 42% of households reported that their location or shelter is at risk of flooding. Although not necessarily reported in the 4W Stakeholder tracker, KCCA receives support from development partners to upgrade the drainage systems throughout several areas in the city.

Based on the assessment's findings, the following response gaps stand out:

- Slums areas standing among the most risk-prone urban areas to natural disasters. **More focus needs to be given to upgrading and/or developing sustainable drainage infrastructure in these slum areas**, accounting for the implications in terms of land ownership rights, and to improving the waste management systems at stake (more frequent collection at waste disposal points).

Most relief and humanitarian operations do not focus on shelter and housing programs, as such interventions tend to step outside of NGOs' scope of intervention in a non-emergency setting. However, conditions of access to housing are found to be unequal between refugees and nationals, refugees being generally charged more for rent than nationals, although they do earn less. Refugees are also more likely to be at threat of evictions than nationals.

Based on the assessment's findings, the following response gaps stand out:

- Interventions aiming at **raising awareness about the tenancy rights**, about the fact that refugees are equal rights of access to housing as nationals, targeting vulnerable refugees on the one hand and landlords on the other, are likely to promote more equal access to housing.

## EDUCATION

Some interventions supported by external partners aim at improving public social services and KCCA's policy for delivery of social services, including education. However, the assessment found that the vast majority of schools that are accessed by residents of the vulnerable neighbourhoods are privately-run rather than managed by KCCA. These private facilities are not targeted for support, although they are at the front line to host children from impoverished urban communities.

Based on the assessment's findings, the following response gaps stand out:

- **Increasing the number of public schools (KCCA run) and/or their capacity.**
- Consider **providing support to non-public schools that provide education to children from vulnerable communities.**

Children who live with refugee households are less likely to be enrolled in school than nationals. Women-headed households also face greater difficulties in sending their children to school than their male counterparts. The primary reason for school non-enrolment is the lack of income, that is an obstacle for families who cannot afford to pay for school fees. In the meantime, refugee households whose children attend school with nationals reported that this a very positive means of social integration that benefits the whole family.

Based on the assessment's findings, the following response gaps stand out:

- **Support families in paying for school fees, via a scheme of mentorship or subsidies.**
- Sensitize **community leaders and education service providers about refugees' rights to benefit from the same education as nationals**, to mitigate against the risk of education provider to charge refugees a higher price for school fees and for community leaders to be able to sensitize refugee families.
- Put in place a **community information instrument** to inform residents about what education services are available to them.

## WASH

The major gap regarding access to wash services is the lack of decent and accessible toilet facilities, the majority of slum residents reporting having no private access to toilets. Some community leaders mentioned that the community would be willing to give out private land to build more toilet facilities if they receive support. Regarding access to water, although the quantity of the water was reported as sufficient in most cases, households would benefit from more prepaid water taps, that provide safe and affordable water through a scheme designed especially for the urban poor.

Based on the assessment's findings, the following response gaps stand out:

- **Support families in paying for school fees, via a scheme of mentorship or subsidies.**
- **Install more pre-paid water taps.**

## HEALTH

Residents of the target vulnerable urban neighbourhoods often reported dissatisfaction with the quality of health care delivered in public health centres. This is a major trigger for them to prefer seeking health care in private facilities. Regarding access to health-related information, the Village Health Teams (VHT) seems to be an efficient means of disseminating information on health-related issues at the community level. Due to language barriers and looser social integration, however, refugees do not have equal access to this information.

Based on the assessment's findings, the following response gaps stand out:

- Strengthen the **VHT system to inform residents (including refugees) about what health services are available** to them.
- Support **public health centres' capacity for service delivery** (health treatment stocks, qualified staff, etc...).

## KCCA'S POLICY AND RESPONSE STRATEGY

### KCCA'S STRATEGIC PLAN 2014-2015/2018-2019

KCCA's vision is to promote Kampala as a 'Vibrant, Attractive and Sustainable City. A city that is able to guarantee livelihood and prosperity to its residents and all stakeholders while being mindful of the future needs of its citizens.'<sup>7</sup>

The Kampala Capital City Authority (KCCA) introduced its Strategic Plan in 2013 to guide public interventions contributing to address the major infrastructure gaps, priority social and economic investments that are necessary to support Kampala's inclusive growth and physical developments. This plan is aligned with both the National Vision 2040 and the Greater Kampala Metropolitan Area (GKMA) Development Framework 2040 that was approved in April 2013. This plan acknowledges that the city's capabilities to deliver, rationalize and maintain key public services have not kept pace with the demographic growth. It highlights the key existing gaps in terms of inclusive physical planning, infrastructure development, economic growth and environmental management, and emphasizes the need for enhancing support from all local and external stakeholders, including international aid agencies, to address these challenges.

**There is an acknowledgement from KCCA that the city's slum areas cumulate many of the challenges Kampala is facing. Both from the perspective of physical planning and socio-economic development, systemic issues are epitomized by these vulnerable urban pockets of poverty.** Although the strategic plan reports that 'The majority of these informal settlements do not comply with the minimum humanitarian standards set for access to water, shelter and sanitation'<sup>8</sup>, there is limited evidence on the extent of the needs and opportunities to address them. Slum areas remain and understudies topic, which contribute to the lack of socio economic investments in these areas.

Although the increasing rural-urban migration stands out to be a major trigger for urban growth, further impacting the lack of public services to meet the needs of a growing urban population in Kampala, the plan does not account for urban refugees as a vulnerable population group further fuelling pressure on basic services in Kampala's underserved areas. In the absence of reliable evidence about urban refugees and migrants at the time this plan was developed, the inclusion of this vulnerable group of urban residents could not be incorporated in the city's priority areas for intervention.

### KCCA'S STRATEGIC RESPONSE TO DISPLACEMENT, MIGRATION AND RESETTLEMENT

Better informed by the findings of AGORA's Area Based Multi sector needs assessment and overall technical support, KCCA is progressively developing a strategic vision to better foster the integration of urban refugees, urban migrants along with poor urban dwellers' specific needs in the city's priority interventions. AGORA, in support to KCCA's planning efforts, has provided the local government with more detailed information about current and future contributions to the urban refugees and urban poverty alleviation interventions lead by external partners, which whom KCCA previously had very limited interactions. This 4W exercise, combined with an analysis of unmet needs as per findings from the area based assessment, provided the foundations for the forthcoming KCCA-led programmatic plan.

<sup>7</sup> Jenifer S. Musisi, p. iv, KCCA strategic plan 2014-15 2018-19, 2013

<sup>8</sup> P.23, KCCA strategic plan 2014-15 2018-19, 2013

The activities planned under this strategic response answer the following objectives:

1. **To improve the coordination of all agents supporting urban migrants, through improved Communication, Planning and reporting.**
2. **To support the generation, aggregation, utilization and sharing of data on migrants and refugees in the city**
3. **To strengthen the capacity of KCCA and other partner urban jurisdictions to provide services to migrants and refugees in an integrated and sustainable way**
4. **To support migrants and host communities to sustainably transition from reliance on relief efforts to self-sustenance**
5. **To foster harmonious co-existence of migrant and host communities**
6. **To establish, document and share good practices in responding to migrants in an urban setting**

This strategic response - which will be finalized and published in the forthcoming months by KCCA – aligns programmatic priorities with a range of national and local strategic frameworks:

- From KCCA's strategic plan:
  - o Support an inclusive economic environment and the creation of economic opportunities in low-developed urban areas
  - o Enhance KCCA's understanding of local supply chains of basic services from a physical planning and knowledge management perspective, and increase capacity for efficient and user-oriented supply of basic services
  - o Improve living conditions in the slum areas
- From the ReHOPE Strategy and the Comprehensive Refugee Response Framework (CRRF)
  - o The ReHOPE national strategy emphasizes the need for providing durable solutions that address the challenges faced by host communities and refugee populations. Based on joint programming and effective partnerships between aid actors and the national government, it fosters the improvement of social services and promotes access to existing public services for refugees. This approach provides a framework for delivering sustainable solutions to ensure refugees become self-reliant and well integrated in the city's socio-economic ecosystem.
  - o The CRRF is an approach implemented by UNHCR and OPM throughout Uganda. It address the needs of refugees from a multi sector and multi stakeholder perspective. It provides support to the Government of Uganda and its entities to enact refugee protection policies and support resilience-building for both refugees and host communities. As such, the CRFF puts the host country's governance capacity to lead the refugee response at the core of the process.

Importantly, it also strives to fill the response gaps identified through AGORA's area based multi sector needs assessment. Both the priority areas of intervention planned and the proposed work methodology to address them are derived from key recommendations from the assessment:

On the methodology:

- o Continuation and strengthening of the Kampala Migration Forum as the primary coordination instrument for the urban refugee response. It addresses the need for enhanced collaboration between stakeholders and lack of a culture of knowledge sharing among partners.
- o Foster partnerships between local and international stakeholders for service delivery. This methodology promotes efficiency, avoids duplication of efforts and non-sustainable ad hoc initiatives.

- Programmatic planning based on an area-based approach rather than on a sector-based or target population-based approach.

On priority needs:

- Economic growth / livelihood, including language learning
  - Invest in vocational training initiatives for the urban poor, including opportunities for language learning for refugees
  - Provide capital for vulnerable urban dwellers to invest in income-generating activities
- Strengthen service delivery and inclusive access to basic services in education/health and sanitation:
  - Raise service providers' awareness about the right of access to services for refugees
  - Invest in information channels to inform refugees and the larger host communities about existing services available to them
- Protection:
  - Enhance the public institution's agents (civil servants in charge of service delivery planning or at the front line of the refugee response, including local police, Community Development Officers, Ward administrators, KCCA technical staff) awareness of crosscutting issues affecting the lives of the urban poor and refugees, including protection, social cohesion
  - Support community-based initiatives aiming at protecting women and children
- Housing:
  - Acknowledge and address the issue of inequality of access to decent housing affecting refugees