

**Process and Partnership for Pro-Poor Policy Change  
What influences pro-poor policy changes?  
ODI / ILRI / CIP-Urban Harvest**

**Case Study:  
Development of New City Ordinances on Urban Agriculture,  
Kampala  
Timeline and Analysis**

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## Development of New City Ordinances on Urban Agriculture, Kampala

### I. TIMELINE

**1962 Ugandan independence.** Prevailing laws affecting urban farming, such as public health and local government acts and bylaws were not changed from colonial times. Although parts of Kampala were sparsely populated, these bylaws technically did not permit agriculture as a land use (Maxwell 1994). In contradiction to this, the systems of landholding, formal as well as informal, are mostly based on peasant agriculture (*Mailo, kibanja*).

**1971 – 1979** Under dictatorial **rule of Idi Amin** accompanied by economic mismanagement and collapse, Kampala and other urban dwellers increasingly rely on **subsistence food production**. Crops grown are mostly staples, cassava, sweet potato, beans, maize, *matoke* and cocoyams. Livestock is diverse with poultry predominating (Maxwell 1994).

**1980s Civil war in Uganda brings continuing reliance on urban subsistence food.** International Development Research Centre (IDRC) supports **research on UA in Kampala by Daniel Maxwell, with Gertrude Atukunda**, a social scientist, as member of research team. IDRC supports parallel research in Kenya (with Diana Lee-Smith participating through Mazingira Institute) and Tanzania.

**1988 The idea of starting Environmental Alert** as a local NGO first came up as the country emerged from Civil War. Fighting food insecurity, poverty and promoting sustainable development were its goals.

**1990 Environmental Alert starts its activities** as donors begin to show interest in supporting a small local organization, but they begin in rural areas. John Kakitahi (a medical doctor and researcher at Kampala's Mulago hospital) and Imelda Zimbe (a Ugandan nutritionist) present a paper on "Nutrition of infants and young children in urban communities in Kampala, Uganda" at a meeting in Netherlands on urban nutrition of pre-schoolers. It is clear that urban youngsters are better nourished than their rural counterparts, though the connection to urban food production is not yet strongly made.

**1992 Uganda's new constitution establishes a system of decentralised government with Kampala as a District.** Agriculture becomes an area of responsibility for KCC, similar to other districts, but without systematic engagement or resource allocations in the city. Local Councils are provided for at parish, zone, division and district level, including public participation in the development of legislation, although there are no precedents for doing this or specific procedures developed.

**199? Margaret Azuba joins the Kampala City / District Council (KCC) as officer in charge of Agriculture.** She finds it is considered more or less a joke and that there cannot be any work to do as Kampala is urban and not an agricultural area. Therefore she has no extension staff, resources or budget.

**1993 In Ottawa, Canada, IDRC establishes a multi-disciplinary team** charged with supporting research on UA as one of four thrusts of its new Urban Environment Management Program. It is just after the 1992 Rio Earth Summit, and sustainable development, including urban development, is of interest.

**1994 Maxwell's research on Kampala is published in IDRC book "Cities Feeding People"**, edited by Luc Mougeot of IDRC, along with research by Lee-Smith in Kenya, Sawio in Dar-es-Salaam and Egziabher in Addis Ababa. Maxwell, citing Kakitahi and Zimbe's article as well as his own team's data and that of other local and international sources, demonstrates that better nutrition is associated with urban farming, and shows how women play a vital role in household food security through UA. His influential chapter concludes "Urban farming could be granted short term legitimacy in its current form, while issues of land-use planning, rezoning and compensation, and a review of municipal bylaws could be undertaken at a specified time in the future. The evidence on the nutritional and food security status of households that have had some access to land in the city for farming should strengthen the case to be made for such a policy option" (Maxwell p 65).

**1994. Kampala Urban Study and Structure Plan proposes protection and enhancement of UA** and forestry activities in the city, with environmental protection accommodating agriculture on a permanent basis. The plan shows communities consolidated with an extensive system of continuous green space, providing ecological protection of shorelines and wetlands.

**1995**, following a review of some 70 IDRC projects funded from 1976 to 1995, IDRC establishes "**Cities Feeding People**" program initiative on UA led by Mougeot, the first agency to create such a program. Apart from the fact that IDRC has been charged by Canadian government with moving forward the science on sustainability, including its measurement, following the Rio Earth Summit, the freshness and clear findings on UA mean that IDRC has a leading edge in a new and appropriate field of knowledge.

**1996, Byaruhanga completes an MA in Geography on UA in Jinja town** at Makerere University.

**1996. United Nations Development Programme (UNDP) publishes a seminal volume on "Urban Agriculture"** on the occasion of the UN Habitat II Conference in Istanbul. It provides an overview of food production in urban areas world-wide, based on data from many sources, including Maxwell's on Uganda, and showing its importance as a major phenomenon in food supply and security. The conference and its output, the Habitat Agenda, cover UA issues in terms of needed action by central and local governments and other actors.

**1996, Nakijoba completes an MA in Environment on women farming in Kampala wetlands** at Makerere University.

**1997, Musimenta completes an MA in Education on UA and women's economic empowerment in Kampala** at Makerere.

**1997, National Environment Management Authority (NEMA) commissions a District State of Environment Report on Kampala that incorporates UA.**

**1997, Tumutegyereze completes a MSc in Agriculture on peri-urban dairy systems in Kampala** at Makerere University.

**1998, Mwebesa completes a MSc in Forestry on peri-urban forest production in three urban areas and a control** at Makerere University.

**1998. Gertrude Atukunda presents the Ugandan paper at a Workshop on “Urban Food Production: a Survival Strategy of Urban Households”** organized in Nairobi by RELMA and Mazingira Institute. Atukunda is based at Makerere Institute of Social Research (MISR).

**1998 IDRC establishes Agropolis Awards Programme** for graduate research on UA. Diana Lee-Smith joins the international awards committee.

**1998. Maria Kaweesa joins Environmental Alert as a Programme Officer in charge of its first urban food security programme, in Makindye Division, Kampala.** They use Kakitahi and Zimbe’s data and advice on farming and feeding practices to help them plan interventions, and collaborate with KCC Agriculture Office. Margaret Azuba appreciates this opportunity to build KCC capacity. Both Margaret and Maria see that institutionalising local government and NGO collaboration will initiate urban agricultural extension services and begin a process aimed at making them more effective in the longer term. They start with mass sensitization in collaboration with local leaders, leading to formation of groups in each zone. EA provides skills training on health, nutrition, sustainable agriculture and credit. EA finds communities quicker and better organized than rural groups in adopting improved agricultural technologies and making money from the sale of produce. EA works with several Makerere University departments including soil science and forestry, and the National Agricultural Research Organization (NARO), helping with public awareness and extension through radio and other means.

**1999, Turyashemererwa completes a Bachelors in Sociology on peri-urban household food security** in Mpigi at Makerere University.

**1999, World Conservation Union (IUCN) and the National Wetlands Programme take UA into account** when analyzing and reporting on the major Kampala wetland where low-income groups farm (Nakivubo).

**1999 Grace Nabulo, a PhD candidate in Botany at Makerere University receives an Agropolis research award to study heavy metal contamination of urban agriculture in Kampala.** Aware that Kampala City Council (KCC) regards UA as an illegal activity based on existing by-laws, despite its widespread nature, she discusses this with Agriculture Officer Margaret Azuba and with KCC Public Health Department, whose officers are concerned about the associated health risks to the consuming public. These particular KCC officers realize the need for clear guidelines and research evidence regarding chemical contamination of food, so that KCC can formulate policy. They request that preliminary research findings be presented at their annual workshop. The Urban Agriculture Office of KCC plays an active role in site selection and mobilization of farmers through local representatives and extension

staff, thus collaborating actively in the research, which is also a requirement of the IDRC-Agropolis Award.

**1999 The CGIAR establishes the Strategic Initiative on Urban and Peri-Urban Agriculture (SIUPA, renamed Urban Harvest in 2003)** at the International Potato Centre (CIP) with Gordon Prain as global coordinator. His previous work is on urban kitchen gardening in Asia and he is based in Lima, Peru. He meets **Dr John Aluma, DDG-Research of NARO, Uganda**, during the latter's visit to CIP-Lima, and interests him in UA. He tells him of Maxwell's work. Aluma observes there is no mention of UA in national agriculture policy or research priorities.

**1999 Mazingira Institute, Nairobi, publishes a volume on "Women Managing Resources: African Research on Gender, Urbanization and Environment"**, edited by Diana Lee-Smith. This includes several SIDA-SAREC-supported studies that include UA along with other urban natural resource management strategies of women. The two chapters on Kampala do not however include reference to UA. Meanwhile Lee-Smith has joined UN-Habitat in charge of their gender mainstreaming programme. She continues sitting on the Agropolis Awards Committee however, and promoting interest in UA inside the UN.

**2000? John Musisi Muwanga is assigned to Kampala District Council** as Ministry of Agriculture responsible officer, although he is mostly dealing with national crop programmes including cocoa, because of the lack of real interest at the Ministry in UA. He however holds many formal and informal discussions with Margaret Azuba because of their overlapping responsibilities for Kampala.

**2000? Living Earth and Plan International develop further NGO programmes on UA in Kampala**, providing extension services to farmers. Although Margaret Azuba still has practically no staff or resources in the KCC Agriculture Office, she again builds its potential capacity through collaborating with these second and third NGOs, which therefore work in different areas from Environmental Alert.

**2000, SIUPA (Urban Harvest) holds a research planning workshop in Nairobi** in November, where proposals are developed for collaborative research in the region. Gertrude Atukunda and others from Kampala attend. Sonii David of CIAT, a sociologist, leads development of a follow-up proposal involving several stakeholder institutions and individuals, including Environmental Alert and Kampala City Council.

**2001 John Musisi Muwanga completes his Master's Thesis** on "Informal food markets, household food provisioning and consumption patterns among the urban poor: a case study of Nakawa Division, Kampala city". His work is supervised by Prof. Gunilla Andrae of University of Stockholm Sweden, Department of Geography, as part of a SIDA capacity building programme. She has developed an interest in urban food supply through her work in Ghana and in Kenya. In Kenya, through SIDA-SAREC, she supported Mazingira Institute in building a regional research network on Gender, Urbanization and Environment, and studied Mazingira's previous research on UA. She sees this as a part of the geographic and economic nexus that constitutes urban food supply. She supports several studies that look at different aspects of this. Musisi Muwanga's work contains several useful insights and practical

recommendations that will turn out to be useful also in his later work in research and policy.

At this stage, thanks largely to Margaret's efforts in collaborating with different departments of KCC as well as outside partners, **KCC begins a process of reviewing its urban agriculture ordinances**, to make them functional. John Musisi Muwanga's work also feeds into this process. Legal consultants are hired to draft new Ordinances.

**2001.** Makerere Department of Agricultural Extension, IITA-Foodnet, a farmers' network and NARO join discussions and work on developing a multi-stakeholder team **proposal to Urban Harvest**. The idea is to follow up the work of Daniel Maxwell in Kampala with a more detailed look at urban farming systems in the city, marketing of UA produce, GIS mapping and working with schools on UA. CIAT and IITA are particularly interested in the market research, CIAT and CIP in the farming and livelihood systems, NARO in the livestock and crop systems, Agricultural Extension Department in the schools component, the NGOs and KCC in all of these.

**2001 A SIDA-supported research study on "Land tenure and administrative issues in Kampala and their effects on urban development"** led by Nawangwe and Nuwagaba of Makerere University does not address the issue of urban farming except in a negative sense. Although agriculture is identified as the main land use (56 percent), its prevalence, and the prevalence of rural or peasant agriculture-based systems of land-holding, are seen as constraints to orderly urban development. Although women's access to land is seen as limited and subject to discrimination, women are identified as "the main culprits" through their farming of wetlands in the city. The report lacks a poverty dimension. However, a year later Nuwagaba does a more detailed report on UA for IDRC, looking at the environmental health implications. Although it is noted that disease vectors such as vermin and malaria are higher in urban farming areas, its association with poverty is also noted and he recommends that UA should be included in planning by NARO and the Ministry of Agriculture, and that there should be legislation on UA.

**2001 UN-Habitat publishes the "State of the World Cities 2001"** with a **chapter on food**, written by Lee-Smith, for the first time. It includes details of UA globally. Lee-Smith leaves UN at end of August. At this time, UA has only a tentative presence on the global R&D agenda. FAO has been pursuing issues of urban horticulture and livestock as a minor theme in several of its divisions. UNDP has not followed up its 1996 publication with any development support in countries, although the Urban Management Programme (UMP, jointly supported with UN-Habitat and World Bank) includes UA in its projects. Generally, the international community, both government representatives in international bodies and the secretariats and officials within them, are unconvinced that UA is important.

**2001 IDRC agrees to a proposal by SIUPA-Urban Harvest to support a position** of International Research Scientist to run its **Africa programme** in coordination with the Cities Feeding people research support in the region. The Regional Coordinator is to be based at CIP Nairobi office. Gordon Prain teams up with Dr Donald Cole of University of Toronto Medical School to request **CIDA support to research on Health and UA in Kampala**, to match Urban Harvest funds for the UA study being

proposed there. Both believe that the positive, mainly nutritional health benefits of urban crop and livestock production need to be balanced against its many and varied potential health risks of pathogenic and toxic contamination, which remain to be properly researched.

**2001 IDRC supports a regional workshop on “The Political Economy of UA”** organized by Municipal Development Programme (MDP) in Harare, the regional base of MDP. Since access to land is identified as the main issue, a proposal is developed and funded by IDRC for research on access to land for UA in three cities. Nuwagaba teams up with Atukunda to give a paper on the political economy of UA in Kampala at the workshop, and is identified as the team leader for the Kampala study.

**2002 January. DFID-UK Livestock Production Programme (LPP) commissions scoping studies of urban livestock** in five East African cities, including Kampala. The Kampala study is carried out by a consulting team. The head of LPP, Dr Wyn Richards, is interested in livestock health and disease and risk elements in urban areas, but also has a broad focus on poor urban farmers, their welfare and productivity.

**2002 February. Diana Lee-Smith is appointed Africa Regional Coordinator for Urban Harvest** and starts work with the Kampala team, who are developing the project “Strengthening Urban Agriculture in Kampala, Uganda” for final submission to Urban Harvest.

**2002 March-April. Lee-Smith, Prain and Cole meet in Toronto, Canada to outline the methodology for the Health project in Kampala** and also meet with other potential team members from several Canadian institutions. Prof Miriam Diamond of the Institute of Environmental Studies, University of Toronto agrees to collaborate on a risk analysis of chemical contamination of UA. Prof. Fiona Yeudall of Ryerson University agrees to collaborate on the nutrition analysis. Prof Richard Stren, head of the Centre for Urban and Community Studies, University of Toronto, indicates a broad interest in the findings of the study regarding urban governance.

**2002 April.** The Director General of CIP, Urban Harvest’s host organization, visits Uganda and Lee-Smith prepares the organization’s **policy brief to the Minister of Agriculture, Animal Industry and Fisheries (MAAIF)** under the guidance of the CIP Regional Director, including a two page policy brief on UA, highlighting the following proposed measures backed by CGIAR and others’ research:

1. Allocation of land for the use of urban food production
2. Development and extension of improved technologies to urban farmers.
3. Development of planning guidelines based on an assessment of health impacts and risks in urban farming
4. Support to urban and peri-urban food production systems, including marketing and processing, in the interests of increased food security and urban incomes.

The brief is well received by the Minister and Dr Aluma, DDG Research of NARO, becomes a strong advocate of UA, maintaining his support in the following years.

**2002 April. The First World Urban Forum is held in Nairobi Kenya.** This innovation of the UN is an open forum of government and civil society organizations which will alternate with the official, strictly government-led Governing Councils of

UN-Habitat. Lee-Smith presents a paper on “Urban and Peri-urban Agriculture: a strategic challenge” at a workshop on Food Security and Sustainable Development in Africa led by COASAD (a West Africa-based NGO coalition). Many Ministers of Agriculture and Local Government attend.

**2002 May.** Lee-Smith and Azuba attend **FAO meeting of Mayors and Ministers on “Feeding Cities in the Horn of Africa” in Addis Ababa**, which comes up with a useful declaration, which nevertheless avoids mentioning UA, mainly due to opposition to the idea by certain key figures, particularly the Mayor of Kampala. Azuba effectively lobbies behind the scenes nonetheless and Lee-Smith also lobbies up front and helps FAO in the drafting group.

**2002 (when?).** An awareness raising workshop on UA is held in Kampala, organized by Environmental Alert and KCC. It is funded by **RELMA**, the Swedish SIDA-supported body looking at regional land management.

**2002 May.** Lee-Smith attends start-up meeting of the **IDRC funded three-city project, including Kampala, on Land for UA** in Harare, building links with MDP, and discussing a possible future meeting of Ministers of Local Government on UA policy in Africa.

**2002 May.** Urban Harvest approves the grant to the project **“Strengthening Urban Agriculture in Kampala, Uganda”**, with a research team led by CIAT and the participation of CIP, IITA, KCC, NARO, two NGOs and Makerere University Department of Agriculture Extension. These institutions and people are to collaborate on implementing the three components, surveys of crop and livestock systems and livelihoods, a participatory market research study, and a study of UA technical interventions working with schools. They combine in designing the first step of the research, a Participatory Urban Appraisal (PUA) with farmers in four zones, to characterize the urban – peri-urban transect of Kampala.

**2002 May.** Urban Harvest, in partnership with UN-Habitat, FAO and IDRC, runs a Workshop on **“Urban Policy Implications of Enhancing Food Security in African Cities”**. Members of the Kampala and Yaounde Urban Harvest research teams attend and present papers. Azuba and Musisi Muwanga represent the Kampala team, on behalf of the Kampala local government. The conflicts over UA heighten as the idea is clearly opposed by many influential government participants as well as UN officials, although the debates engage these same persons.

**2002 June.** Gordon Prain and Donald Cole visit Kampala with Lee-Smith and start discussions with stakeholders on the **Health and UA project**, to define the scope and focus of the research. Twenty-seven interested persons and organizations attend, including Azuba, Musisi Muwanga, Atukunda, Aluma, and several nutritionists including Kakitahi and Zimbe. Lee-Smith invites Grace Nabulo to the workshop, through the Agropolis connection. Azuba invites two elected councillors of the KCC. The scope of the study is outlined by the group attending. **A Coordinating Committee to steer the research is established**, including Dr George Nasinyama of the Department of Veterinary Public Health at Makerere, who assumes the chair of the committee at its inaugural meeting. Dr Aluma of NARO agrees that Gertrude

Atukundu, now working at NARO, be assigned to the project and sit on the Committee representing NARO.

**2002 July. Second meeting of the Health and UA Coordinating Committee** is held in Kampala. The Canadian research team is represented by the nutritionist, Fiona Yeudall. It is decided that the Health project team will participate in the PUA looking at the urban – peri-urban transect and add health questions to other planned surveys. There will also be a linkage to the schools work, as there are opportunities to raise awareness on UA health issues and also investigate UA and health concerns in school surroundings. Grace Nabulo leads this activity as she implements her Agropolis-funded study.

**2002 August. Radio interviews by Wren Media** with Urban Harvest teams in Kampala, Nairobi and Yaounde are broadcast throughout Africa to increase awareness of UA issues.

Nasinyama offers space and internet facilities to the Urban Harvest Health and UA project at Makerere Department of Veterinary Public Health and Preventive Medicine and a **UA Resource Centre and meeting place is established** there.

**2002 September.** Lee-Smith attends meeting of **IDRC-funded project meeting on Land and UA held in Kampala** and is asked to chair the Scientific Advisory Committee. It was noted that there were some problems of coordination among the research team for the Kampala study and the project needed to be better grounded. Monitoring and supervision meetings were held with the CIAT-led and Health and UA projects. Grace Nabulo takes over as Chair of Health and UA Committee during Nasinyama's visit to Japan.

**2002 October. Health and UA project coordinator hired** in Kampala for one year. PUA starts field work. Soniia David attracts additional funds from INIBAP for a statistical survey of UA in Kampala.

**2003 January.** Lee-Smith visits Kampala projects for monitoring and supervision. PUA field work is complete but other surveys delayed. **Margaret Azuba is engaging KCC councillors Winnie Makumbi and Rebecca Mutebi** where possible in research field work visits, and they are increasingly interested in the economic and social development potential of UA and its importance to their constituents. Since Winnie Makumbi is in the KCC cabinet (government in Uganda is decentralised, and the Mayor selects a cabinet from among elected leaders) she is in a position to influence the Mayor, and thus to bring her in-depth knowledge, acquired from participating in the Health and UA research coordinating committee, to the attention of the Mayor.

**2003 February. Lee-Smith holds discussions with DFID-UK LPP** on follow-up to the livestock scoping studies and UA developments in the sub-region. Urban Harvest agrees to collaborate with LPP and Mazingira Institute in organizing a workshop at ILRI in March.

**2003 March. Kampala Urban Harvest team plays an active role in DFID-sponsored sub-regional workshop on Urban Livestock**, and develops a vision and strategic plan for implementing UA and Livestock research, policy and planning in

Kampala. Azuba, Musisi Muwanga and Nasinyama play lead roles in this activity, and team building is strengthened. Lee-Smith attends Rome meetings of FAO, IFAD and other donors to promote UA&L concerns. Soniia David leaves CIAT and her role in project coordination in Kampala is taken over by a consultant, Lucy Aliguma. Azuba and Musisi Muwanga note that the legal consultant drafting the revised ordinances for UA for Kampala has relied too much on existing models of legislation and want to find opportunities for systematically including what is now known about UA into a new set of Ordinances. This is not easy as there are no persons with legal expertise who know anything about the complexities of UA. They draw this to the attention of LPP coordinator Wyn Richards who promises to try and help.

**2003 April, Grace Nabulo is awarded a follow-up IDRC-Agropolis grant** for work on heavy metal including air pollution contamination of UA. A grant is also awarded for another Urban Harvest-related study for nutrition and health in Kampala, but not for livestock. Lee-Smith has to excuse herself from discussion of these awards, and subsequently leaves Agropolis committee.

**2003 May. Workshop to plan for the Regional Training Workshop on UA funded by IDRC through Urban Harvest.** Fiona Yeudall visits Kampala to assist with field work. Nutrition study starts. Livestock disease (zoonoses) study is funded by Urban Harvest and IDRC but is slow to get started.

**2003 June.** Call for City Teams to participate in the course is issued. Donald Cole and Gordon Prain join Lee-Smith on a supervisory visit to Kampala project. **IDRC holds a regional workshop in Nairobi on “Health Risks and Benefits of Urban and Peri-urban Agriculture and Livestock in Sub-Saharan Africa”.** In addition to Donald Cole, members of the Kampala Health and UA project team give papers, along with others from Kampala, including Dr Dan Twebase of KCC Health Department. This continues the team- and consensus-building on policy issues and direction. The role played by Margaret Azuba is crucial, in linking up Twebase with Cole, Prain and Lee-Smith in Kampala before the meeting and facilitating his participation in the Training Course planning. Kampala team also requests support from DFID-UK for Divisional and District Forums to review the city bylaws (Ordinances) so that the vision and plan developed in March can start to be implemented.

**2003 July. Luc Mougeot, Head of Cities Feeding People programme at IDRC Ottawa is taken ill** and is thereafter unable to travel to Africa due to partial loss of eyesight.

**2003 August.** Lee-Smith participates in **Harare meeting of Ministers of Local Government on policy for UA organized by MDP.** The resulting Harare Declaration on Urban and Peri-urban Agriculture in East and Southern Africa calls for immediate and prudent reform of policies, legislative and institutional arrangements in order to effectively integrate UPA into the urban economy, and for the promotion of a shared vision of UPA that takes into account the specific needs and conditions in the region. The governments present, Kenya, Malawi, Swaziland, Tanzania and Zimbabwe, commit themselves to developing policies and appropriate instruments that will create an enabling environment for integrating UPA into their urban economies.

Although Uganda is not represented (likely due to political tensions in the region around Zimbabwe's international status) things are anyway moving with great pace in Kampala during the same month, with **five Divisional Forums being held in Kampala** on ordinance reform as a result of the DFID-LPP grant. **There are several critical factors influencing public opinion during the Forums.**

- *One* is that they bring together a variety of actors from different levels of society (officials and elected representatives as well as less well-off farmers) to consider the subject of urban farming. Many realise its importance for the first time, particularly as they reflect on their own farming activities and the potential economic benefits to the city.
- *Second* is the juxtaposition of presentations about ongoing research and NGO activities in UA in the first part of the sessions. In particular, the findings of the participatory market research study with its directions for better incomes from UA, is influential.
- *Third* is the empowering process of being asked to take part in law-making, by commenting on proposed new laws. This process has been enshrined in the constitution for ten years, but it is the first time it is being implemented. In fact, some later efforts to slow down the process of implementing the new laws is due to many leaders asserting that UA is less important and that many other laws should have gone through a similar process.

**September 2003. District Forum on review of the draft ordinances is held in Kampala.** It pulls together what stakeholders have come up with at the Divisional meetings, and there are some quite clear directions indicated for changing the existing documents. While there is hot debate around the issue, and not everyone is convinced that UA is a viable and potentially legal activity, many are becoming convinced that this is now the way to move. For example, the Mayor has finally come around and is now an enthusiastic supporter of UA.

The Commissioner for Crop Production and Marketing from the Ministry of Agriculture, Animal Industry and Fisheries comes to the closing session and remarks that UA cannot be stopped as it provides so much productive employment. He stresses that the laws must be made to work in practice and he proposes that their introduction be a phased process, with KCC learning as it goes, and he asks if Urban Harvest will help. Lee-Smith agrees and promises to help with issuing guidelines to the new laws, and pointing out the close links to the research process, which gives important capacity to law-making as a learning process. **The Commissioner also points out that normally laws are formed in the context of policy** whereas here it is the other way round. He queries whether policy is being developed, whether the right institutions are leading this, and whether a new institution is needed.

**The Forum is a major and critical event in changing policy on UA.** Several factors are worth examining.

- *First*, is the role of stakeholder institutions coming together and coalescing around the Forum because of their interest and commitment to the legal reform of UA. Urban Harvest, Environmental Alert, Agriculture Department of KCC and NARO are all involved as institutions, with individuals from three Makerere University Departments, Botany, Veterinary Public Health and Agriculture Extension. They all make important interventions in the Forum and prepare it carefully, some staying up late into the night to make sure it goes well. They cooperate with each other. They make convincing public presentations.

- *Second*, the key individuals who represent those institutions make efforts to persuade and involve other key actors, convincing them of the importance of positive support to UA. The role of Margaret Azuba here is worthy of note. She identifies, debates with and invites both political and bureaucratic figures who attend and engage in the proceedings. The political leaders make the opening speeches, and the political and bureaucratic leaders of the appropriate sector in Council are there. Her persuasion of the City Advocate, who was very opposed to the process up to the last minute, is now legendary in Kampala. Azuba, Musisi Muwanga, Kaweesa, Nasinyama, Nabulo, Atukunda and others are starting to coalesce as a formidable team<sup>1</sup>.
- *Third* is the legal and constitutional context. The decentralization of local government and the endorsement of public participation in policy- and law-making empower this group of people who want to, and know how to, make it happen.

Immediately **after the Forum**, the group of interested organizations and individuals, led by John Musisi Muwanga and Margaret Azuba of the Council, with help from Maria Kaweesa of Environmental Alert, begin putting the output of the meeting into an edited and readable form, so that the wording of the draft Ordinances was in a form that could be reviewed by Council as a legislative body. This is done in consultation with Lee-Smith of Urban Harvest, who provides professional editorial advice by e-mail from Nairobi.

Key steps forward agreed in the Forum are:

1. The new Ordinances should continue to be reviewed and up-dated over time, as they are tested in operation.
2. Public health and disease control need to be understood by urban farmers and food handlers as they try to make a living and feed themselves and their families.
3. There is an important link between research and making new laws and Ordinances.
4. Temporary permits will help KCC obtain a database and understanding of UA and food handling and the conditions operators work in.
5. The new Ordinances will be backed up with public information and awareness, through guidelines in simple language and series of public meetings and other measures.
6. Not enough is known about UA and food handling and this process will assist KCC in managing the informal sector in a more effective way in the long term.
7. Older laws that focussed on restrictions of farmers' and traders' activities must be matched with newer environmental controls on emissions and activities that contaminate the UA environment.
8. KCC must have the capacity to implement any new Ordinances, including listing, monitoring and control measures

**Key issues that appeared to be not fully resolved are:**

1. The wording of the clauses relating to the issuance of temporary permits, and the relation of these to the issuance of "industrial" permits on full compliance with all provisions of the Ordinances.

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<sup>1</sup> A City official visiting from Nairobi cannot understand how a team of people from different institutions would meet together late at night.

2. The dropping of the Ordinance on Dogs from the exercise, which was pointed out by the Forum as not directly related to the matter of food production and handling in the City. There are also problems relating to the overlapping and contradiction between some clauses of the draft Ordinances on Law and Order and Dogs.
3. The idea of the “Preamble”, which states the intention of the law and its purpose and had been proposed in the consultative process.

**September – October 2003.** Organized by Environmental Alert in collaboration with KCC Agriculture Office, the sectoral committee of KCC most concerned with the content of the draft Ordinances (Social Improvement, Community Development and Antiquities – SICDA) holds **workshops for councillors and technical staff** that also makes inputs to the process. The outputs, which rely heavily on the secretariat services of the technical group comprising KCC, Makerere staff, Urban Harvest and others, are then presented to other committees of Council, who come back with further comments.

**November 2003.** Each draft Ordinance is forwarded, together with the committees’ comments, to full Council for deliberation, which considers each in turn over the next two months.

**December 2003.** UN-Habitat publishes two articles in “Habitat Debate” on UA but consultations reveal that the agency is opposed at top level to governments formulating UA policy, on economic development grounds.

**January 2004.** The full set of Ordinances is passed by KCC with the following amendments:

1. There are to be no preambles as this is not the usual legal format.
2. The term used when temporary permits will be replaced on full conformity with the Ordinances should be “commercial licences”.
3. The “Law and Order” Ordinance and the “Control of Dogs” Ordinance should be combined into an Ordinance named “Urban Livestock and Companion Animals”, and the provisions on dogs should be broadened to also refer to cats. This is to improve control of the spread of rabies which is endemic in Kampala.
4. The provisions on livestock should extend to cover all livestock, including pigs and poultry, whereas currently they often refer mainly to cattle.
5. All UA crop and livestock activities – and not only those used for income generation – are to be included in the listings and issuance of temporary permits.

The ideas of piloting the Ordinances and testing them in collaboration with researchers, and publishing simplified Guidelines, is endorsed by the Council.

**March 2004.** At the final workshop of the CIAT-led Urban Harvest project “Strengthening UA in Kampala”, progress on the Health and UA in Kampala project and the passing of the UA Ordinances by KCC are also discussed. Several important decisions and recommendations are made by all the stakeholders present:

1. The outputs of the “Strengthening UA in Kampala” project be should be combined with the others in a coherent follow-up research and development action plan. Such a plan is then developed by the workshop, and it focuses on

the production of education and policy guidelines based on research findings, as well as filling research gaps.

2. The current Health and UA Coordinating Committee be requested to broaden its mandate to cover UA and Livestock issues in general and become the institutional mechanism for moving this plan forward.

**March 2004. Health and UA Coordinating Committee meets and transforms itself into KUFSAALCC** – the Kampala Urban Food Security, Agriculture and Livestock Coordinating Committee. Its intention is to formally establish itself as an organization that can attract and manage funds. It is intended that it will become a partner organization of Urban Harvest, and its mandate is the vision, strategy and plan that was written by the team one year before at the DFID-sponsored sub-regional workshop on pro-poor urban livestock keeping. The members are to be the stakeholder institutions and individuals who have been working together on the research projects and Ordinance review.

March 2004. Urban Harvest runs **the Anglophone Africa Regional Training Workshop on UA** in Nairobi. Funded by IDRC as part of a series of four regional workshops, the three-week course brings together seven city teams comprising policy makers, researchers and implementers from across Africa to develop projects while learning from seven modules on aspects of UA. The modules, developed by regional and international experts brought together by Urban Harvest, subsequently becomes available as a web-based learning tool. The experience of the Kampala Ordinance review is included as a case study and videotape, and Azuba, Kaweesa and Denis Yigo of NARO participate as a city team. The module on Health and UA is an innovation. It is run by Donald Cole (University of Toronto, Canada) and Dan Twebase (Health Department, Kampala City Council) and is a product of their collaboration on the Kampala health and UA research. John Musisi Muwanga leads the policy section of the module on Urban Livestock Production and Marketing. Councillor Winnie Makumbi, the Kampala City Minister, gives a talk on the legislative and policy changes, and is interviewed during the course, with Margaret Azuba, for a CIP CD-ROM on project impacts.

**April 2004. KUFSAALCC team meeting with Urban Harvest in Kampala does technical editing of draft Ordinances for return to and approval of Council**, sets time-table for editing and distribution of Forum report, development and distribution in English and Luganda of Guidelines to the Ordinances, and field testing them in two pilot zones of Kampala, one urban and one peri-urban. This includes a plan for helping KCC with the listing of urban crop, livestock, fish, meat and dairy activities in order to test the approach. Proposals to DFID-LPP for this work are developed. John Musisi-Muwanga of MAAIF informs that the **Minister of Agriculture is interested a policy development process for UA in Uganda** and has asked him to help with this.

**May 2004. KUFSAALCC and Urban Harvest meet again in Kampala on follow-up and planning for implementing the new Ordinances.** Technical and legal issues are discussed and a meeting held with the Legal Adviser to the City of Kampala. It is apparent that there is no clear consensus among bureaucrats about the wisdom of allowing UA and livestock keeping, despite the Ordinances having been passed by KCC. What seems to be at issue is the “fear of legalizing the informal sector”. The issue of legal drafting, which includes reconciliation of the Ordinances with national

legislation, is raised. A follow-up proposal to DFID-LPP to fund this is planned. KUF SALCC and Urban Harvest decide to proceed with the planned timetable and prepare a further proposal to DFID-LPP for this aspect of the work.

**May 2004. Two articles on Gender and UA in Kampala are published in Urban Agriculture Magazine** Number 12, Netherlands. The articles by Nabulo, Nasinyama, Lee-Smith and Cole states that women farmers are more exposed to health risks than men. The article by Kiguli and Kiguli on gender and land states that women in Uganda provide 70 percent of the agricultural labour but only 7 percent of women own any land. In Kampala women who own land have very small plots and mainly access land through a male relative who may also control their food production.

**June 2004. The Forum report is published and distributed by Urban Harvest and KUF SALCC** (“Report of a participatory process on the Kampala City Draft Bills for Ordinances on Food Production and Distribution”). It contains the (draft) Guidelines to each of the five new Ordinances as Annexes. The draft guidelines incorporate the preamble material which cannot be included in the Ordinances themselves as this is considered improper by City Council. This material states the policy intention of the Ordinances, and thus of the Council. (Apparently, Council is not so much concerned about committing to a policy intention but rather about following correct legal form?).

**July 2004. Draft Guidelines approved for testing.** Urban Harvest (Mary Njenga) meets with KUF SALCC in Kampala. Margaret Azuba reports that the draft guidelines are reviewed by the Legal Advisor, City Advocate and the Head of Dept of Welfare and Community Antiquity at KCC and given a go-ahead for pre-testing. This will be carried out between 15th July and August in two Parishes, Nakawa and Mziga. The research team is developing a checklist on the information to be gathered. John Musisi Muwanga, having received a formal request from Ministry of Agriculture to initiate a policy process, prepares a concept note for the Ministry. **A committee will be formed to spearhead the UA National Policy process**, which will include stakeholders from NARO (Dr. John Aluma) Kampala City Council (Councillor Winnie Makumbi) and Makerere University (Dr. George Nasinyama) among others.

**July 2004. Urban Harvest and ILRI sponsor a National Policy Workshop on UA in Kenya**, organized by Kenya Agriculture Research Organization (KARI) in Nairobi. Aluma and Makumbi attend at the invitation of Urban Harvest, so that the Uganda policy process can learn from the Kenyan format.

**July 2004. Abdel Lubowa takes over as Urban Harvest and KUF SALCC Project Officer in Kampala.** Work starts on the field implementation and translation of the Guidelines. Discussions continue in Council on legal follow-up.

**August 2004. Lee-Smith holds meetings with various international stakeholders on UA activities**, while attending a workshop in Canada. She recommends Grace Nabulo as the Uganda presenter on UA at the 3<sup>rd</sup> World Urban Forum to be held in Canada in 2006 and encourages selection of Kampala’s bid for a UMP / McGill planning project on UA funded by IDRC. She also meets with Ryerson University International Centre for Food Security Studies.

**September 2004. Two papers on Gender and UA in Kampala, by Nabulo and Kiguli, are presented at an international workshop on Women Feeding Cities in Accra, Ghana,** organized by Urban Harvest and RUAFA (Resource Centre on Urban Agriculture and Food Security) and contribute to a plan for mainstreaming gender in this sector.

**October 2004. The Mayor announces Kampala will allocate land for the project combining UA and housing.** Kampala is selected for the “Ecocities” project and a delegation from McGill University and Urban Management Programme visits to hold discussions.

**December 2004. KUFSAALCC is registered as an independent non-profit organization (NGO) in Uganda.** Meanwhile field work is proceeding on the listing of UA and food enterprises and testing of the Guidelines, with feedback from the pilot communities. The difference between the goals and the capacity to implement health and veterinary controls is becoming apparent to Nasinyama. There are delays in the translation to Luganda because of the technical terms and complexity of the language. DFID-LPP grant is received and work begins on legal harmonization of Ordinances.

**January 2005. Dr John Aluma dies unexpectedly.**

**February 2005. Prof. Nancy Karanja begins supervision of Kampala work** in process of taking over from Lee-Smith as Urban Harvest Regional Coordinator.

**April 2005. Urban Harvest and KUFSAALCC finalize publication of Ordinance Guidelines** as five leaflets in English. IDRC reviews its programme and subsumes “Cities Feeding People” programme under the umbrella “Urban Poverty and Environment” of which UA becomes one of several concerns.

**May 2005. Urban Harvest presents Kampala legislative review on UA to Nakuru Municipal Council (NMC)** in Kenya as a case study. NMC sets up a committee to review its bylaws on UA.

**June 2005. Mayor of Kampala announces new Ordinances at a press conference.** Printed Guidelines are distributed.

**July 2005. Lee-Smith retires as Urban Harvest Regional Coordinator** and is replaced by Prof. Karanja.

**September 2005. Grace Nabulo presents the Kampala study on UA** and heavy metal contamination at the Montreal workshop preparing for the 3<sup>rd</sup> World Urban Forum (WUF3)

**October 2005. KUFSAALCC nominated by CIP for CGIAR award** on scientific partnership.

## II. ANALYSIS

### *Factors influencing policy decisions and change affecting UA in Kampala.*

#### A. GLOBAL / INTERNATIONAL ENVIRONMENT

Rio Earth Summit 1992 and UN Habitat Agenda in 1996 begin to bring UA to the **global / international policy agenda**. FAO, UN-Habitat and Urban Harvest workshops in 2000+ continue this. World Urban Forum – WUF1 2002 Nairobi, WUF2 2004 Barcelona and WUF3 Vancouver 2006 also include UA events.

UNDP publication on UA in 1996 and FAO publications and project support in agriculture and horticulture in developing countries bring UA into the **international development agenda / activities**.

IDRC “Cities Feeding People” programme initiative 1995 – 2005 brings **funds to the study of UA**, including promoting the research to policy linkage. This includes the Agropolis awards to post-graduate students (who have to work with non-research institutions), major research grants especially in East Africa including Kampala in 1990s, and support to African regional training courses.

CGIAR system-wide initiative on UA research in 1999 brings UA into the **international scientific research arena**, catalysing thinking in agencies including CIP, ILRI, CIAT, IITA, ICRAF and others – IWMI already has UA activities – as well as supporting research, specifically in Kampala. Universities collaborating on research on UA internationally include three Canadian Universities (Toronto, Ryerson, McGill). This stimulates CIDA interest but not programmatically.

**Other international donors supporting work related to UA** include GTZ (1990s only), Urban Management Programme (UMP – supported by UN-Habitat, UNDP and World Bank), Netherlands supporting RUAFA (Information dissemination), UN-Habitat / UNEP Sustainable Cities Programme (1996 – 2000 only). SIDA-SAREC supports research on UA but not as a programme area of interest. DFID-UK Livestock Production Programme supports R&D activities in East Africa 2003 – 05 only.

**Conclusion:** international donor research and policy support is weak and sporadic. IDRC support (Canada) has been both central and crucial, providing credibility and research funding to UA. However, although very significant in the decade 1995 – 2005, support may not be sustained beyond this. The UN position is ambivalent and at times hostile to the development of UA policy. CGIAR interest may also not be sustained as programme support for UA research dwindles.

#### B. REGIONAL AND OTHER NATIONAL POLICY DECISIONS AND CHANGE AFFECTING UA IN KAMPALA.

**Feeding Cities in the Horn of Africa Declaration**, Addis Ababa 2002.

**COASAD workshop on urban food security** in the region in 2002.

**FAO / UN-Habitat / Urban Harvest workshop on policy implications** of urban food security in 2002.

**Municipal Development Programme promotes UA** through its UA programme, policy advice and training courses for municipalities in the region (1990s – present).

**Harare Declaration** on Urban and Peri-Urban Agriculture in East and Southern Africa 2003, where **five governments commit themselves to developing UA policy**. This was a direct result of MDP initiatives and support.

**Kenya Government commits to a national policy process** through the National Policy Workshop on UA run by KARI in 2004.

**Urban Harvest actively collaborates** with MDP and other partners in linking its R&D activities to policy processes.

**The Anglophone Africa Regional Training Course on UA** in 2004 systematically treats policy processes throughout each learning module. (Urban Harvest supported by IDRC with partner collaboration – each city team has to include a policy-maker).

**IWMI links its UA R&D activities to policy makers and processes in West Africa**, and East Africans collaborate in this (2004 meeting in Accra).

**Conclusion:** Because of the economic situations of countries of the region, combined with programmatic support and encouragement from international agencies, UA has emerged on the policy agenda and specific national initiatives are being taken, including in Uganda. However, urban poverty and malnutrition are not yet high on donor or national agendas. Specifically, they are not included in the PRSPs. This means that urban poverty and UA will not have regional and national resources directed towards them in the medium term through national economic planning.

### **C. NATIONAL ECONOMIC AND OTHER ENVIRONMENTAL FACTORS**

Uganda's economic collapse and following civil war during the 1970s and 1980s meant UA was a significant factor in urban life and the urban economy. That it was not the only factor is apparent from parallel figures on UA in surrounding countries, although none of these countries had strong economies or urban employment. Uganda's new constitution of 1992 is a major factor making possible the process of Ordinance review and change, through decentralized, participatory governance. However, neither the Plan for the Modernization of Agriculture, nor the Uganda PRSP provides any support or direction to UA policy.

### **D. KEY ORGANIZATIONS AFFECTING CHANGE**

1. Kampala City Council
2. Environmental Alert
3. Urban Harvest
4. Department of Veterinary Public Health and Preventive Medicine, Makerere University
5. National Agriculture Research Organization (NARO)
6. Ministry of Agriculture, Animal Industries and Fisheries (MAAIF)
7. DFID-UK Livestock Production Programme (LPP)
8. KUFSAALCC (emerged **from** process as an institution)

### **E. KEY INDIVIDUALS AFFECTING CHANGE**

1. Margaret Azuba, Agriculture Officer, KCC, through consistent advocacy and careful facilitation both in KCC and through deliberate contacts to key individuals in numerous other organizations, including international organizations such as Urban Harvest.
2. Maria Kaweesa, through the UA programme activities of Environmental Alert and personal commitment and advocacy.
3. John Musisi Muwanga, MAAIF Officer in KCC, through his official duties as well as personal interest and professional commitment.
4. George Nasinyama, by offering to lead the Health and UA research committee, hosting Urban Harvest and then KUFSAALCC in his Makerere Department, and taking over responsibility for coordination of all UA and Urban Harvest research projects in Kampala.
5. Dr John Aluma through personal enthusiasm for this aspect of policy and advocacy with successive Ministers of Agriculture through his position in NARO.
6. Diana Lee-Smith by listening to and responding to all these people and building it into Urban Harvest's programme and helping to raise funds.
7. Wyn Richards and Sarah Godfrey of DFID-UK LPP by listening and being responsive to local needs.
8. Councillor Winnie Makumbi, through getting engaged with research and following through with her constituents, having realised the importance of UA to them.
9. Mayor of Kampala, through changing his mind about UA on being presented with the evidence.

### **F. KEY POLICY CHANGES**

1. Informal sector food production and marketing activities will be listed, given temporary permits, and come under the purview of urban local government.
2. UA will be considered part of potentially lawful urban land-use, and subject to local government oversight.
3. District Ordinances may be subject to review over time in the light of research findings and public participation.
4. UA is part of the responsibility of the District Council, which may allocate land, provide support services and regulate the activity within a legal framework.
5. Gender considerations, including potential disadvantage to poor women, are considered in public policy affecting informal sector trade.
6. Domestic cats as well as dogs are to be regulated and licensed by the District Council.

### **G. CURRENT SITUATION AND IMPLICATIONS FOR LASTING CHANGE**

1. A national committee has been struck to develop a Uganda policy on UA.
2. Five Ordinances governing UA, Livestock and Companion Animals, Fish, Meat and Milk in Kampala, have been passed by all relevant authorities and remain to be gazetted.

3. KCC is assisted by an independent research and development organization, KUF SALCC, constituting a stakeholder platform, to study the feasible implementation of the Ordinances.
4. There are practical difficulties and resource implications for making the Ordinances operational. Long-term effectiveness depends on:
  - a. Sustained commitment by key organizations and individuals who want the changes to succeed.
  - b. Availability of resources to implement the changes
  - c. Continued public awareness and support for the changes
5. Although there is no doubting the commitment of key individuals in Kampala and elsewhere to the changes, the death of Dr John Aluma may adversely affect the national UA policy environment through the loss of its “champion”.
6. The level of competent R&D back-up to KCC, from KUF SALCC, Urban Harvest or elsewhere, seems essential if the changes are to succeed. The loss of donor support to such back-up could mean the changes may fail.

#### **H. LIKELY POVERTY IMPACT FOR CHANGES AS THEY STAND**

Poverty alleviation was clearly only one consideration among the stakeholders who formulated the changes to UA policy direction through the Ordinances. The following are the main considerations identifiable:

1. Protection of public health
2. Development of urban agriculture enterprises to promote economic development
3. Increased capacity of the District Council to regulate urban economic activity
4. Increased capacity of the District Council to protect and manage the urban environment, especially Lake Victoria wetlands
5. Poverty alleviation
6. Urban food security including household food security
7. Maternal and child nutrition
8. Gender equality
9. Better urban security

The timeline contains evidence of continued hesitation among decision-makers responsible for the implementation of public policy to enact measures that may provide legal status to informal sector activities or low income people.

The level of understanding of the changes, especially those regarding temporary permits and commercial licences, among lower level operatives of the Council and the public, may mean continued corruption and patronage systems in the implementation of the Ordinances.

Thus, although the provisions of the Ordinances are truly groundbreaking in the way they provide for the staged formalization of informal UA and food handling activities, they may not be successfully implemented due to these factors. The Ordinances as formulated provide new opportunities to the urban poor to feed themselves and develop commercial enterprises within a supportive legal framework. It must be noted however that they already do this without a legal framework. The real question is whether the legal framework will facilitate or increase restrictions on the UA and food handling activities of the urban poor in Kampala. This can only be determined by evaluation of the implementation of the Ordinances over time.