

## Case Study Brief No 2: New City Ordinances on urban agriculture in Kampala

This brief outlines a case study conducted by the International Livestock Research Institute's (ILRI's) and Overseas Development Institute's (ODI's) 'Process and Partnership for Pro-poor Policy Change' project, which seeks to identify and institutionalise innovative research and development approaches that lead to pro-poor policy outcomes. A new approach to policy process analysis was used, outlined in the accompanying brief: '*An Approach to Understanding the Role of Research in Policy Processes*'.

### Background – Urban agriculture in Kampala

Urban agriculture has always been part of Kampala's economy, playing a key food security role in the turbulent last few decades. Today almost half of Kampala's land is used for agriculture, involving some 30% of households. Growing crops and keeping livestock are an important source of food and income for the poor, especially women, for employment, using otherwise unproductive land, and recycling of waste amongst other benefits. However, in Kampala as elsewhere, there have long been concerns about public health risks, nuisance, traffic and crime risks. Planners have not considered agriculture to be consistent with an urban environment.



### The policy change

Against the background described above, the policy environment affecting urban agriculture in Kampala had for many years been very unsupportive. In general, the practice was simply not recognised in policy. Laws dating from colonial times were interpreted as prohibiting the practice, even though there was little or no mention of agriculture. Overall there was a state of confusion; agriculture was seen as a marginal activity, and crops were repeatedly slashed and livestock confiscated.

In May 2005, the Mayor of Kampala gave his final assent to a set of five ordinances, acknowledging the legal right of residents to grow food and raise livestock within the city limits for individual or commercial purposes. This change is a significant achievement, as urban agriculture is at best only tacitly accepted across sub-Saharan Africa and is often banned. This case study analyses the process that led to new laws on urban agriculture in Kampala and the associated changes in attitude and behaviour of key actors.

### Case study findings

#### Key events and influences:



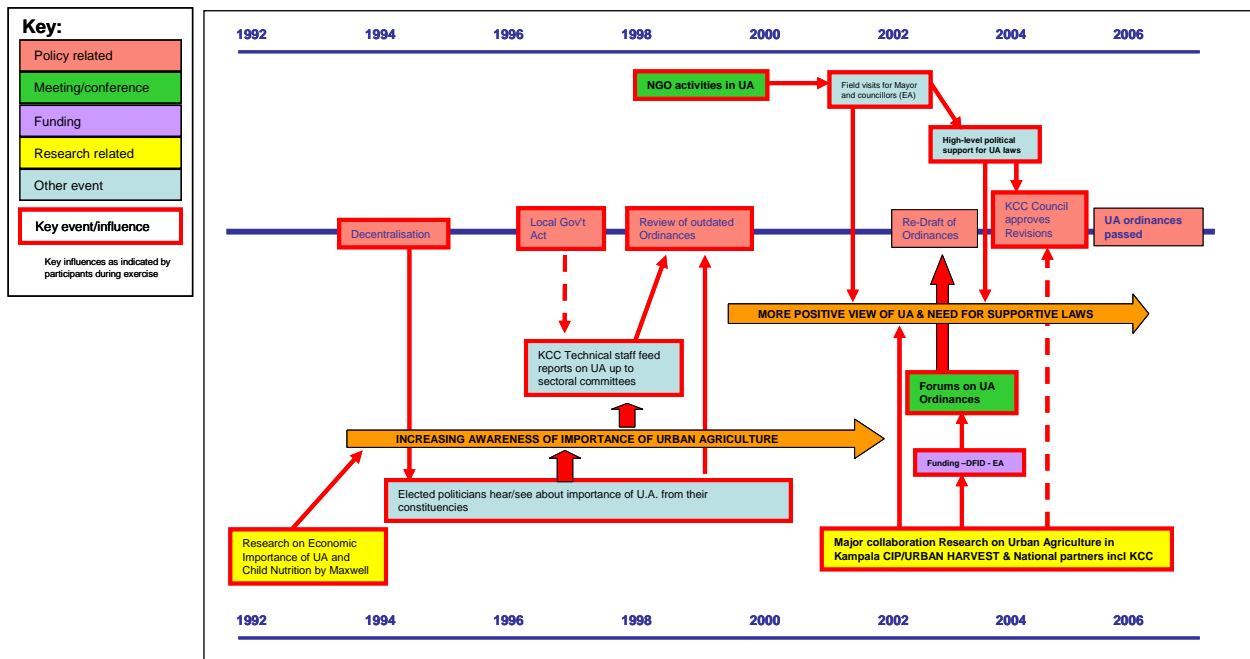
Urban farmers themselves have been key actors in the policy change process, in continuing to farm despite the negative environment. But despite the importance of urban agriculture, detailed information about its practice and role was lacking before seminal PhD research carried out by Daniel Maxwell in the early 1990s. Throughout the 1990s, agricultural extension officers continued to support activities of urban farmers despite the negative attitudes towards them, and general lack of support from the city council. In doing this, they started linking with NGOs working in the city, supporting urban agriculture as part of their food security activities.

Decentralisation in 1993 effectively brought the elected politicians closer to their voters, including the large numbers of urban farmers, whose needs they became more aware of. And in 1997, the Local Government Act gave local authorities, including Kampala City Council (KCC) law-making powers, making them responsible for formulating and implementing legislation in line with overarching national

legislation. A review of outdated Ordinances in 1999 led to draft new ordinances which included some on urban agriculture.

International research into urban agriculture had been progressing steadily in the 1990s. These international initiatives linked increasingly with actors in Kampala leading to a more formal coalition of local government, NGO, national and international research actors into KUFSAALCC (Kampala Food Security Agriculture and Livestock Coordination Committee) which continued the research and development activities that had developed informally during the 1990s. This culminated in a widespread community consultation process, linking the community input to research evidence on role of agriculture and risk management, leading to a redrafting of the draft ordinances. Further financial and technical support – channelled through KUFSAALCC – facilitated the formal process of harmonising and passing these Ordinances.

**Figure 1: Representation of Kampala UA Ordinance policy process 1990-2006**



## Key lessons

- Decentralisation and devolved decision-making can provide an effective context for stakeholders to take advantage of and use evidence to influence policy changes.
- Individual ‘champions’ in key positions within organisations, and in political positions can play key roles. These can be identified and strategies developed to maximise their role.
- Collaboration between actors – government, NGOs, national and international researchers – can make effective coalitions for change, especially when trust builds over several years.
- Participation and consultation links evidence to real stakeholders and can be very powerful.
- Research which asks the right policy questions from the outset can be very influential, although it may take some time for the political context to support change.
- Evidence feeds into a policy process in different ways – but field visits can be highly effective.
- A mix of evidence – answering both the ‘why’ and ‘how’ questions for change – can influence both the political and technical individuals in key positions.
- Timely use of resources to facilitate technical policy process ‘bottlenecks’ can enable change.

## More information

The full case study report has been published as a collaborative research report: Hooton, N., Lee-Smith, D., Nasinyama, G. and Romney, D., in collaboration with Atukunda, G., Azuba, M., Kaweesa, M., Lubowa, A., Muwanga, J., Njenga, M. and Young, J. (2007) *Championing urban farmers in Kampala; Influences on local policy change in Uganda*. ILRI Research Report No. 2, in collaboration with ODI, Urban Harvest and KUFSAALCC. International Livestock Research Institute, Nairobi, Kenya. 92pp. More details are also available on the Process and Partnership for Pro-Poor Policy Change project website [www.pppppc.org](http://www.pppppc.org).