

Transforming Urban Transport – The Role of Political Leadership
TUT-POL Sub-Saharan Africa
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Case Note: Kampala, Uganda

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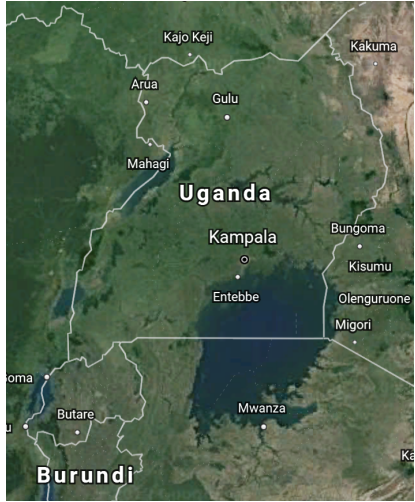
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KAMPALA, UGANDA

UGANDA	
Population: 40,853,749 (2018 est.)	
Population Growth Rate: 3.18% (2018 est.)	
Median age: 15.9	
GDP: USD\$89.19 billion (2017 est.)	
GDP Per Capita: USD\$2,400 (2017 est.)	
City of Intervention: Kampala	
Urban Population: 23.8% of total population (2018 est.)	
Urbanization Rate: 5.7% annual rate of change (2015-20 est.)	
Land Area: 197,100 sq km	
Total Roadways: 20,544 km (2017)	
Paved Roadways: 4,257 km (2017)	
Unpaved Roadways: 16,287 km (2017)	
<i>Source: CIA Factbook</i>	

I. POLITICS & GOVERNANCE

A. Multi-Scalar Governance

Uganda's major decentralization mandate emerged from the 1995 Constitution, the Decentralization Statute No. 15 of 1995, and the Local Government Act of 1997. The Local Government Act established local councils at the district, municipal, and subcounty/division/town council levels as corporate bodies of local governments.¹ Councils gained far-reaching powers and responsibilities in areas such as finance, legislation, politics, planning, and personnel matters.² Services became decentralized but were not matched with adequate financial resources. Kampala's borrowing power is capped by the central government. Moreover, local governments are becoming increasingly dependent on the central government for funding as a result of the removal of the graduated tax in 2005, which contributed 80 percent of local revenue.³

The City of Kampala is managed by the Kampala Capital City Authority (KCCA), which is a national government ministry governed by the 2010 KCCA Act.⁴ The surrounding districts are managed as local governments, under the Local Government Act of 2005, and coordinated by the Ministry of Local Government. Districts are continuously created, which further service delivery and financing challenges.

¹ Uganda recognizes five levels of Local Councils: <http://www.localpublicsector.net/profiles/uga1011.htm>

² <http://ebrary.ifpri.org/utils/getfile/collection/p15738coll2/id/124890/filename/124891.pdf>

³ Ibid

⁴ <https://blogs.lsc.ac.uk/africaatlse/2018/02/07/why-metropolitan-governance-structures-matter-kampala/>

B. Urban Policy

Plans and policies that govern urban development and transport planning across Uganda include:

- *Uganda National Development Plan*
- *Uganda Vision 2040*
- *Uganda Comprehensive National Development Planning Framework*
- *Uganda Poverty Eradication Action Plan*
- *Uganda National Transport Master Plan 2021-2040*
- *Uganda Non-Motorised Transport Policy*
- *Kampala Capital Cities Act*
- *Kampala Declaration on Building Inclusive Growth and Livability in African Cities*
- *Kampala Physical Development Plan*
- *KCCA Strategic Plan (updated yearly)*

Overall, Uganda's focus is on 14 secondary cities that are seeing the most rapid population growth.⁵ A major priority is modernizing infrastructure and urban transport including phasing out taxis and *bodas bodas*.

Vision 2040 sets forth a vision of a “transformed Ugandan society from a peasant to a modern and prosperous country within 30 years.” The **Kampala Declaration on Building Inclusive Growth and Livability in African Cities** sets forth guiding principles on the pathways to urbanization in major cities across Africa. The **Kampala Physical Development Plan**⁶ is a comprehensive framework aimed at developing a multi-focal city center, extended central business district, freeway, lakefront city, parks, hierarchy of organized and accessible service centers, tourism, urban quarters, housing models, drainage and water supply systems, and employment centers, among others. The **National Transport Master Plan** intends to phase out taxis and *boda bodas* and replace them with bus, rail, and cable cars. The **Non-Motorised Transport Policy** seeks to integrate universal design principles and issues around safety, roads and non-motorized transport (bicycle, tricycle, and bicycle trailers).

The KCCA has also undertaken urban transport-related improvements including the establishment of non-motorized transit corridors such as Namirembe Road and Luwuum Street; introduction of buses, bus lanes, and smart ticketing system; construction of a traffic control center; and removal of roundabouts which will be replaced with signalized junctions.

A number of efforts are also underway to boost planning capacity, such as the Future Cities Africa initiative, which is a partnership between Cities Alliance and the UK's Department for International Development. KCCA has also been introducing a results-driven working culture through establishing a performance-based compensation system.

⁵ <https://www.citylab.com/design/2016/04/in-ugandas-small-but-fast-growing-cities-one-planner-is-not-enough/480141/>

⁶ <https://www.kcca.go.ug/uploads/kcca%20proposed%20dev%20plan.pdf>

C. Climate Change/Sustainability

Kampala's five-year Climate Change Action roadmap lays out a vision to reduce emissions by 22 percent through adaptation, alternative energy sources, and improvements in key relevant sectors such as transportation and waste management.⁷ The strategy integrates with other initiatives like the Climate Smart Capital Investment Plan and Ecosystem Services Valuation Exercise supported by the World Bank. To use scarce resources wisely, KCCA has partnered with the World Bank and the University of Washington to develop a climate-smart capital investment plan.

The KCCA is also undertaking climate-change related transport interventions such as the creation of non-motorized transit corridors, banning of *boda bodas*, and upgrading of new roads with solar-powered lights with the city estimating that some 40,000 units will be needed over the next five to ten years.

Uganda's National Climate Change Policy and its Nationally Determined Contribution also recognize the need to mitigate vehicle emissions and make transport infrastructure climate resilient.

II. INFRASTRUCTURE & TRANSPORT

Kampala was originally planned for a population of 150,000 but now spans an area that includes the surrounding districts of Mpigi, Mukono, and Wakiso. This region, known as the Greater Kampala Metropolitan Area, has a population of about four million. About two million people live and work in the core and two million others commute into the center of the city to work during the day.⁸

Major infrastructure challenges include funding, unpaved roads, takeover of footways by informal transit, inadequate and inconsistent design, and construction standards, among others. Major urban transport challenges include funding, traffic congestion (1.5 million residents are sharing just 190 sq kilometers of road space), lack of dedicated bicycle and bus lanes, road fatalities, and market competition between domestic and international actors.

A. Existing Infrastructure

Air/Rail/Ports: As of 2013, Uganda has five airports and 1,244 kilometers of railways. In 2017, President Yoweri Museveni approved a loan of 10.3 trillion Ugandan shillings (USD\$2.9 billion) from China Exim bank for a railway linking Kampala to Kenya through the border town of Malaba.⁹ Ugandan officials defended the high price tag by pointing out that the railway will be electric and that the costs are largely based on the terrain and number of bridges needed. China said it would be willing to finance a standard gauge railway connecting Kenya, Uganda, and Rwanda if the three countries agree to operate the railway jointly.

Roads/Highways: Over a decade, ten percent to 23 percent of Ugandan public expenditures have gone to roads and other transport infrastructure.¹⁰ Of the road projects launched in Uganda, the

⁷ The initiative is supported by the French Government through Expertise France, French Development Agency (AFD), and French Global Environment Facility (FFEM) as part of the africa4climate programme.

⁸ <https://www.theigc.org/blog/metropolitan-governance-structures-matter-kampala/>

⁹ <https://qz.com/africa/1036970/ugandas-chinese-built-sgr-railway-will-cost-more-than-kenyas/>

¹⁰ Ibid

Kampala-Jinja and Kampala-Entebbe Airport expressways are most notable.¹¹ The Kampala-Entebbe expressway, built by Chinese Communications Construction Company, cost 1.7 trillion Uganda shillings (USD\$450 million), which is more than Uganda typically spends on its entire road network in a year – an average 1.6 trillion shillings in the past six years.^{12,13}

Ugandan engineers lobbied the government for a preferential policy, which they received in March 2017 – the public procurement authority issued a regulation reserving 30 percent of big projects to local firms. However, in February 2018, the authority repealed that regulation; the 30 percent was opened up to any firm that has been incorporated in Uganda for at least two years.

B. Existing Transportation

Current modes of transport in Kampala are: taxis (46 percent), boda bodas (32 percent), cars (19 percent), buses (two percent), and trucks (two percent).¹⁴ It is also estimated that up to 70 percent of urban dwellers commute by foot.¹⁵ Three options for mass public transportation under discussion include bus rapid transit, light rail train, and a cable car.

Boda-boda: *Boda bodas* are motorcycle taxis and have low engine power. According to Mulago, the city’s biggest hospital, they attend to 10-20 victims of motorcycle crashes a day, with most of them presenting head injuries.¹⁶ The film *Boda Boda Thieves*, released in 2015, explores how *boda bodas* have become a tool for “urban crime syndicates”.¹⁷

SafeBoda¹⁸: Two economists who were working in development across East Africa, Maxim Dieudonne and Alastair Sussock, partnered with their regular *boda boda* driver to set up “Uber, but for *boda bodas*.” Damalie Wasukira, a business growth officer with *SafeBoda*, says they recruited some 1,000 riders, trained them on safety, gave each two helmets and a reflector jacket, and built an app to connect them to customers. The business had raised more than USD\$1 million to roll out their service. Some 3,000 people downloaded the app but far fewer regularly used it. In response to Uber’s entry, *SafeBoda* has been ramping up efforts to convince consumers they are a better option.¹⁹

Uber, Friendship Taxi, and Quick Taxi: Since Uber’s launch, two more competitors joined the market: Friendship Taxi (a fleet of green taxis owned by a Chinese company) and Quick Taxi (a fleet of yellow cabs and an Uber-like app for e-hailing).

¹¹<https://www.afdb.org/en/news-and-events/ugandas-kampala-jinja-expressway-project-approved-by-african-development-bank-18638/>

¹² Ibid

¹³ Quartz Africa analyzed the data for 48 national road contracts issued in the past decade and found that 70 percent of the funding went to Chinese contractors and only four percent to locally incorporated firms.

¹⁴ <https://www.kcca.go.ug/news/308/#.XP1ep1xKhDg>

¹⁵ <https://www.theigc.org/blog/from-moving-vehicles-to-moving-people-designing-a-mass-public-transportation-system-for-kampala/>

¹⁶ Ibid

¹⁷ <https://www.citylab.com/equity/2015/04/meet-east-africas-new-motorcycle-gangs/390828/>

¹⁸ <https://qz.com/africa/983567/in-kampala-uber-and-safeboda-are-trying-to-convince-ugandans-they-dont-need-a-car/>

¹⁹ Ibid

Matatus: *Matatus* are 14-seater minibus vans of which there are 16,000, based on a 2013 transportation census.²⁰

Automobiles: From 2013 to 2017, Ugandans spent more than USD\$620 million on importing used cars, according to data from the Uganda Revenue Authority.²¹

C. Infrastructure Stakeholders

While land management is largely centralized and managed by the Ministry of Lands Housing and Urban Development, physical planning is largely decentralized. Physical Planning Committees are established at the district, urban, and local levels and charged with the development of their respective local physical development plans, approval of development applications, and other related development control functions (in this case under the charge of the KCCA Physical Planning Directorate).

From 2005 to 2008, bilateral aid channeled through international agencies made up 59 percent of Uganda's transport sector investments.²² The World Bank is particularly active:

- as part of the Transport Sector Development Project, they extended USD\$190 million in International Development Association credit which supported the implementation of the National Transport Master Plan;
- in providing assistance under the Road Sector Institutional Support Technical Assistance Project; and
- financing a pre-feasibility study for introducing bus rapid transit in the Greater Kampala Metropolitan Area.

There is also active Chinese and Japanese involvement: the Chinese Communications Construction Company commissioned a 51-kilometer expressway from Kampala to Entebbe Airport and JICA has been heavily involved in road projects across the Kampala region.²³

D. Interventions/Projects

Promoting Sustainable Transport Solutions for East African Cities (SUSTRAN): led by GEF and UN-HABITAT, SUSTRAN is providing Addis Ababa, Kampala and Nairobi with technical and institutional support on the design and implementation of “high quality, efficient public transport that integrates non-motorized transport.”²⁴ They helped co-organize a study tour of DART for officials and conducted a cost-benefit analysis of clean technologies for BRT.^{25,26}

²⁰ <https://www.theigc.org/blog/from-moving-vehicles-to-moving-people-designing-a-mass-public-transportation-system-for-kampala/>

²¹ Ibid

²² <http://ledsgp.org/wp-content/uploads/2018/03/GIP01883-LEDS-UgandaFinal.pdf>

²³ Ibid

²⁴ <http://mirror.unhabitat.org/pmss/getElectronicVersion.aspx?nr=3483&alt=1>

²⁵ <https://unhabitat.org/nairobi-and-kampala-delegates-tour-dar-transit-system/>

²⁶ <http://mirror.unhabitat.org/pmss/getElectronicVersion.aspx?nr=3484&alt=1>

Second Kampala Institutional and Infrastructure Development Project²⁷: seeks to enhance the infrastructure and institutional capacity of the KCCA to improve urban mobility for inclusive economic growth. There are two components to the World Bank-assisted project: (1) city wide road infrastructure and associated investments and (2) institutional and systems development support. The Urban Transport Master Plan was funded by the World Bank and Ugandan Government through the KCCA as part of this project.

Uganda Support to Municipal Infrastructure Development Program²⁸: The World Bank and IDA assisted program is being implemented in 14 municipalities to expand infrastructure and improve service delivery. In Jinja, 77.56 kilometers of equivalent two-lane roads with associated road infrastructure have been improved. USMID is also helping municipalities enhance their revenue sources: an inventory of possible revenue sources showed that many municipalities did not collect property rates or ground rents.

Bus Rapid Transit: A feasibility study of the BRT system in Kampala suggested a pilot that would travel on three routes between Bwaise, Kireka, and Zana, which intersect with the non-motorized transport corridor planned for the city center. The study also estimated the service could transport more than 37,000 passengers per day.²⁹ Kampala's complicated land tenure system, outdated land registry, and inadequate road networks are among several challenges to launching BRT.

Light Rail Transit: LRT is considered suitable for Kampala's hilly topography. A feasibility study is in its initial stages, but estimates put the cost of LRT as significantly higher than the BRT.

Cable Car: Classified as a clean technology, the cable car's current pilot line is proposed to run from the outskirts of Kampala and terminate in the city center. This route is approximately four kilometers long and is estimated to have cheaper upfront costs than the BRT and LRT.

Kampala Mobility Map: ITDP Africa is working with students at Makerere University to develop a map of matatu routes and collect data on passenger volume and demand.³⁰

Akrigh City: the new city, which is 15 miles from Kampala, was created as a suburban vision for Uganda. According to its founder, Anatoli Kamugisha, "many of the people who live here have come from places with no good roads, no reliable water or electricity [on the grid] — what we call rich man's slums — and they're running from those haphazard developments to stay for the first time in an organized living environment."³¹

²⁷ <http://projects.worldbank.org/P133590/kampala-institutional-infrastructure-development-project-2?lang=en>

²⁸ <https://www.worldbank.org/en/news/feature/2019/01/30/world-bank-support-to-ugandan-municipalities-helps-modernize-infrastructure>

²⁹ <https://www.theigc.org/blog/from-moving-vehicles-to-moving-people-designing-a-mass-public-transportation-system-for-kampala/>

³⁰ <https://www.itdp.org/2015/04/13/tracking-transit-in-kampala-uganda/>

³¹ <https://www.citylab.com/design/2016/04/akright-city-uganda-kampala-suburb-anatoli-kamugisha/479217/>