

Joint Work Programme for Equitable Economic Growth in Cities

Cities Alliance
Cities Without Slums

Hosted by:  **UNOPS**



Figure 1:
Campaign Cities map



Campaign City Brief

Kajiado, Kenya

County Population¹

1.1m

Number of cities with
over 10,000 inhabitants

4

% of people living in
urban areas

41%

Number of permanent
and temporary markets

34

A recognition of the importance of equitable economic growth (EEG), and the need to understand how EEG can be effectively promoted in secondary cities, led to the establishment of Cities Alliance's Joint Work Programme (JWP) on EEG in cities.

A trademark component of the JWP-EEG programme has been the Campaign Cities Initiative (2016–2020). This initiative began by creating local partnerships in eight secondary cities in Bangladesh, Uganda, Ghana, and Kenya. For each city, a diagnostic assessment of constraints to EEG was produced, resulting in the selection of a particular public good or service in the city that should be prioritised.

In Kenya, the Campaign Cities Initiative was implemented from December 2018 to April 2020 by the UN-Habitat. The initiative assisted the counties of Nyandarua and Kajiado (see Figure 1) prepare evidence-based policy recommendations concerning how municipal public goods and services could be delivered in a manner that directly contributes to EEG. In Kajiado, the focus was land use control to managing urban development and measures to improve the way markets functioned and were managed.

Kajiado context

Kajiado County is located in the Southern part of Kenya, with Kajiado town as the local administrative hub. The county has four municipalities namely, Kajiado, Ongata Rongai, Kitengela and Ngong. Ngong is the largest urban centre with a population of about 150,000. Two sectors dominate the economy of the County; livestock production and tourism. The former includes the sale of cattle, sheep, goats and related by-products such as milk and hides. Tourism is based on the numerous attractions of the County including the world's famous Amboseli National Park which attracts over 130,000 visitors annually.

Approach and methodology

Each Campaign City initiative took around 24 months to complete, and consisted of the establishment of a City Level Partnership (CLP), followed by the preparation of three consecutive reports and associated workshops:

1. Establishment of a City-Level Partnership (CLP):

The Campaign City process began by establishing a CLP that used existing local multi-stakeholder

fora. The CLP consisted of representatives from local government, chambers of commerce, the informal economy and the broader community, as well as the JWP facilitator. Members of the CLP debated issues and were responsible for the preparing the reports throughout the process.

2. Preparation of an Institutional Enabling Environment Report (IEER):

A description of the institutional parameters under which the Kajiado County operates was presented in the IEER.

3. Preparation of a Local Assessment Report (LAR):

Based on the outcome of a workshop reviewing the IEER, the CLP identified two priority areas of intervention to be further explored within the LAR: (i) land use control to managing urban development and (ii) the development of a market assessment and management framework.

4. Policy Briefs and the Recommendations:

Two respective Policy Briefs and Recommendations were then prepared based on the recommendations of the stakeholders.

Findings

Urban development and land use control

The high rate of urbanisation in Kajiado County is outpacing the provision of infrastructures and services leading to increasing strains and stresses on the social and economic fabric of the County. In the Draft County Spatial Plan it is reported that between 2009 and 2030 the rural population of the County is expected to increase by around 70%, but the urban population by some 360%. Kitengela town in the County is an example of the process and effects of rapid and unplanned urbanisation. The town is a satellite of Nairobi, which is located some 30 Km away. It has become characterised by haphazard urban development, and lacks good roads, reliable water supply and drainage, and a sewerage system. There isn't a clear and rational pattern of urban growth in Kitengela beyond the congested ribbon-type development along the Nairobi-Namanga Road.

The city stakeholders identified the following key urban development challenges facing Kajiado County:

- **Rapid urbanisation and urban sprawl.** Kajiado County has some of the fastest-growing urban centres in Kenya, a factor mainly attributed to its proximity to Nairobi City.
- **Poor physical Infrastructure:** Poor water supply, storm water drainage, waste water, solid waste management are resulting in unsanitary living conditions and environmental pollution, and are

liable to lead to a major public health crisis in the future.

- **Inability to manage urban development.** The technical capacity and capability of county and its town governments to effectively manage the urban growth is weak, and the financial resources available to fund the provision of urban infrastructure and services are inadequate. More specifically, land use planning and development control are weak. For example, in Kitengela, urban expansion is not accompanied by the required infrastructure; water is supplied by unreliable boreholes; roads are poor; and there isn't a sewerage system.
- **Inefficient land administration.** The Land and Physical Planning department of Kajiado County lacks an efficient record-keeping for planning approvals and building permit applications. The



current manual paper-based system is unable to process applications in a timely manner and provide information required for enforcement and effective land management.

→ **Lack of co-ordination within Government.** Approval and permit issuance is managed by the Land and Physical Planning department, while enforcement is undertaken by a different department. This is associated with poor communication between approving and enforcement agencies, and urban managers lacking crucial data such as land use and building compliance levels. Monitoring, evaluation and the management of rapid urban development management is increasingly difficult due to the problematic nature of data management.

Market development

The county has a total of 34 markets; some 20 permanent markets operating daily, and the remaining temporary markets operating once or twice a week. Despite their importance, the management of markets as instruments of economic and social development has received little attention to date. The city stakeholders identified the following specific challenges facing the markets of Kajiado County:

→ **Inadequate services and poor management:** Services available in the markets are below the acceptable stands for public trading areas. For the most part markets do not have adequate sanitation, nor clean water sources, and solid waste management is grossly inadequate. Inadequate services has led to many traders to form associations (market committees) to lobby for improvements from the County Government. The County, however, does not have the resources to provide the required services, and the revenues generated for the County from market fees are inadequate, and sometimes subject to leakage as they are collected manually. Furthermore,

as different departments are responsible for the range of services to be available in the markets the chairperson of the market committee often goes directly to the head of each departments and bypasses the County market master who is supposed to be in charge of and co-ordinate service provision. The County's control over the market thus can be compromised, and is nearly always less than optimal.

→ **Conflicts over the allocation of trading spaces:** Allocation of trading space is carried out by the County Government Trade Department in collaboration with the market committees. The County, however, relies on market committees for information on market beneficiaries and space allocation. This has in the past created a conflict of interest between the genuine traders and the market committees who have too frequently recommend their 'friends' for market space allocation.

→ **Poor design of markets:** The physical design of some of the market has put some traders at a disadvantage. In Kajiado for example, stalls facing the main market access with a direct view to passers-by were full occupied, as opposed to the stalls on the rear side of the market. The open-air market within the market complex was empty with most traders opting to trade in the adjacent open-air market with better access and egress.

→ **Local ownership and entitlement concerns and impacts:** Local communities have a strong sense of entitlement to market spaces in their home town. Local people often want the County government to allocate them the stalls in their town market even though most of them are not genuine traders. They later rent them out to existing traders who are forced to pay twice; for renting and to the County government. Further, stalls allocated to local people often lie empty if the person involved lacks any business aspirations.

Recommendations

Urban development and land use control

The Campaign Cities consultations and Kajiado Policy Brief and Recommendations identified measures for improving of urban development in the County, including:

→ **Legal Foundations for Managing Urban Development and Using Development Fees.** Under the new National Physical and Land Use Planning Act (2019) county governments must prepare physical and land use plans, and can levy development fees. Each county is required to pass its own planning and building control

regulations that are aligned with the National Act. Accordingly, the county needs to enact the appropriate legislation that is in keeping with the legal regulations set out in the new National Act. This has yet to be completed.

→ **Spatial Planning and Permit Approval as Mechanisms for Managing Development:** County planning and development facilitation must be aligned with national policies and plans, and serve as a basis for engagement between county government and its citizenry. The County Spatial Plan (CSP) is the spatial framework guiding the social and economic development programme



of the county. The Plan should provide strategic guidance in respect of the location and nature of development within the county, and identify programmes and projects for the development of land within the county.

- **Using Development Fees to Fund Urban Infrastructure:** In order to meet the infrastructure requirements of the growing population and ensure that urban development conforms to required building and planning standards, Kajiado County needs strong statutory and financial mechanisms related to infrastructure development. It was recommended that development levy or fee is paid to the county government by developers (commercial and individual) and used for the construction of sewage treatment, water purification, and drainage
- **Land Rates as a Mechanism for Revenue Generation and Managing Urban Development:** In order to capture the increased value of properties in the expanding urban areas and establish differential revenue sources for county governments, property taxes need to be restructured and be based upon the land values of undeveloped property and upon a property's 'developed' functions (residential, commercial, public, industrial, non-agricultural and other). The undeveloped land tax would serve as the source of income to the county government and the developed land tax would be an income source for the municipal boards.

Endnotes

- 1 Cities Alliance. 2019. Institutional Enabling Environment Report (IEER), Kajiado and Nyandarua Counties, Kenya. Prepared by UN-Habitat as part of the Cities Campaign of the Cities Alliance Joint Work Programme (JWP) for Equitable Economic Growth in Cities.

Market development

The Policy Brief and Recommendations also proposed measures to improve the management of markets. Markets are crucial components of the economic infrastructure of a local economy. They are the centre of commercial activity for much of the population and are a critical point of exchange between rural regions and urban centres. They provide the "space" for vendors and consumers to carry out commercial transactions and allow the type of social interactions that contribute to the development of the social capital of a location

Market development challenges have been recognised and the County government of Kajiado which is currently (as of early 2020) formulating a County wide market policy. The Campaign Cities programme recommended that the market policy take the following into consideration:

- **Market management needs to function on a professional basis and ensure adequate infrastructure and well maintained sites.**
- **Market management needs ensure the economic foundation of the markets** as a source of wellbeing for traders consumers and local residents. The County should seek to secure incomes that cover the ongoing maintenance liabilities associated with the markets.
- **Strengthen the legal underpinnings for market development and management** as well as the legal basis for augmenting the County's Authority to enforce regulations that are essential for County-wide market management.

Specific recommendations include the early implementation of the County wide market policy to include a county management framework for the ownership and management of markets. Further each relevant County department should dedicate a budget for the delivery of the relevant service in a market. The market management unit should be responsible for the day to day operations of the market, efficient service delivery and provide advisory services to various county government departments in relation to market improvements.