



Kick-off Workshop Report

6-7 December 2016

Wash and Wills Hotel, Mbale, Uganda

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ABBREVIATIONS

DFID	Department for International Development
DLB	District Land Board
IEER	Institutional Enabling Environment Report
JWP	Joint Work Programme
LAR	Local Assessment Report
LG	Local Government
MDF	Municipal Development Forum
MDS	Municipal Development Strategy
NWSC	National Water and Sewerage Corporation
SMEs	Small and Medium-sized Enterprises
TSUPU	Transforming Settlements of the Urban Poor in Uganda
ULC	Uganda land Commission
UNCDF	United Nations Capital Development Fund

1. Background

Over the past decade, the statement that “cities are the engines of economic growth” has been often repeated. Yet, nothing is certain about the growth trajectories of cities. Many struggle to increase productivity and provide basic economic opportunities to growing populations, often resulting in stark unemployment challenges and widespread informality. In all cities, high inequality threatens economic growth and human development. In an increasingly urban world, cities – those who govern, live and work in them – have an important role to play in fostering equitable economic growth.

The Cities Alliance has established a Joint Work Programme (JWP) to respond to the equitable economic growth challenge. The JWP aims to support growth trajectories characterised by inclusion, equity and environmental sustainability in cities. It works with local governments, city stakeholders and development partners to produce global knowledge, facilitate policy dialogues and support city-level diagnostics and policy recommendations. Recognising the instruments available at the local level, the JWP focuses on supporting equitable access to public goods and services by all citizens as well as formal and informal businesses in cities. The JWP is funded and chaired by the UK Department for International Development (DFID).

1.2. The Campaign City Initiative in Uganda

In line with its objective to support growth trajectories characterised by incisiveness, equity and environmental sustainability in cities through promoting improved access to local public goods and services, the JWP is initiating an Equitable Growth City Campaign in two secondary cities in Uganda (Mbale and Gulu). The campaign complements the JWP’s globally oriented components by producing evidence-based policy recommendations through a locally driven process, building on existing city-level partnerships to engage local authorities and stakeholders in setting priorities and recommending actions necessary to foster equitable economic growth in the city. The United Nations Capital Development Fund (UNCDF) is the JWP lead member for the Uganda city campaign.

The initiative will support the promotion of equitable access to public goods and services through focus areas adapted to the specific needs and context as defined by city stakeholders in Mbale and Gulu respectively. It will produce an Institutional Enabling Environment Report, a Local Assessment Report, and city-level, evidence based policy briefs and recommendations.

1.3 The Mbale City Campaign Kick-off Workshop

The Kick-off Workshop constituted the first gathering and launch of the Campaign City partnership in Mbale. It took place on 6-7 December 2016 at Wash and Wills Hotel in Mbale, Uganda. The workshop had three main objectives, including to launch of the city partnership, to present and validate the draft Institutional Enabling Environment Report (IEER) and to identify priority issues to be elaborated on in the Local Assessment Report (LAR). Workshop participants, constituting the campaign city partnership, represents city stakeholder in Mbale municipality, including public, private and civil society actors. The partnership is based on the members and convening power of the Mbale Municipal Development Forum (MDF).

2. Workshop Agenda



DAY 1: 6 DECEMBER 2016

1. OPENING AND INTRODUCTIONS

Facilitator: Samuel Mabala, Cities Alliance

14:00 – 14:30

Opening prayer

Round of Introductions and sharing of Expectations

Welcoming remarks: *Mr. Lwanga Edward, Town Clerk, Mbale Municipality*

Opening address: *H.W. Mutwalibi Zandya Mafabi, Mayor Mbale Municipality*

Welcoming Remarks: *Dmitry Pozhidaev, Regional Technical Advisor, UNCDF*

14:30 – 15:00

Presentation of the JWP, the City Campaign and structure of the Kick-off Workshop

Rene Peter Hohmann, Cities Alliance

15:00 – 15:30

Discussion, Questions & Answers

15:30 – 15:45 Tea Break

2. INPUT PRESENTATIONS – THE CURRENT STATE OF PLAY

Facilitator: Samuel Mabala, Cities Alliance

15:45-16:10

What powers does Mbale assume to create public services - Preliminary Results of the Institutional Enabling Environment Report Mbale

Ronard Mukuye, Cities Alliance

16:10– 16:30

Discussion, Questions & Answers

16:30– 16:50

The state of access to public goods and services and its role for fostering equitable economic growth in Mbale -
Presentation of the Mbale Equitable Economic Growth Profile
Fredrik Bruhn, Cities Alliance

16:50– 17:15

Discussion, Questions & Answers

17:15-17:30

Wrap up of Day 1 and outline of Day 2
Dmitry Pozhidaev, UNCDF

17:30-17:45

Group Photo and handover of city campaign mission statement

DAY 2: 7 DECEMBER 2016

3. DEFINING THE ISSUES

Facilitator: Rene Hohmann, Cities Alliance

9:00 – 9:30

Take-away messages from Day 1 and Overview of the Day
Dmitry Pozhidaev, UNCDF

09:30-10:00

Mbale Municipal Development Strategy
Martin Busiku, Mbale Municipality

10:00– 10:30

Discussion, Questions & Answers

10:30–10:45 Tea Break

10:45-11:00

What information do we need to take strategic action to foster Equitable Economic Growth in Mbale - Introduction to the
Local Assessment Report
Dmitry Pozhidaev, UNCDF

11:00-11:45

Discussion, Questions & Answers

11:45-12:00

Introduction to the World Café Format
Fredrik Bruhn, Cities Alliance

12:00 – 13:00 Lunch

4. WORLD CAFÉ SESSION

Facilitator: Rene Hohmann, Cities Alliance

13:00-13:45

World Café Breakout session 1: What is the information gap to address this strategic action?

13:45-14:30

World Café Breakout session 2: How can we fill this information gap and what partners need to be involved?

14:30-14:45 Tea Break

14:45-15:00

Presentation of the Group Results to the Plenary

15:00- 15:15

Discussion

15:15-15:45

Prioritisation exercise

15:45 – 16:00

Next steps in the JWP Campaign

Dmitry Pozhidaev, UNCDF

5. CLOSING AND EVALUATION

Facilitator: Samuel Mabala, Cities Alliance



3. Opening and Introductions

The opening session was facilitated by Samuel Mabala, Cities Alliance Country Representative in Uganda. Mr Mabala welcomed all participants and invited to a round of introductions along with brief statements of individual expectations for the one-and-a-half-day workshop. He emphasised the key theme of the workshop: How to foster equitable economic growth in Mbale. The workshop is intended to provide a forum in which for participants to provide input, ideas and guidance. As such, it is also the start of a process, to define issues and priorities, and to ultimately address key knowledge gaps in order to better understand and approach that fundamental key question.

The opening prayer and round of introductions were followed by opening statements by representatives of Mbale Municipal Council, the Mayor of Mbale, the United Nations Capital Development Fund (UNCDF) and Cities Alliance Secretariat.



3.1 Opening remarks

Ms. Rhoda Nyaribi – *Environment Officer, Mbale Municipal Council, and JWP Focal Person (on behalf of Mr Lwanga Edward, Town Clerk, Mbale Municipality)*

Ms Nyaribi welcomed all distinguished guests, representatives of Cities Alliance and the MDF, thanking all participants for honouring the invitation. Mbale is an economically vibrant city, compounded and manifested by the ongoing process of developing the MDS, and expressed in its vision to become “a regionally enterprising city by 2014”. The current workshop should be seen as a continuation of an ongoing consultation process with the key aim to tap into and harness the economic potential of the city to ensure development and the eradication of poverty.

The technical team of the Municipal Council is fully committed to the programme and shall work hard to ensure both broad participation of stakeholders and successful outcomes. Ms Nyaribi also mentioned that the Town Clerk will join the workshop shortly and will be able to further expand on the commitment of the Municipal Council to the programme.



Opening remark by Ms Rhoda Nyaribi

H.W. Mutwalibi Zandya Mafabi – Mayor, Mbale Municipality

Mr Mafabi expressed his gratitude to all participants; Cities Alliance representatives, the Town Clerk, the honourable councillors, all invited guests. He extended a particular welcome to the Cities Alliance representatives and underscored that Mbale Municipal Council considers it a great opportunity to be part of the JWP Campaign on equitable economic growth. The programme provides a great opportunity for mutual sharing of experiences, learning and contributions.

Building on the established relationship between Mbale Municipal Council and Cities Alliance, through previous programmes such as Transforming Settlements of the Urban Poor in Uganda (TSUPU), as well as the JWP itself, Mr Mafabi contented that it is with great pleasure we now consider the programme started. Mbale is a rapidly growing city. But it is also a city of active citizens and entrepreneurs.

In order for this programme to be successful the first step is to articulate what we – the citizens of Mbale – want and where we want to go. As participants in this workshop and the JWP Campaign we shall all be ambassadors, disseminating knowledge and raising awareness in our respective communities. The needs of the citizens of Mbale are indeed great and not easily met, but it is precisely for this reason that it is so important to define what type of city is needed and desired. Mr Mafabi emphasised the importance of seeing the JWP as a process, throughout which all stakeholders are encouraged to participate actively. One lesson from Mbale’s participation in previous support



H.W. Mutwalibi Zandya Mafabi –
Mayor, Mbale Municipality

programmes, including TSUPU, is that it is through joint efforts and strong accountability mechanisms that real impact and success is achieved.

Mr Mafabi specifically thanked Samuel Mabala for his decisive role as a supporter of urban development and cities in Uganda, nation-wide and in Mbale specifically. He also praised the work of the MDF, having done a great job, particularly in sensitising people and communities on how to overcome poverty. By working together within this programme it is now important to spread these ideas in order to ensure economic development in Mbale.

The first way we exercise accountability in this programme, Mr Mafabi concluded, is by making sure all the relevant people are present and on board. As we can see, they are here, they are informed and they are ready to act.

Dmitry Pozhidaev – *Regional Technical Advisor,
United Nations Capital Development Fund (UNCDF)*

Mr Pozhidaev opened his remark by recalling the Mayor's emphasis on the sharing and dissemination of ideas. Any change starts with an idea. Only with the realisation that we do need a change can and will we ever act. And this is hopefully what we will try to achieve during the next two days.

During these two days, we will review what has been done to date, and we will try to look in to the future. The key question is what can be done incrementally, starting by understanding the current situation better, for promoting equitable economic growth and development in Mbale. This is one of the elements of the efforts that various stakeholders, including the Cities Alliance, has undertaken in Uganda to achieve better urban development and improved urban growth in the country.



Dmitry Pozhidaev, UNCDF

Hopefully what we are doing today, Mr Pozhidaev stated, will create a solid foundation, both for the municipality in terms of better understanding and more informed decisions taken based on evidence on how inclusive economic growth can be promoted and supported. But also for other stakeholders, including the central government, agencies and development partners such as UNCDF. While UNCDF has an important role as lead member of the JWP city campaign in Uganda, it also has other programmes in the country. This programme will help UNCDF understand how those programmes can be better aligned with the challenges Mbale is facing, as well as the capacities and potentials developed in the city. The same is true for other development partners. Several Cities Alliance members, as well as partners outside the Cities Alliance will benefit from a better understanding of the situation in Mbale, and the entry points for sustainable inclusive economic growth.

Such understanding, however, is impossible without some preliminary work - which is exactly what this workshop is intended to undertake. The objective is to identify certain tasks and decisions that will help all of us to implement more significant and tangible projects on the ground. I wish us all success during these two days, concluded Mr Pozhidaev, and look forward to working with you.

3.2 Presentation of the JWP City Campaign and the structure of the Kick-off Workshop

Rene Hohmann – *JWP Manager, Cities Alliance Secretariat*

The Cities Alliance believes in partnerships. Having been present in Uganda and Mbale for several years, the organisation is well aware of and highly impressed by the partnership approach being applied throughout the country's towns and cities – most strongly manifested through the MDF. It is therefore perhaps to little surprise, but with great pleasure, that we now launch the JWP city campaign in Mbale.

The Cities Alliance is a global partnership for poverty reduction and promoting the role of cities in sustainable development. The partnership aim to contribute to Improved quality of life, socio-economic conditions and inclusion of the urban poor through making cities more effective, citizens more active and assisting partners to deliver improved and responsive services to the urban poor. Cities alliance is a membership-based organisation with members from six constituencies:

- Local Authorities;
- National Governments;
- Non-Governmental Organisations;
- Multilateral Organisations;
- Private Sector and Foundations;
- Knowledge institutions.



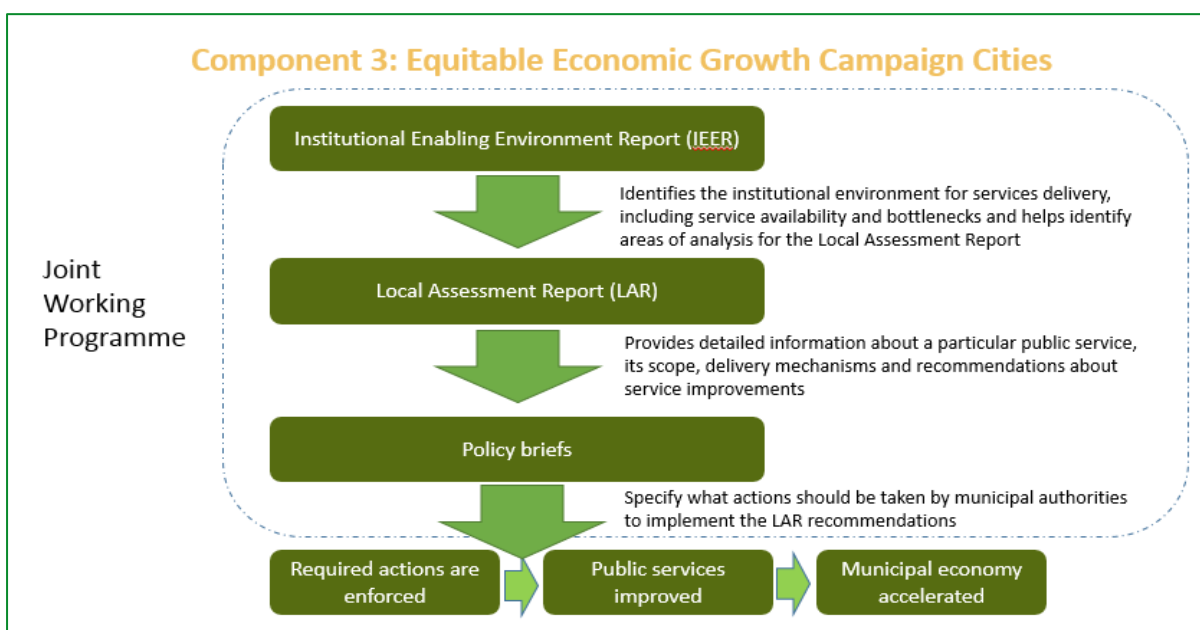
Rene Hohmann, Cities Alliance secretariat

The work of the Cities Alliance is undertaken through four business lines. Country Programmes, such as TSUPU in Uganda, are longer-term programmatic approaches to addressing the specific urban development needs of a selected country or region in the context of rapid urbanisation and the growth of urban poverty. The Catalytic Fund involves grants that support interventions to catalyse city transformation and activities that enhance learning and innovation. Communications and Advocacy activities promote the Cities Alliance's key messages. Lastly, Joint Work Programmes, such as the one on Equitable Economic Growth, are member led analytic and strategic activities designed to tackle major policy challenges affecting cities and sustainable development.

In other words, JWPs attempt to address problems to which no one has yet found a solution. The JWP on Equitable Economic Growth in Cities aim to help cities meet the “equitable economic growth challenge”: increasing productivity while lowering inequality and providing economic opportunity for all. It does so by supporting improved access to public goods and services. The focus on local public goods and services is based on the fact that widespread access to public good and services is a fundamental prerequisite for inclusive economic growth and, equality important, often lies within the control of local governments and city authorities themselves. The JWP is a four-year programme, funded and Chaired by the UK Department for International Development (DFID).

To explore and support the link between access to public goods and services and equitable economic growth, the JWP operates through three components: (1) Organising global policy dialogues, (2) producing globally relevant knowledge products and (3) facilitating local partnerships in the form of Equitable Economic Growth Campaign Cities.

Mbale is the first city campaign to be launched under the JWP (with Gulu being the second one). The primary purpose of the campaign is to facilitate and inform a dialogue with local authorities and stakeholders on how to foster equitable economic growth in Mbale, through improved access to public goods and services. During the course of the two-year campaign, three workshops will be organised with the purpose of initiating, informing and reviewing three distinct products: an Institutional Enabling Environment Report, a Local Assessment Report, and city-level, evidence based policy briefs and recommendations. The campaign will be led by UNCDF, as the JWP lead member in Uganda.



The City Campaign process and products

The Kick-off Workshop, which constitutes the first gathering and launch of the city campaign in Mbale, has the main objective of specifying priority issues for the Local Assessment Report (LAR). In order to realize its objective, the workshop will commence with two presentations concerning the current situation regarding access to public goods and services in Mbale. The presentation of the draft IEER provides an answer to the vital question regarding the current configuration of powers and responsibilities exercised by Mbale Municipal Council visavi other stakeholders.

The input presentations will be followed by a presentation of the Mbale Municipal Development Strategy, to provide a basis for the deliberations on what specific themes and issues to be pursued in the LAR. Once identified, the themes will be elaborated upon, by applying a participatory world café format, leading to detailed guidance on knowledge gaps, potential activities and relevant stakeholders, as well as internally prioritized. The resulting information, arrived at through the deliberations of the workshop, will form the basis for the LAR, which will in turn ultimately inform the policy recommendations.

Voices from the floor

“What is our great asset is that we have people from different sectors and areas that can contribute very useful ideas. It highlights the idea that if we are to realise sustainable development in Mbale we need to bring everyone on board. Because each and everyone has something important to contribute”.

“If we are to realise sustainable development in Mbale we must define our comparative advantage. The first step will be to carry out an analysis of our strengths. For example, the central market has been a great addition to Mbale. And we hope that our economic development will centre around that market. But it will not last forever. We must look at what we can do to improve and promote the function and advantage of that market to improve economic development in Mbale.”



4. Public goods and Service Access and Equitable Economic Growth in Mbale

In order to set the stage and inform the discussion on thematic areas to be included in the Local Assessment Report, two input presentations were held. The draft Institutional Enabling Environment Report (IEER) details the national enabling environment under which Mbale Municipal Council operates, as well as its powers and responsibilities to deliver public goods and services. The report, currently in draft form, was presented to the workshops and handed over to the JWP focal point in Mbale for validation and feedback. The final version will be delivered in March/April 2017. The second input presentation provided the tentative results from the piloting of a diagnostic toolkit in Mbale in April 2016. The results contribute to an understanding of the current state of public goods and service access and its relation to equitable economic growth in Mbale.

4.1 Institutional Enabling Environment Report

Ronard Mukuye – Urban Specialist, Cities Alliance

The Institutional Enabling Environment Report (IEER) describes the functional and fiscal arrangements under which Mbale Municipal Council plans, designs, finances and pays for the creation, maintenance and replacement of public goods and services mandated by the national law. The report assesses five key areas: political and governance framework, responsibilities and powers of municipalities, the municipal fiscal framework, change management capacity and regulations for allocation and usage of public space.

The purpose of the IEER is to assess the extent to which the city government is empowered to; (i) plan and design public goods within the city, (ii) leverage its own resources with private sources of finance to improve accessibility, and (iii) manage change as the city and its suburbs expand.



Ronard Mukuye, Cities Alliance

Political and Governance Framework

In general, the process of decentralization from the regulatory perspective has been stable, encouraging local leadership to plan and finance public goods on a demand driven basis. In some cases, notable that of Kampala there have been reversals and greater tendency for centralization. Mbale municipality has the legal structures as provided in the constitution and LG Act. It also uses powers as provided for including financial, legislative, procurement and planning powers.

There is a strong legal and policy framework on women's participation in local governance. Given that a greater percentage of informal sector workers are women, representing their views across different local governance levels is significant in enabling their voices to be heard and ensuring gender sensitive decision making.

Responsibilities and Powers: Assessing Functional Capacity

While the trends towards decentralization appear strong there are institutional aspects that functionally and geographically fragment public goods provision and service delivery, especially with respect to water and sanitation. For example, the lack of unified responsibility and role clarity between

NWSC and the Municipal Council limits downward accountability for service delivery and regulation of provision, delivery, pricing and maintenance of water and electricity provision. It also constrains the ability of Mbale municipal council to attract or undertake long term investments for increasing supply of the respective services. The problem of functional fragmentation is coupled with geographic differences in responsibility with respect to the suburban (non NWSC) areas.

External support is critical for building the Municipal Council structure not only through funding the delivery of public goods and services but also putting in place structures for enhancing local capacity. This is evident in Mbale MDF which resulted from the Cities Alliance-funded TSUPU programme and the emerging structures related to the World Bank-funded USMID programme. Formalising these structures and facilitating their operations is critical in the production and delivery of public goods and services. The role of central government in this regards cannot be overemphasized.

Municipal Finance Framework: Assessing Fiscal Capacity

In general, given the large share of conditional grants in the fiscal system, the scope for demand driven municipal infrastructure planning is limited, including the capability to leverage untied funds. Further, most environmental public goods, that need longer term financing, such as water and sanitation, are not local government responsibilities, and these functions too limit leverage.

There is a high level of apathy to paying taxes driven by political pronouncements and limited appreciation of the use of taxes for the delivery of public goods and services. Own source revenue generation for Mbale Municipality has remained low as a percentage of the budget. This constrains the Municipal Council's spending discretion in fulfilling its mandate. Sustainable provisions of public goods and services requires continuous tax education and accountability of the Municipal Council to citizens so that they appreciate the rationale for paying the taxes.

Governance and Administrative Framework: Assessing Change Management Capacity

The legal and policy framework is responsive to the rapid population growth through enabling Municipal councils to create new governance structures at different levels driven by increased demand for public services and goods by the community. In Mbale Municipality, this has been so far evident at zone and ward levels. The political system is representative at the Division and Municipal levels allowing for community representatives to propose for creation of new entities.

The legal framework still considers the city in terms of the tightly defined boundaries yet there are many sprawling neighborhoods utilizing the public goods and services in the city. There have been no concerted efforts by the Municipal Council to address this spatial growth through proposals for incorporating neighbouring areas to plan appropriately and meet the growing need of public goods and services.

Regulations for Allocation and Usage of Public Space

The ownership and management of land in a city has serious implications for planning, provision and delivery of public goods and services. The case of Mbale Municipality has revealed conflicting mandates between national level institution (ULC), district institution (DLB) and the Municipal Council. This disempowers the Municipal Council from undertaking potential investments in public goods and services and leveraging other potential actors for support remain difficult.

There is limited appreciation of rules and regulations on the use of open space despite the many informal sector workers making use of such space to earn a living. The problem seems to emanate from the fragmented provisions at the national level in the LG Act, Physical Planning Act 2010 and the

National Physical Planning Standards and Guidelines. Being in an open space in Mbale Municipality is being out of place and is strictly met with enforcement and possible prosecution.

Tentative Conclusions

A limited survey of the enabling environment for the production and distribution of public goods would suggest the following tentative conclusions:

- Process of Empowerment of local governments underway, but subject to reversals
- Functional fragmentation in service delivery, diffusing accountability and limiting the size of the market
- Large share of conditional grants, limiting the ability to leverage and hence the ability to invest on a scale needed
- Inflexibility in operationalizing rules for municipalization and hence reducing the capacity to handle change.
- Limited control and ownership of land by cities constrains their capacity to undertake and attract long term investments for the delivery of public good and services.
- Unclear regulations on access to public and open spaces disadvantages informal sector workers who are criminalized and prosecuted in case they do not work in gazette places.

4.2 Mbale Equitable Economic Growth Profile

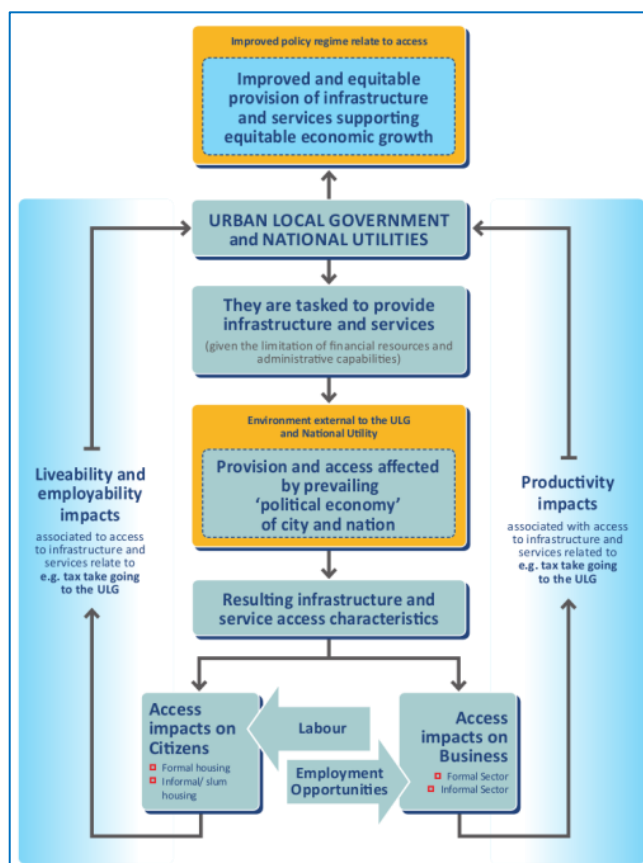
Fredrik Bruhn – Urban Programme Analyst, Cities Alliance

For the purpose of exploring the link between access to public goods and services and equitable economic growth in cities, as well as to provide an easy-to-use methodology for cities to better understand and analyse the local economy, Cities Alliance have developed a diagnostic toolkit aimed at supporting equitable economic growth in secondary cities. The toolkit was developed by Cities alliance with support from a consultancy firm (IPE Tripleline Consulting).

In tandem to the development process, the toolkit was pilot tested in four secondary cities across Africa, including Mbale. A team from Cities Alliance and Tripleline visited Mbale in April 2016 to collect data and information, present and gather opinions on the toolkit through workshops and interviews. Besides providing key insights to the finalisation of the toolkit, the application of the toolkit in Mbale provided some preliminary insights as to the current levels of access to public goods and services in the municipality, as well as key opportunities and constraints to fostering equitable economic growth. While the results are far from definitive, with key data still missing, they might serve as a tool for engagement and to identify possible entry points for further discussion and exploration. Importantly, these insights will help guide the identification of themes and issues to further explore within the context of the JWP city campaign. Consequently, the snapshot emerging from the piloting exercise should be placed in the context, and support the narrowing down, of broader development priorities of Mbale, as expressed for example in the MDS.

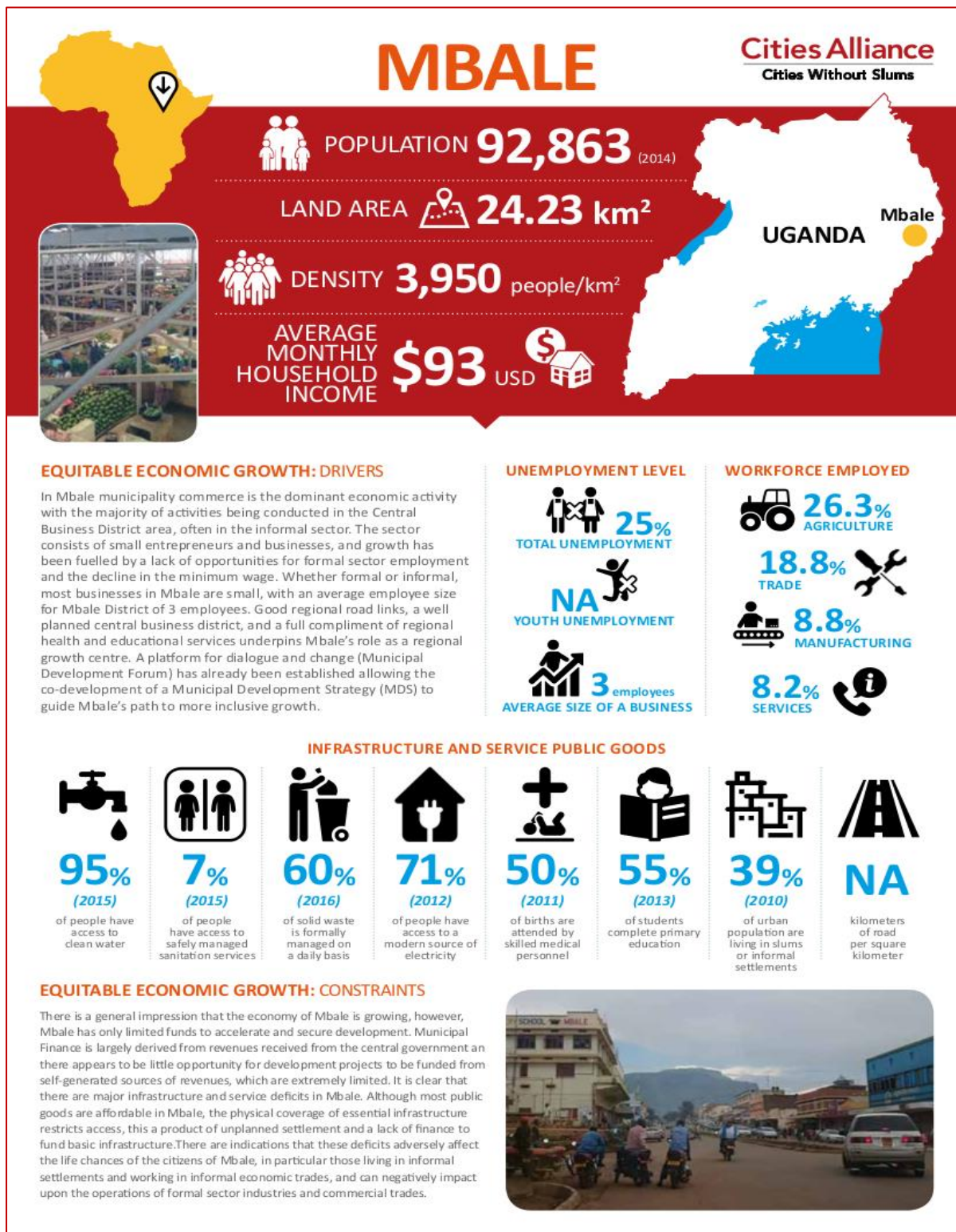
The toolkit, like the JWP at large, focuses on improved access to public goods and services for two main reasons. First, equitable access to public good and services is essential for inclusive, equitable and sustainable economic growth. It is required for individuals to secure decent and productive employment and livelihoods, as well as for businesses to improve productivity and competitiveness. Secondly, in contrast to other factors affecting local economies, city stakeholder often have some degree of control over the distribution, affordability and reliability of public goods and services, rendering action at the local level impactful.

Access in this context can effectively be broken down into three dimensions, including coverage, affordability and reliability. The breakdown serves as an analytical tool to map and explain inequalities of access and how more equitable access levels might be influenced.



A snapshot of levels of access to key public goods and services in Mbale, as well as potential drivers and constraints to equitable economic growth, is provided in the infographic below. As in many secondary cities, it is fairly clear that the physical *coverage* of basic services and infrastructure is lacking which impacts on overall levels of access, including access to water, sanitation and electricity. This is likely a result on part of the high levels of informality – both in terms of settlements and economic activity. *Affordability* remains an issue for water and public transport, reducing access particularly for low-income households. Access to power supply suffers from low reliability, with supply at times erratic and unreliable which impacts the quality of life for residents and the productive capability of businesses. Reliability is also an issue regarding solid waste management where the infrastructure is in place and costs are negligible but the reliability of the service is lacking.

The service and infrastructure deficits experienced in Mbale feeds a negative spiral associated with high levels of urban poverty, informality, unemployment, underemployment and constrained business environment. The economy, subsequently, is dominated by informal trade and service sectors, non-permanent employment and small enterprises. On the other hand, Mbale has several strategic advantages presenting opportunities for inclusive economic development. Strategically located along the northern Uganda trade route, close to the Kenyan border, the city benefits from regional trade links and could (further) develop into a vibrant regional trading centre. Its well-planned central Business District high standard social services and social service infrastructure and strong platform for dialogue through the MDF all provide important assets and opportunities. Consequently, a potential policy objective could be to strengthen the municipality’s role as a regional growth pole. To do so will require coordinated infrastructure and service investment to support growth of SMEs and a hybrid economy.



Mbale city economic profile

Voices from the floor

“We have had many discussions recently on the informal settlements and markets. We need to target the informal markets, because as mentioned they employ the majority in Mbale. If we can transform and improve, they will provide Mbale Municipal Council with revenues – revenue that can be used for investments in other services.”

“Yes, there are plenty of informal businesses, but many of the people running these businesses needs additional skills. We might need to set up educational centres to ensure people have the skills to develop and improve their businesses.”

“We need to consider Mbale also as a city “without borders”. For the sake of economic growth, and as a growing municipality, we need to work with our neighbours. How do we connect and work with the municipal councils around us?”



5. Defining issues and setting priorities

The purpose of the session was to identify issues and priority areas to inform the production of the Local Assessment Report (LAR) and, subsequently, the policy recommendations. Three criteria were set to guide the identification and selection of priority issues (goods/service delivery areas): (1) Alignment to locally set priorities, derived from the Municipal Development Strategy and deliberations of the Kick-off Workshop, (2) the level of control and influence asserted by city authorities in general and Mbale Municipal Council in particular, derived from the IEER, and (3) alignment to the broad objectives of the JWP City Campaign, e.g. of relevance to the promotion of increased productivity and fostering of equitable economic growth in Mbale.

To facilitate the identification and prioritisation of issues, the session included a presentation of the Mbale MDS; a presentation of the LAR structure and purpose as well as potential themes identified based on the MDS; and an interactive session to identify knowledge gaps, activities and relevant actors using a World Café methodology.

5.1 Mbale Municipal Development Strategy (MDS)

Martin Busiku – Assistant Town Clerk, Wanale
Division, Mbale Municipality

The process of formulating a Municipal Development Strategy (MDS) in Mbale Municipality arose out of the recognised need to have all relevant stakeholders fully represented and involved in the strategic planning process. The strategy represents a long-term planning instrument to complement existing municipal and national planning frameworks. Recognising some limitations of the existing development frameworks, the MDS responds to the need to adopt a new planning approach that identifies critical priorities and outcomes to be achieved over a strategic time horizon, flexible enough to ensure progress for Mbale Municipality towards its long-term vision, and aligned to national development priorities set-out in Uganda's National Development Planning Framework (Vision 2040). The key guiding objectives of the MDS strategic planning framework include:

- Engaging in strategic, proactive and long-term planning;
- Addressing the needs of urban dwellers and the urban poor in particular;
- Increasing the overall municipal stakeholders' social responsibility;
- Strengthening the urban economy.



Martin Busiku, Mbale Municipality

The vision of the MDS is for Mbale to become “a regionally enterprising city by 2014”. The mission statement is for the municipality to be “equipped with an in-demand skilled labor force for the delivery on key sector (i.e trade and commerce, tourism and housing) strength through Industriousness”.

The strategic plan was informed by a SWOT analysis, identifying strengths, weaknesses, opportunities and threats, completed through a stakeholder engagement process in which the MDF played a key role. The process and the development of the strategic plan was based on an analytical framework outlining five key dimensions representing critical areas for sustainable urban development: governance, economy, citizenship, services and environment. The five dimensions were also used to complete a situational analysis of the municipality, reflecting the findings of the SWOT analysis.

Based on the SWOT and the emerging development priorities identified by the stakeholders, five broad strategic objectives were formulated corresponding to the themes of the analytic framework, displayed in the table below.

Broad Strategic Objectives				
Governance:	Citizenship:	Economy:	Environment:	Services:
To improve and increase the revenue mobilization and collection	To facilitate and increase the participation of citizens in decisions that affect them	To revive Industrial Development through agro-processing and manufacturing to double the City's production	To Undertake Environmental protection and preservation	To efficiently deliver social services by the public and private sectors to all the citizens

The strategic plan details actions required to achieve the broad strategic objectives listed above. Specifically, the plan identifies strategies under each objective along with strategic actions, activities, target indicators, performance indicators, relevant actors and a timeframe. The table below summarises the strategic actions identified under each dimension and objective. In addition to the action plan, a strategic investment plan was created, relating directly to the activities set out in the plan.

DIMENSION/OBJECTIVE	STRATEGIC ACTION
GOVERNANCE: To improve and increase the revenue mobilization and collection	Capacity building /Sensitization
	Mainstream and strengthen enforcement of existing law enforcement on taxes
	Establish additional revenue sources/economic activities
ECONOMY: To revive Industrial Development through agro-processing and manufacturing to double the City's production	Develop Local Economic development and local industrial sector
	Undertake PPP to increase employment opportunities and introduce workforce development programs
CITIZENSHIP: To facilitate and increase the participation of citizens in decisions that affect them	Stakeholder engagement on promotion of human rights, voting rights and civic responsibilities
	Involve citizens in planning and Decision making
	Improve capacity building and reformulate relevant policies that are enforceable
SERVICES: To efficiently deliver social services by the public and private sectors to all the citizens	Improve solid waste management
	Promote increased access to education health, safe drinking water and sanitation facilities
	Increase access to power
	Increase connectivity to public transport/roads, land and housing Facilities
	Reconstruction and renovation of the stadium and skills development (capacity building)
	Mobilizing resources to finance gaps in social services delivery
ENVIRONMENT: To Undertake Environmental protection and preservation	Local capacity building on environmental conservation
	Gazette environmental sensitive areas and rehabilitate and expand the decomposing composting site
	Promote Urban Greening, support conservation and preservation of non-renewable resources for the future generations

The objectives, strategic actions and activities set in the MDS will form a key element to identify priority themes to address in the JWP Campaign – to investigate further and provide an improved evidence base in the LAR from which to ultimately derive policy recommendations to support equitable economic growth in Mbale.

5.2 Identifying Themes for the Local Assessment Report (LAR)

Presenter/Facilitator: Dmitry Pozhidaev, Regional Technical Advisor, UNCDF

The Local Assessment Report (LAR) consists of a diagnostic assessment of a specific public good or service within the sphere of influence of the city. It includes a situational analysis and mapping of the city economy in a specific service delivery area, in terms of factors, systems and structures, related to the provision of and access to public goods, resulting in a clearly documented evidence base. The LAR will serve as the evidence base upon which policy recommendations will be based. It will map the access conditions to public goods and services in the context of both the geographic access (wards or zones) as well as the relative contribution to economic output and productivity at city level.

The identification of goods/service area(s) to be covered in the LAR will be guided primarily by its alignment to locally set priorities, derived from the Municipal Development Strategy and deliberations of the Kick-off Workshop, the level of control and influence asserted by city authorities in general and Mbale Municipal Council in particular, and its envisaged relevance to and impact on equitable economic growth in the city.

Based on the above criteria, three potential good/service themes were presented to the workshop:

1. **Land management** – how can land management be made more effective and efficient?

Addressing aspects such as land registration, land allocation, the use of land for public and private purposes, land value capture, efficient public land utilisation.

2. **Public space** – How can public space be better used and provided?

Addressing aspects such as planning and identification of public/open spaces, commercial activities on public space and its regulation/enforcement, maintenance and regeneration.

3. **Energy and electricity** – how can access to power/electricity for commercial activities be improved?

Addressing aspects such as technical solutions, e.g off-grid solar panels, affordability and accessibility, regulation and clarification of roles, civic education and enforcement.

In the following plenary deliberation, the workshop participants were asked to endorse, revise, reject or complement the suggested themes. In addition to the three preidentified suggested themes, the workshop participants were also invited to suggest an additional – fourth – theme to be included in the subsequent prioritisation session.

The workshop endorsed the three suggested themes, recommending they be pursued and elaborated in the subsequent session. In addition, the workshop suggested an additional theme to be added:

4. **Water access and management**

The four identified themes were carried over to the subsequent session, in order to elaborate on existing knowledge gaps, potential activities to address the knowledge gaps, and relevant actors/stakeholder to be involved.

Voices from the floor

“Discussing the issue of water provision, we must recognise that Mbale municipality does not have its own water. But here we are emphasising partnerships. The partnership issue here regards how to work as closely as possible with NWSC. As we said yesterday, one of the defining aspects of access is affordability. If NWSC want us to realise vision 2040, they should ensure that water is affordable. And Mbale Municipal Council should partner with them to assure that people can access water. Because we don’t stand on an island, we have to work together. That’s why we say that we need global partnerships and local partnerships - until we reach this aim.”

“First of all, providing access to water indeed requires a lot of stakeholder engagement and cooperation. Second, Water in Mbale is in fact affordable. We have four categories of tariffs. The first category, water from public stand posts, is 1,533 UGX per unit, with one unit being 1,000 litres, which is equivalent to 38 UGX per jerry can. The second tariff is for domestic use, household usage such as cooking, bathing and drinking. It is 2,615 UGX per unit, equivalent to 52 UGX per jerry can. The third tariff category is for institutions, such as Mbale Municipal Council, police and the prison. It is at 3,216 UGX per unit, equivalent to 70 UGX per jerry can. The last tariff regards commercial activities, such as industries and SMEs. It is at 3,948 UGX per unit, 85 UGX per jerry can. This is below market price today”.

5.3 World café: Setting Priorities

Facilitator: Rene Hohmann, JWP Manager, Cities Alliance

The purpose of the session was twofold:

1. Based on the identified themes, to produce and capture ideas on existing knowledge gaps (what), potential activities (how) and relevant stakeholders (who) to inform the production of the LAR;
2. Prioritise among the four themes to derive 1-2 themes to address in the LAR.

A World Café methodology was applied to elaborate on the four themes and to identify knowledge gaps, activities and actors. The exercise was divided into two sessions (45 minutes each), guided by the following questions respectively:

- What information is needed to address the identified priority areas?
- How can the information gap be filled and who needs to be involved?

Each theme was assigned a permanent rapporteur (Cities Alliance and UNCDF staff) with participants rotating to visit all stations or “cafes”. In other words, all participants had the opportunity to contribute to all themes and each of the key questions. The ideas provided by participants were captured by the rapporteurs and presented to the plenary.

The results of the session are presented in the tables below.

WHAT IS A WORLD CAFÉ?

The World Café is an easy-to-use method for creating a living network of collaborative dialogue around questions that matter in service to real work. Cafés in different contexts have been named in many ways to meet specific goals; for example: Creative Cafés, Strategy Cafés, Leadership Cafés, and Community Cafés. World Café conversations are based on the principles and format developed by the World Café, a global movement to support conversations that matter in corporate, government, and community settings around the world.

Energy			
No.	Issue/Information gap	Activities	Actors/Responsibilities
1	Energy requirement by area within the municipality (differences by land use/economic activity)	Survey of consumption requirement by area	<ul style="list-style-type: none"> - UMEME as the surveyor - Municipality as a facilitator and for community sensitization - UBOS as a provider of secondary data
2	Energy consumption patterns by different types of MSMEs (incl. illegal connections)	Survey of consumption patterns	
3	Cost of energy for MSMEs (incl. cost of various types of energy sources used)	Survey of energy consumption by type	
4	Space for municipal interventions in energy provision (division of labor and partnership with UMEME)	Legal/institutional analysis	<ul style="list-style-type: none"> - External consultants - Local colleges - Urban Authorities Association of Uganda - UMEME
5	Level and factors of public civic awareness for energy (reasons for non-payments, # of vandalized public energy facilities)	Public opinion poll/attitude survey	<ul style="list-style-type: none"> - Municipality as a facilitator and for community sensitization - Local colleges for the opinion polls - Lower level LGs for community sensitization
6	Availability and use of alternative energy technologies (what alternative technologies and how can be used for MSMEs)	Secondary data analysis/surveys/consultations with other cities	<ul style="list-style-type: none"> - External consultants - UMEME as advisor - Municipality as a facilitator
7	Improved efficiency of energy use (what can be done to save public and private consumption)		

Land management			
No.	Issue/Information Gap	Activities	Actors
1	Inadequate awareness and limited information about the land management policies, laws, regulations, guidelines and standards.	Sensitize the stakeholders about the land management policies, laws, regulations, guidelines and standards.	Ministry of Lands, Housing & Urban Development (MLHUD) Mbale Municipal Council Municipal Dev't. Forum
		Formulate policy on land value capture	

		Translate and disseminate information to the public on land management.	District Land Board Area Land Committee Media
		Develop website to facilitate easy access to information.	
2	Land availability by status	Map out the land in Mbale MC	MLHUD
		Produce Maps and display them in public places	Mbale Municipal Council
		Advertise available land in the Media	Physical Planning Committee
		Computerise the land registry	Media
		Survey all land in the Municipality	District Land Board
		Register all land in the municipality	National Environment Management Authority
		Create and maintain a database on land transactions	Development partners
3	Limited knowledge on land use plans	Sensitize the stakeholders about land use plans	MLHUD
		Review and update the land use plans	Mbale Municipal Council
		Prepare plans for unplanned areas	Municipal Dev't. Forum
		Produce plans and display them in public places	Media Land owners Development partners

Water			
No.	Issue/Information gaps	Activities	Actors
1	Current, potential and alternative water sources besides	Conduct a baseline survey on water	NWSC MC MDF
		Set up early warning systems for water	UBOS MoWE
2	Trends in demand and supply of water in the city		
3	Awareness about water tariffs and extra charge on water used for sewer lines		
4	Consumer protection issues		
5	Procedures for new clients' connection	Increase sensitisation on water tariffs, connection procedures, roles and responsibilities of relevant stakeholders.	NWSC MC MDF Acholi cultural institution
6	Role confusion between MC and NWSC on drainage management		
7	Additional services provided by national water e.g. fumigation		
8	What NWSC is doing to upgrade water infrastructure		
9	Legal and policy issues on water	Disseminate relevant laws and policies and consumer protection policy	NWSC MC MDF donors
10	Link between land ownership and water connection	Sensitisation on Land Act, Physical Development Plan and other land-related laws and policies	MC DLB NWSC MDF ALC

Public Space

No.	Information Gap	Activities	Actors
1	Regulations, methods and targets for increasing public space, including regulations and processes for changing usage	-Survey of existing public space -Consultations with community stakeholders -Interviews with MMC technical staff -Consultations with experienced MC in Uganda and abroad -Benchmarking of public space targets	-MMC -Physical Planning committee -Community stakeholders -MCs (in Uganda and abroad)
2	Existing public space (quantity and quality) and its current usage, optimal for various stakeholders, e.g. SMEs?	-Survey of existing public space -Survey of businesses -Consultations (interviews) with stakeholders	-MMC -Business community -Community groups
3	Needs and financing options for maintenance of public space	-Benchmarking of financing options -Secondary literature review -Cost/benefit analysis	-MCs in Uganda and East African Community -MMC -Ministry of Tourism -Service organisations
4	Public space facilities needs	-Interviews with stakeholders -Survey	-Market vendors -Public
5	Viable ways and options to enforce existing usage regulations	-Survey on current usage -Mapping public space	-Users -MMC -District Land Board -Universities -Central Government – MoLHUD - Uganda Land Commission
6	Community needs (for usage and information) related to public space	- Questionnaire on needs	-Community stakeholders - Users, including vendors and businesses
7	What assets are attached to, exists on and underneath public space?	- Survey/mapping of existing public space	
8	How increase public ownership of public space?		

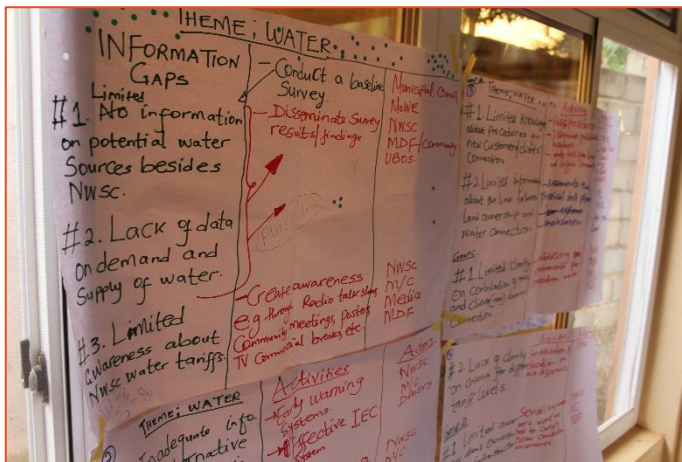
Following the completion of the world café, participants were asked to prioritise among the four themes by placing sticker dots on the themes in correspondence to their individual prioritisation. Each participant received 5 dots to be placed freely across the themes.

The result of the prioritisation exercise was as follows:

Theme	Score (number of dots)	Ranking
Land management	45	1
Public space	32	2
Water	31	3
Energy	18	4

Voices from the floor

“No sustainable economic development can take place without considering the issues surrounding land. If we discuss the issues of management of land, we will have established a solid and necessary basis for our continued work. Furthermore, the other area, that of public space is closely related, because public space requires land. Land is essential to SMEs, since their activities take place on land. And all the services we are talking about here in some way depend on the land issue. If land policy is well articulated, it will capture the essence of how to improve and promote sustainable economic growth.”



6. Closing and Next Steps

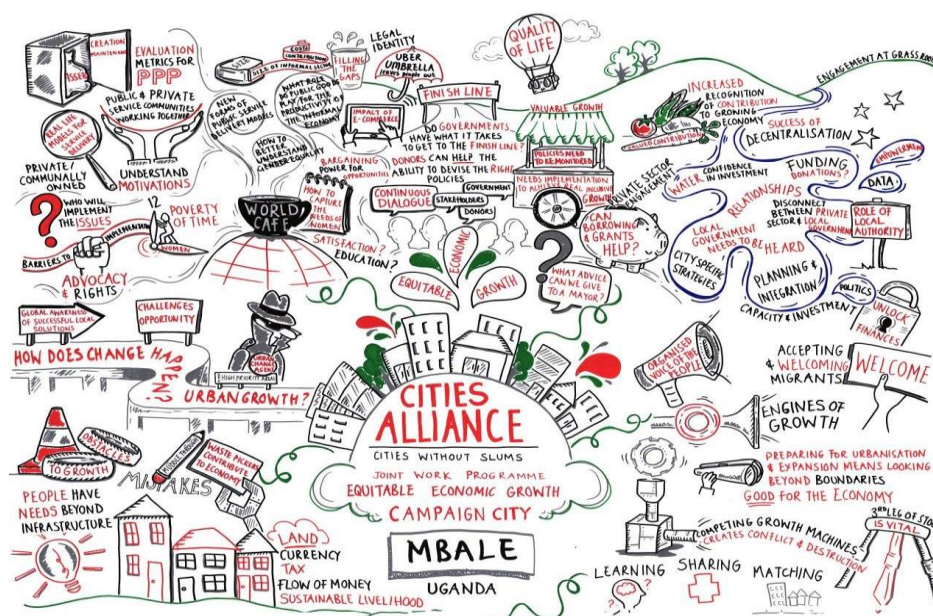
The Kick-off Workshop delivered on its two key objectives: to launch the city campaign in Mbale and arrive at locally set priority areas upon which the continued campaign will be built.

The identification of priority themes and issues for the Local Assessment Report forms a key step in the Campaign City initiative. The themes identified at the kick-off workshop will be reviewed and validated in a process led by the Cities Alliance and the JWP focal point in Mbale, representing Mbale Municipal Council and the campaign city partnership. Once the suggested themes have been reviewed and agreed upon, UNCDF, as the partnership facilitator, will initiate the work on the Local Assessment Report.

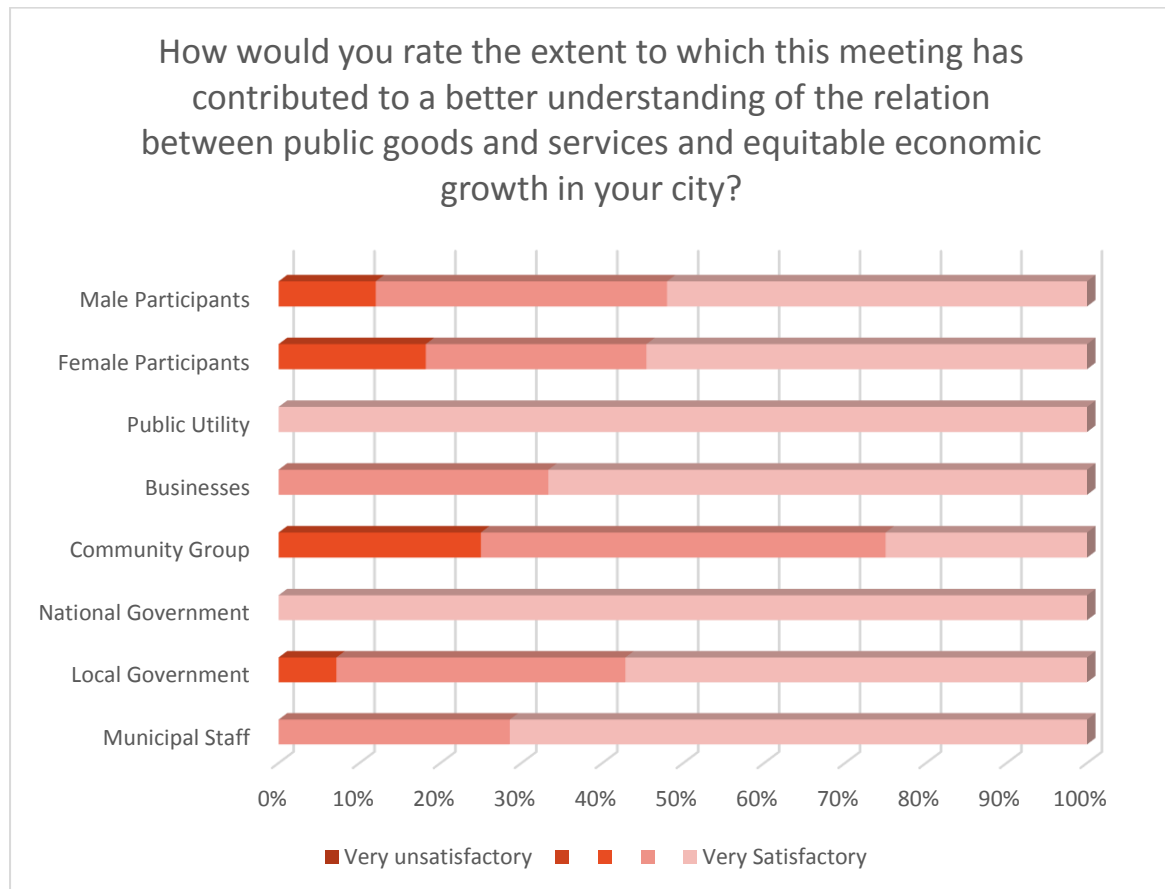


The continued city campaign will include the following steps.

- **January – December 2017:** Initiation of the Local Assessment Report (LAR), following the completion of the review and validation of the suggested thematic areas derived from the Kick-off Workshop. Finalisation of IEER, based on feedback from JWP focal point in Mbale.
- **December 2017:** City Review Workshop, to review the draft LAR and lay the foundation for the production of the policy recommendations.
- **January – May 2018:** Production of evidence based policy briefs and recommendations based on the issues covered in the LAR. Finalisation of LAR based on feedback provided at the City Review Workshop.
- **Q2 2018:** Closure Workshop, to review policy recommendations, evaluate and close the Mbale City Campaign.



7. Workshop Evaluation Results



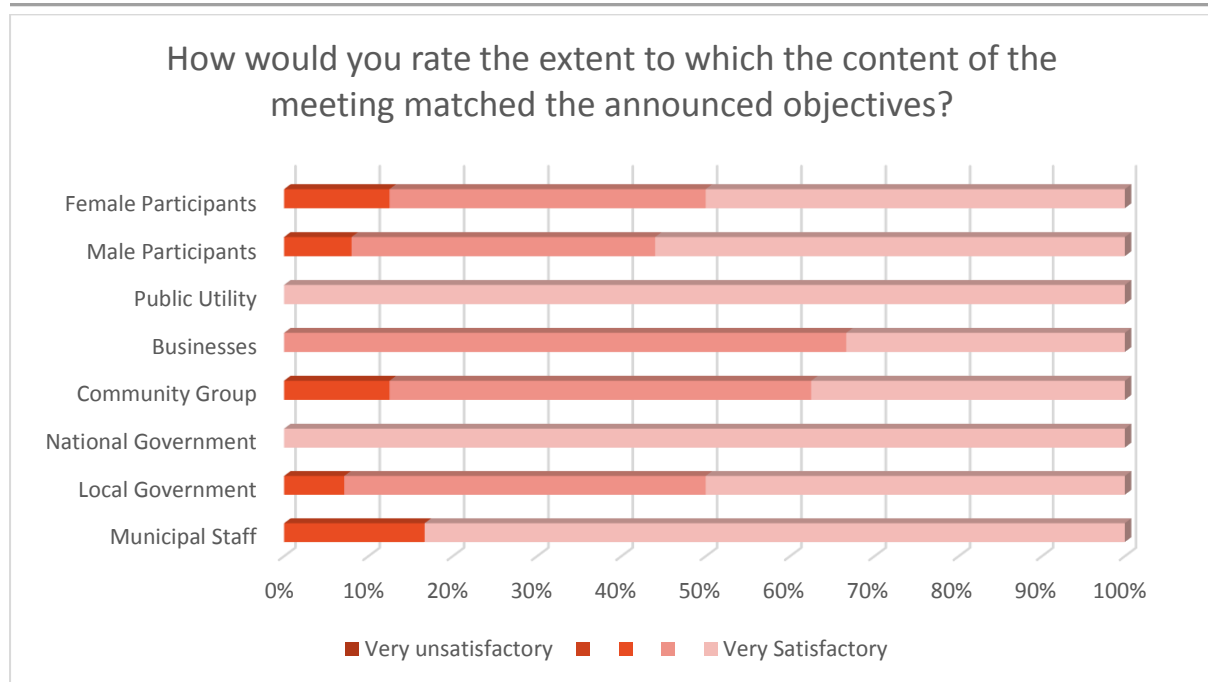
Comments:

“Good presentations”

“The meeting has ably created an enabling platform for shared ideas and more such is encouraged for proper planning and action”

“Before the meeting there was no proper information, however a lot was done during the meeting”

“I have acquired good knowledge about services offered by mmc in relationship to the level of economic growth and the town and its citizens”

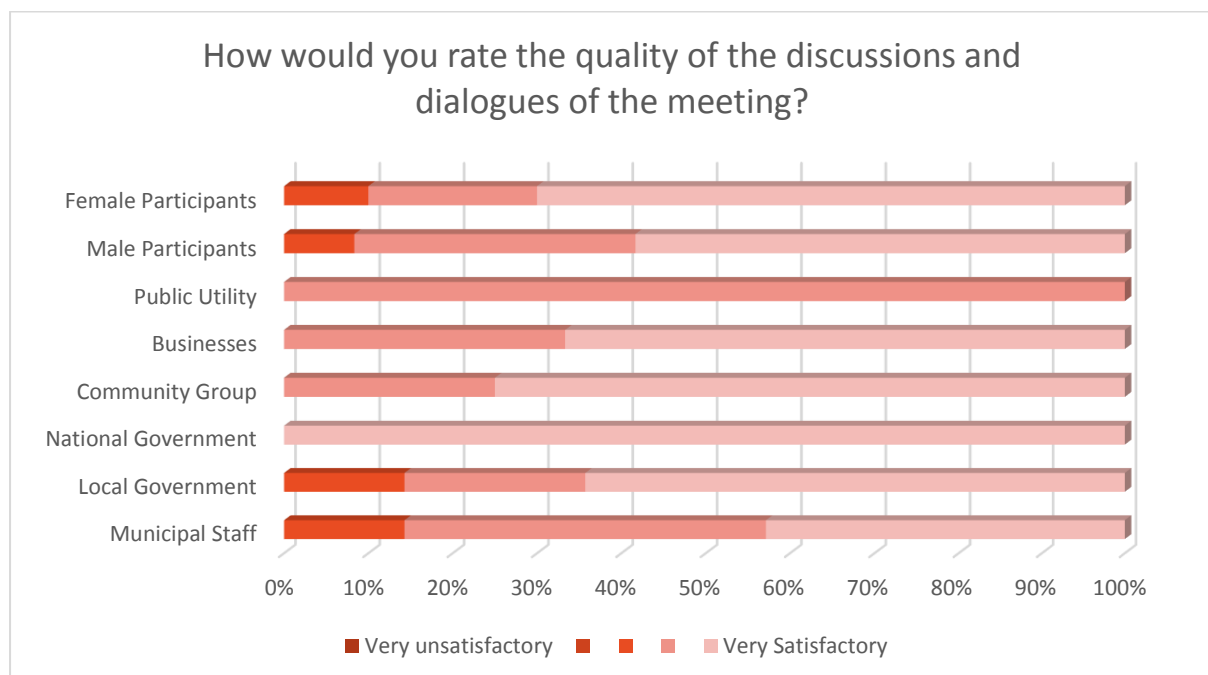


Comments:

“Now I know how our economic potential can be unlocked”

“I got what I expected from it; most of the objectives were met except of the failure to provide transport refunds to participants; the content was handled well and explained”

“The announced objectives adequately matched the content of the meeting”



Comments:

“Training was conducted in a professional way. And the information acquired is perfect to address equitable development”

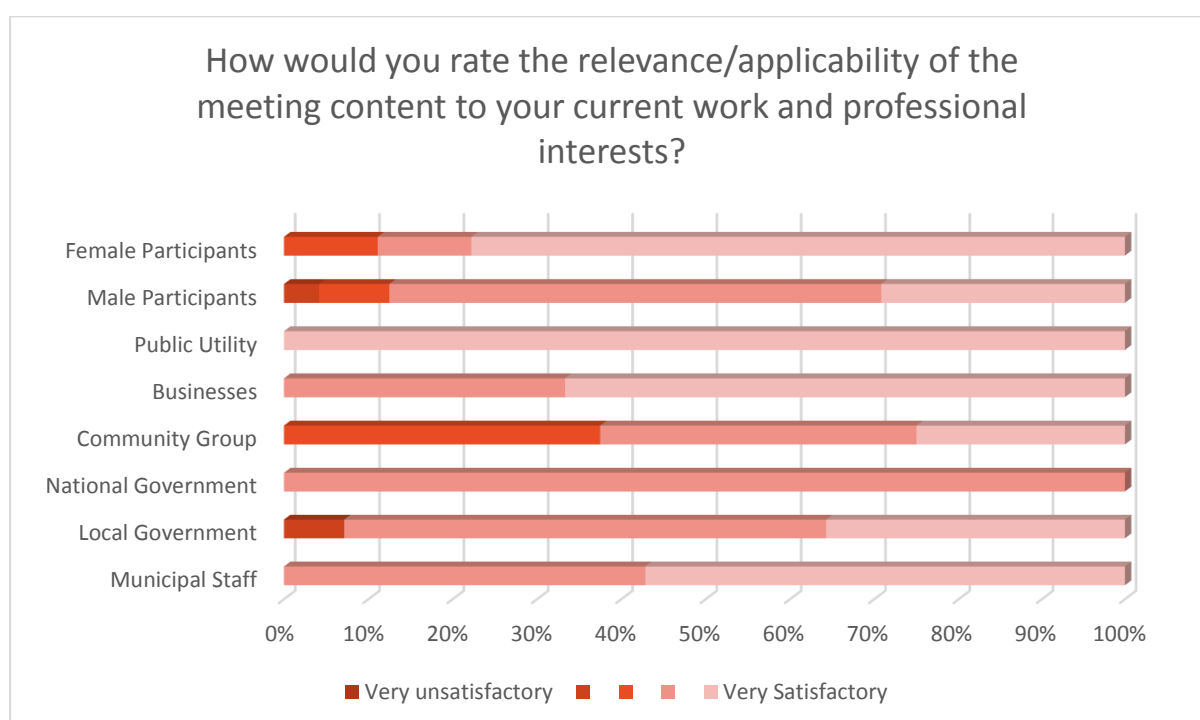
“Very enlightening”

“Quality of discussions were made very clear, understandable and have benefited us as stakeholders”

“Members were given enough time to express their view”

“Quality of discussions were very good because it is participatory. The discussions were participatory and allowed exchange of view”

“Cities Alliance is key and more stakeholder engagement will foster the success of the dialogues”



Comments:

“Quite comprehensive on the issues of local entrepreneur development”

“Very good programme. As a public servant it is my role to ensure that public goods and services are provided for equitable economic growth”

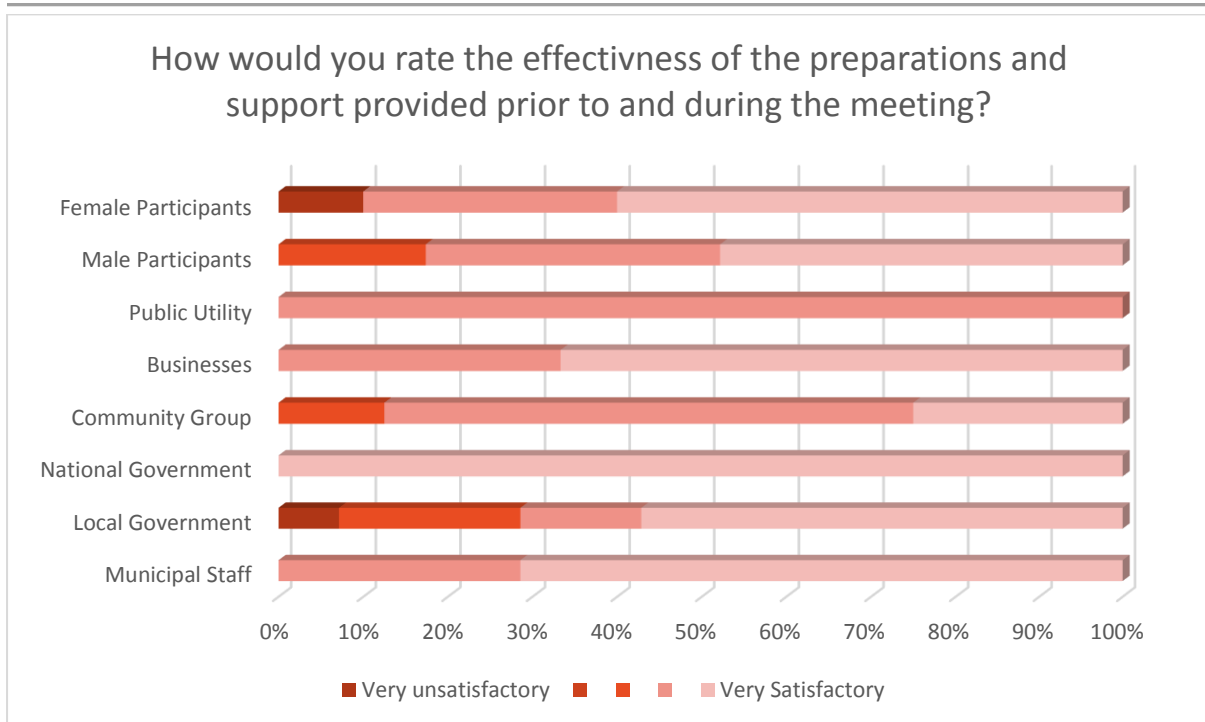
“Being an accountant and member of the MDF representing professionals it was very relevant”

“I have something to take back to my members”

“Discussions were relevant to me as a person and a member of the MDF”

“It has helped us in identifying the need to ask for more information and ask for accountability”

“There is need for professionalism, for better service delivery of public goods and services”



Comments:

“Facilitators were very well prepared“

“Transport refund would be appreciated“

“The meeting has generated ideas that have been captured for proper planning and development“

“It is rated satisfactory because of the previous engagements we had that helped to focus us on the subject matter“

“The facilitators were so friendly“

8. Participants

Name	Affiliation
Wekunya Cornelius	MDF
Maswera Nabusafe	V-P MDF
Damba Norah	
Nanyonga Bridget	MDF Youth
Mafabi Sezi	Northern Division
Nyaribi Rhoda	Mbale MC
Wandugwa Sulaiman	Wanale Division, LC 3
Wamono Hamza	Industrial Div.
Wamagele David Morris	Industrial Division
Wonaku Milton	MDF – private sector
Semanda Turaka	MDF
Gidudu Emmanuel	MMC
Madoi Francis	MDF
Nsubuga Yusufu	General Secretary Market
Nambozo Sarah	MDF
Wandobaza	MDF
Woniala Isaak	MMC
Naswagi Aziz M	MMC
Nambuya F	MMC
Kakai Harriet	Deputy Mayor Mbale
Kusolo Fred	MDF
Soddo Paul	MDF
Busiko Martin	MMC
Giduau Yusuf	
Makanya P	STC
Giduau Isima	Speaker, Wamale Division
Kisesi Robert	Speaker, Northern Division
Woniala Daniel	MDF
Manana Moses	MMC
Masoba M	MMC
Wabomba K Yasini	D. Speaker MMC
Wotsomu John Moses	Sr. Planner
Neumbe Angela	CDO
Wanzira S.	Wamale Division
Abdul Aziz S.	MMC
Muhammed W.	Chamber of Commerce
Atim Fredah Hellen	Chamber of Commerce
Omara Francis	NWSC Mbale
Wekunya Cornelius	MDF
Semanda Twaha Bin Musa	MDF
Nanyonga Bridget	MDF
Mugamb Ally	
Bwayo Emma W.	Uganda National Chamber of Commerce and Industry
K. Charles	Chairman Industrial Division

Milton Wonaia	MDF
Musogolo Joseph	MDF



About Cities Alliance

Cities Alliance is the global partnership for reducing poverty and promoting the role of cities in sustainable development.

Partnerships are critical to achieving the 2030 Agenda for Sustainable Development. At Cities Alliance, we bring together organisations with different perspectives and expertise on city issues around common goals: well-run, productive cities that provide opportunities for all residents. Our members include multilateral organisations, national governments, local government associations, international nongovernmental organisations, private sector, foundations and academia.

The United Nations Office for Project Services (UNOPS) hosts the Cities Alliance Secretariat, which is based in Brussels.

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