

# Kisumu

## Rapid Urban Planning Studio Workshop Results

23-25 February 2012

Kisumu - Winam Gulf, Lake Victoria.

UN  HABITAT



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Urban Planning and Design Branch  
United Nations Human Settlements Programme (UN-Habitat)  
P.O. Box 30030, GPO Nairobi 00100, Kenya  
Tel: + 254 20 762 1234  
Fax: + 254 20 762 3092  
Website: [www.unhabitat.org](http://www.unhabitat.org)

## **ACKNOWLEDGMENTS**

Contributors: Raf Tuts, Gulelat Kebede, Bridget Oballa, John Mwaura, Thomas Stellmach, Gianluca Crispi, Cyprian Selebalo

Editors: Bridget Oballa, John Mwaura, Thomas Stellmach

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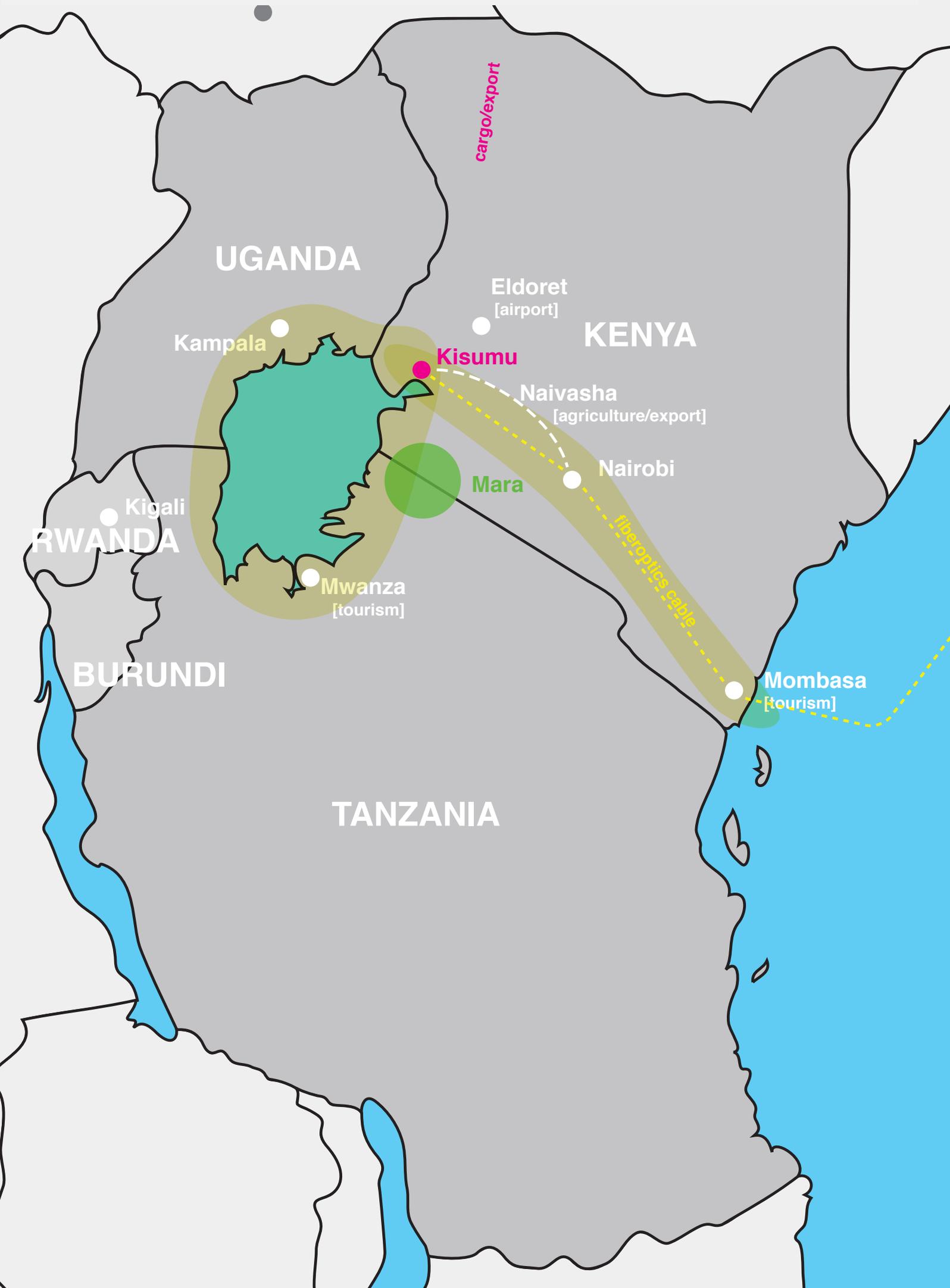
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# KISUMU STRUCTURE PLAN: KISUMU FROM THE AIR 2005



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# KISUMU IN THE REGIONAL CONTEXT



# Introduction and Background

## **Kisumu Rapid Urban Planning Studio**

The Kisumu Urban Planning Studio was held from 23-25 February 2012, organized by the Municipality Council of Kisumu in collaboration with UN-HABITAT. The objective of the studio was to provide inputs to the Kisumu urban planning exercise under Kisumu Urban Project (KUP). A key output of KUP will be a 20-year Kisumu Integrated Strategic Urban Development Plan. The studio which included a field visit, interactive working groups on vision and planning options, as well as a restitution session benefited from the international expertise highly complimented by Kenyan experts and stakeholders representatives, giving a reality check to discussion and proposals.

This report is the culmination of the Rapid Urban Planning Studio and presents the key outcomes of the meeting.

## **Technical Support by UN-Habitat to Kisumu**

UN-Habitat is providing technical assistance to the Municipal Council of Kisumu in the area of urban planning and design. This follows a request by the Mayor of Kisumu, His Worship Sam Okello in December 2011 to the Executive Director of UN-HABITAT, Dr. Joan Clos, for the agency's technical support and policy advice towards the urban planning component of AFD-funded Kisumu Urban Project (KUP). UN-Habitat put in place a multi-disciplinary team to respond to this request and held consultation held with Kisumu municipality and AFD representatives, during which the broad urban planning principles and scenarios for the urban extension and densification of Kisumu to support sustainable urbanization were discussed. This resulted in the scheduling of the Kisumu Urban planning Studio in early 2012.

## **Overview of City Expansion and Densification**

Urban growth of the past 30 years has largely resulted, in many parts of the world, in crowded slums and sprawling settlements in the urban fringe. Cities are consuming more and more land

to accommodate new developments. In most regions, urban land has grown much faster than urban population, resulting in less dense and in general more inefficient land use patterns. In addition, this is often happening in the absence of a viable spatial structure. Pressure on land also results in increased land prices and consequent occupation of marginal land by slums or "leap-frogging" development with urban sprawl. As a result living conditions deteriorate and low density makes it costly and inefficient to provide services and infrastructure. The overall efficiency of settlements is reduced and city development hindered.

Mechanisms for ensuring an orderly expansion and densification of existing and planned neighbourhoods are needed. These include the integration of legal modalities from the beginning of the process. This process provides the city with a spatial structure that can support socio-economic and environmental sustainability. City extensions and densification plans are needed to enable cities to accommodate the expected urban growth in the next decades in a sustainable way. The plans provide for a rational urban structure to minimize transport and service delivery costs, optimize the use of land, and support the protection and organization of urban open spaces. They increase residential and economic densities with compact communities, while guiding new redevelopment to areas which are better suited for urbanization thereby contributing to more efficient and sustainable development. This type of intervention also makes more land available for development, thus reducing speculation and increasing accessibility for the poor, as well as local revenue. The transformation of land use from rural to urban creates wealth and value, it produces assets and income. Tapping on such wealth is a key challenge for local governments in any developing city.

## Overview of Kisumu City

Kisumu city is no exception when it comes to the challenges of urbanisation particularly those related to urban growth, wealth creation and land management and has no approved densification and extension plan. Its current population of approximately 1 million is expanding at a rate of 2.6% per annum and is projected to double to 2 million by 2039. 60% of the population currently lives in informal settlements, with 73% of the total population aged below 30 years old. Kisumu cov-

land, water ways and with the added advantage of a newly inaugurated international airport.

The main economic drivers for Kisumu, Kenya's third largest city, are commerce and trade, transportation, agriculture and fishing. However, the poverty incidence is high compared to other major towns in Kenya. Kisumu also suffers the symptom of an ageing city with decaying aesthetics and with a traditional challenge of expanding into 'rural homes', since the city borders were expanded in



Warehouses along the road from airport to city centre

ers an area of approximately 417 km<sup>2</sup>, of which 297 km<sup>2</sup> is dry land and approximately 120 km<sup>2</sup> under water. The current density trend is approximated at 20 persons per hectare, way below the standard optimal densification. 70% of its land surface is grossly underutilized with sparse or no development.

Centrally situated in the East Africa region, Kisumu is a major transport hub for the region through in-

1972 to include hitherto rural areas.

Kisumu was designated the first United Nations Millennium City in 2006. The pronouncement bestowed both great honour on Kisumu and with it, the challenge to focus on meeting the Millennium Development Goals (MDGs).

Kisumu's vision is to become a centre of knowledge, tourism and commerce excellence in the East Africa region.



# **SUMMARY OF THEMATIC COMPONENTS**

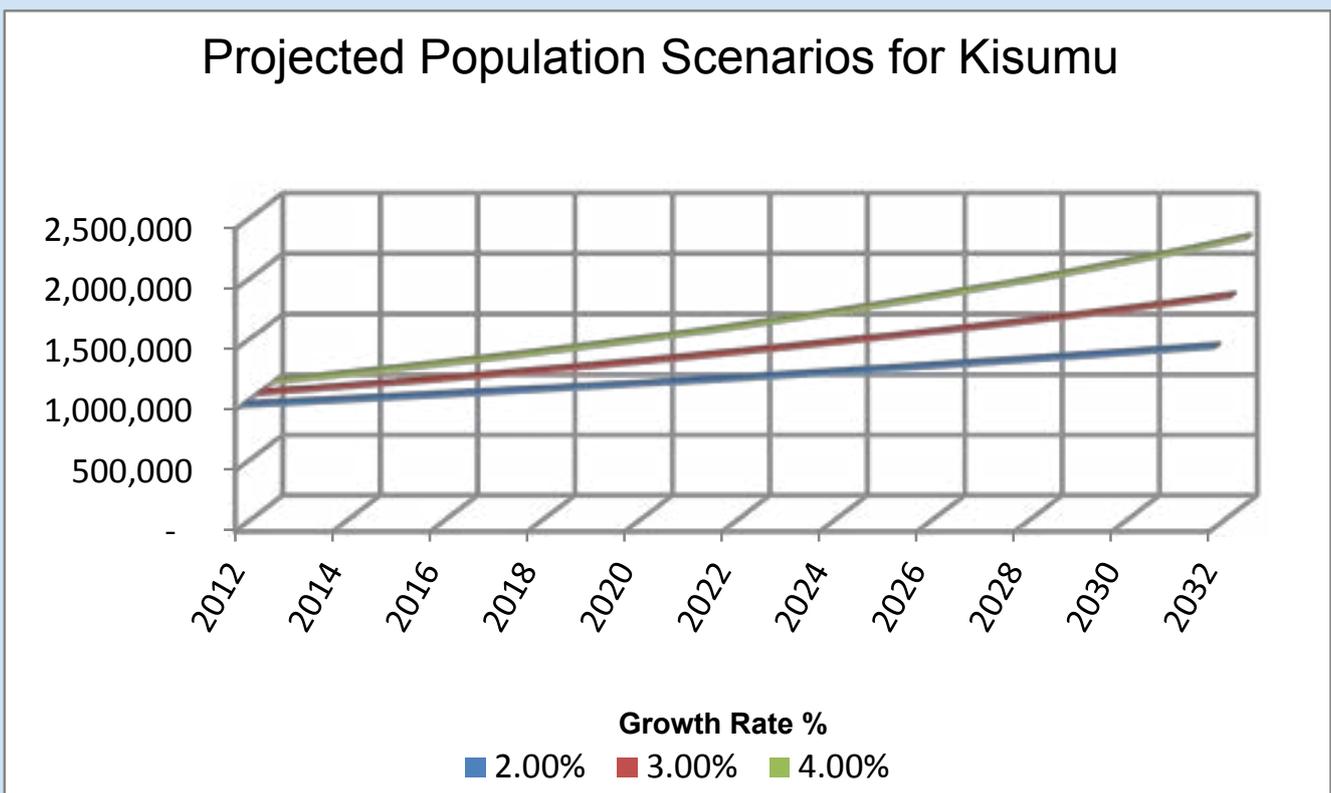


**Kisumu – The planned city and the unplanned city**

# Urban Planning and Design

In the coming two decades, Kisumu will need to deal with the critical challenge posed by the expected doubling of the population from roughly 1 to 2 million. Kisumu is currently growing at a rate of 2.6% in comparison to the national average of 4.3% in the last decade. Kisumu's future population growth rate will be determined by an interplay of factors including the economic and job prospects the city will provide. While considering the various visions proposed for Kisumu: inter-regional transport and commerce hub, university city, high value tourism; the city should consider that the key urban planning strategy should be linked to the creation of employment and adequate and

An urban planning team constituted by UN-Habitat has built a preliminary case using both graphical and empirical evidence, for the densification of Kisumu in order to meet the challenge of the doubling population, and argues that the densification of Kisumu should occur within a set of delimiters (the available land between Lake Victoria, the Nandi Hills and the protected wetland and nature reserve areas), excluding also the land set aside for future expansion of the airport. The growth and densification should be guided within an appropriate legal framework while taking into account existing outlying nodes in the greater Kisumu County.



affordable shelter for the growing population. At present, there is low connectivity between these issues, low densities, increasing urban sprawl, low integration between factors of production, and a disconnect between the population and economic opportunities.

Kisumu must also consider its main assets, which include the newly inducted international airport, a widely accepted city vision, and an existing urban structure.

## **Recommendations for urban planning and design:**

- Kisumu has opportunities for enhancing densification. In this regards it needs to be well defined and designed in order to capture its value in terms of economies of urbanization where public investment can generate private value and increase service provision through a major planning exercise - or - 'a simple drawing of lines'. This has for example greatly influenced private sector development in Kigali, Rwanda.
- There is need to prioritize the physical planning approach over the zoning approach to planning.
- The city needs to undertake a physical planning exercise where more space would be allocated to streets with an ideal being 30%. This plan needs to be official and approved to guide development in the long term.
- Any physical planning alongside land acquisition will need to give due consideration of the local culture.
- Increased densification of the city center is advised where there is more government control on land for commercial areas and mixed with private businesses and residential areas.
- Extending the city with clear grids is important to accommodate a growing urban population. People need to be sensitized and made aware of the grids.
- Special attention needs to be placed in making space available to airport expansion as well as protection of the wetlands.
- Decentralization of the city's core activities to create centers that would influence development in different corridors. Economic corridors such knowledge, agriculture, commerce and tourism is an option to balance densification and expansion.
- Any planning exercise for Kisumu needs to put the lake back into focus and bring out its potential as a key asset. The city needs to be reorient itself to the lake and the current situation where the city has it's back to the lake reversed.

# Urban Economy and Municipal Finance

With the current projection of urban population growth it is estimated that there will be 200,000 more households in Kisumu in 20 years from now. The city must therefore generate a considerable number of jobs and livelihood opportunities. Even with the assumption that half of these households would end up in the informal economy, and further assuming 1.5 jobs per household, the city and the area should create about 150,000 jobs. The question then is where will these jobs come from? The main economic drivers are transport, commerce, fishing and agriculture. The recently opened international airport, Kisumu's location on Lake Victoria and the potential for improved railway links offer some opportunities to harness growth in the above sectors. The fact that the population is young with 73% aged below 30 years old and with 30 % of the urban poor having completed secondary education could be a potential.

The projected urban growth also means increasing demand for infrastructure and urban services. Expanding the tax base and enhancing local revenues are important areas. An increase in local revenue since 2001 has been noted, and this is positive. However this increase has been lower compared to the other cities in Kenya. The main sources of local revenue are fees (such as licenses) at contributing 48%, and property rates 26%. More than 50% of the city's expenditure goes to recurrent budget leaving only 16 % for investment expenditure.

## **Recommendations to strengthen municipal finance and the urban economy**

Kisumu County is endowed with economic opportunities in agriculture and agribusiness but not yet exploited. Location offers opportunity for Kisumu being a transport and trade hub, but this hinges on the future development of multi modal transport network, connectivity and infrastructure for logisti-

cal and trade activities. In Kenya's Vision 2030, Kisumu is identified as one of the tourism potential destinations, but this is yet to be explored and validated, and considered in relation to other options, particularly trade and commerce. If tourism is to be an economic driver, the products it intends to offer have to be identified (water sports, culture, transit within the western circuit, etc.) and promoted, and the service sector has to be developed including hotel facilities. Tertiary education is also being considered as another area of growth. Indeed there is a nascent university sector which can be growth driver, if it is carefully nurtured on the basis of academic excellence and reality based learning that also benefits from international university links. Kisumu's reputation for scholarship and value for education should be helpful. Whichever sectors have been identified to drive the economy, maximizing the gains require creating the enabling conditions to maximize the gains and capture the multipliers.

Municipal revenue can be enhanced by improving the information system to update registry for the property and land ownership. The revenue management system also needs to be enhanced to increase collection rates by plugging the leaks, deploying IT services and considering using banking service options. Land value capture needs to be considered in the mid to long term period. The large informal trade sector which is seen as a first step to employment and trade needs to be formalize through flexible structures and accessible infrastructure to add value to taxes that they may generate

A number of ways to increase per Capita public investment have been proposed through reform in expenditure and diversification of investment sources. A review of workforce to balance technical skills with support skills and rationalize would

release resources that can be deployed to other uses.

Diversifying investment sources to include , public private partnerships including build operate and transfer (BOT), establishment of a municipal corporation to spur investments, developing mechanism for investments by the “Kisumu’ Diaspora, establishing a municipal development fund, and developing a new business plan, which is bankable to fund infrastructure through loans. In developing any plans, the city should be asking where the big bang for the buck will come from and test ideas through their implementability and impact.

The city is also encouraged to position itself to take advantage of the soon to be implemented devolution of power to counties and cities. The new constitution and its constituent acts such as the Urban Areas and Cities Act of 2011 are seen as enablers for municipal revenue and city economic development. These recognize urban areas as agents for driving county and national budgets and development.

Kisumu is also recognized as the capital for the western region of Kenya and is likely to be the capital of the new Kisumu County.

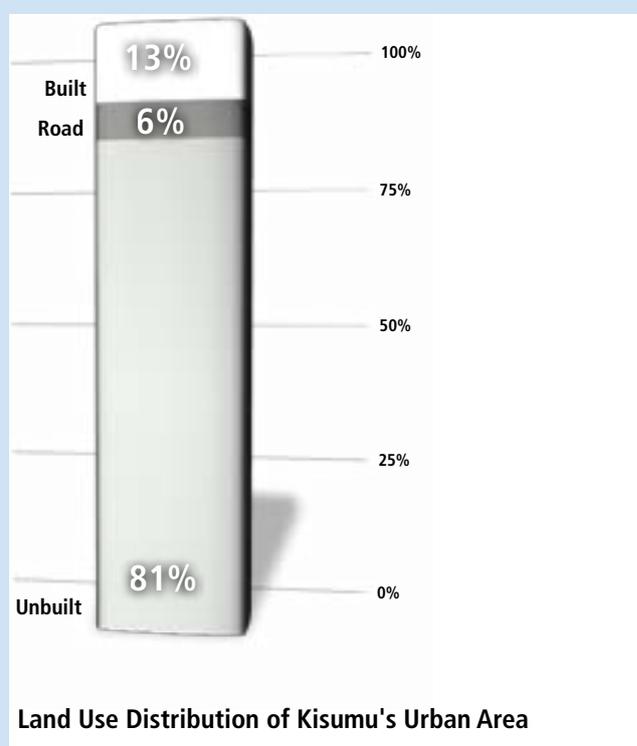
# Land and Legal Frameworks

## Rapid analysis of the current situation

The Department of Physical Planning in the Ministry of Lands is the major urban planning authority in Kenya. It is responsible for implementation of the Physical Planning Act and prepares plans and policies for urban development. In collaboration with the local authority, the Department plans and monitors the implementation of planning proposals in all areas under county council jurisdiction and in all municipalities. The department prepares structure plans to guide development in urban areas and regional development plans which not only guide rural development but also spell out the relations of urban settlements within regions. The department has representations in regional offices including Kisumu, however major approval are done at the headquarters by the Director of Planning and the Minister. The Director of Planning of the Municipality has the responsibility of preparing and overseeing the implementation of development plans. The Department of Physical Planning supports the municipality in the implementation of the plans by providing technical assistance. Finally, the Urban Development Department of the Ministry of Local Government assists local authorities with formulating local authority development plans in all towns in Kenya. Further a multiplicity of agencies working in parallel often without coordination.

Urban development and planning activities in Kenya are guided by Local Government Act (Cap 265) and Physical Planning Act (Cap 286), as amended in 2010 and regulations thereunder. The former empowers every municipal council, county council or town council to control the development and use of land and buildings in the interests of the proper and orderly development within their jurisdictions; while the Physical Planning Act defines institutional arrangements, roles and functions, and procedures for consultative processes in planning and approval of plans. These laws have recently been bolstered through the enact-

ment of the Urban Areas and Cities Act of 2011 which provides for integrated urban area and city development planning including preparation of integrated city development plans. Other development control instruments are the Building Codes and several by laws. Majority of Kisumu municipal by laws have been promulgated in 1954 and never modified since.



The implementation and enforcement of this enabling legislation for sustainable urbanization in Kisumu is hindered by the prevailing land tenure relations. Kisumu has a limited amount of public land held by national and local government that can be used for municipal developments. The dominant tenure (approximated at 70%) is private land holding under leasehold and freehold where usage of such land for development purposes requires setting aside funds for compensation. Customary land holdings exists through reversion of land that was adjudicated in the 1970s, however

there was no follow-up to formalization thereby reflecting ineffective land management and limited land governance. The prevalence of this dual system of customary and statutory systems operating in parallel in peri-urban areas has resulted in proliferation of uncontrolled urban sprawl and informal settlements. This situation complicates achieving occupation densities that can be serviced efficiently and economically through infrastructure grid extension.

### **Recommendations to strengthen land and legal frameworks**

There are a number of approaches that can be instituted to improve urbanization in Kisumu City. Their success will require concerted sensitization of the communities, especially land owners to appreciate the “win-win” situation accompanied by these approaches, and to understand the incremental nature of implementing development plans.

Land readjustment entails bringing together (pooling) individual land parcels to implement a development scheme where desirable densities, public spaces and services are achieved and resultant planned parcels are proportionally distributed to land owners. Land readjustment can be a tool to make serviced land available for development and guide city expansion. The improvements and services lead to tremendous increase in property value which can be captured to fund the infrastructure, this approach eliminates the need for compensation in land acquisition for public spaces.

The advantages of land readjustment are not limited to the described outcomes; the process leading to a successful land readjustment project fosters local governance and community self-actualization, increases community-government dialogue, promotes local democracy, and strengthens social cohesion.

Development of city master plan can be used to influence the city expansion and provision of infrastructure through planned grid extension. An approved master plan can be used to control development through issuance of permits or refusal where development straddles planned servitudes.

The master plan also can increase the value of properties which will benefit from planned services, and this can be used to negotiate for land donations from the beneficiaries to provide servitudes, thereby facilitate speedy delivery of services which could otherwise take years to achieve.

The provision of more efficient urban services and infrastructure could be founded by improving the efficacy of property tax collection and by introducing new mechanisms to make developers contribute to the cost of infrastructure and to capture the increase in land value due to public investments. Innovative private-public partnerships could also be explored to increase access to urban land and housing by the poor.

The institutions have to develop capacities for implementation and enforcement of existing laws including those on environment affecting wet-lands and riparian rights. The ongoing reforms on devolution should provide the basis to changing the culture of impunity related to implementation of laws and regulations from the national level oblivious of local conditions and bring to bear local interests and bottom-up planning.

# KEY FINDINGS FOR SUSTAINABLE URBAN DEVELOPMENT

### **AFD-supported Kisumu Urban Project (KUP)**

The Kisumu Urban Project (KUP) is a 4 year-urban development project (2010-2014) funded by the French Agency for Development (AFD), for a total amount of 40 millions Euros. A key output of the KUP will be a 20-year Kisumu Integrated Strategic Urban Development Plan. KUP's overall objective is to improve the living conditions of Kisumu's population while reinforcing the municipal capacities and accountability. Its key components include, Capacity building, management and planning; Solid Waste Management; Slum Upgrading; Commercial services, and Public facilities and infrastructure. As part of the project, a Kisumu Integrated Strategic Urban Development Plan, 2010-2030 is being prepared and will contain a comprehensive database on Kisumu's urban conditions, including development trends, growth patterns, needs and deficit. UN-Habitat is in the steering committee of the KUP alongside the multi stakeholder group Kisumu Action Team (KAT) which includes citizen representatives, among others. Many recommendations contained in this report are primarily to complement the AFD programme.

### **Rapid Urban Planning Studio**

The group of experts concentrated discussions on three core thematic areas that are seen to drive sustainable urban development in Kisumu. These are;

- i. Urban Planning and Design,
- ii. Urban Economy and Municipal Finance, and
- iii. Urban Land and Legislation.

These areas were also informed by UN-Habitat's renewed emphasis on urban sustainability and which were contextualized to Kenya and Kisumu. The following provides an overview of prevailing situation with recommendations of the experts.

### **i. URBAN PLANNING AND DESIGN**

#### **Rapid Situation analysis**

Kenyan cities are rapidly growing with the current urbanization level at 34% set to increase to 50%

by 2030. The country however generally suffers a shortage of planners with very few cities/towns assigned planners. For example, Kisumu has one planner. Further there is a legal loophole in recognition of planners as other government departments have overlapping roles - particular the Department of Physical Planning in the Ministry of Lands.

"Urbanization happens anyway – a chap in a slum in the city learns more - good or bad – in one week, more than he could in his lifetime in the rural areas."

Dr Joan Clos, Executive Director – UN-Habitat"

Kisumu is sparsely dense with about 4,000 inhabitants per square kilometer. The ideal should be 15,000 per square kilometer. which dictates the quality of densification. Densification produces economies of urbanization and agglomeration. A dense city uses less energy while generating additional sources of wealth for the city through economies of agglomeration. 13% of the city's area is built up while 81% is unbuilt. Streets occupy as low as 6% of space in sparsely developed areas though this figure is higher in more dense areas such as the Central Business District. On average only 15% of space is allocated to streets in Kisumu while the desirable state should be 30%. For example Obote Road area, a more densely populated part of the city has 30% coverage while up in the mountainous area the coverage is only 12%. The sparsely built city makes infrastructure such as drainage water and sewerage costly to provide.

Kisumu the city has encroached into rural settlements. This has posed great challenges for urban planning where most land is customarily owned and cultural practices are sensitive. Influencing urban development by extending infrastructure services such as roads to these 'rural homes' has therefore been a challenge. This challenge is slowly being overcome through negotiations where resident release small portions of their land towards urban development. In areas where this development has been provided, especially ac-

cess roads, the values of property and land have risen rapidly and attracted the customary owners to sell to 'urban dwellers' and this is a growing trend.

"Many Kisumu indigenous residents believe that the city is in their homes and not homes in the city."

Kisumu Municipal Planner – Mr. Absalom Ayany

Kisumu city has no approved physical plan and this is hampering developing patterns in the city. Development is usually ahead of planning in the city. The high potential of the lake front for example has not been yielded as a public good as the city having a built up area including an industrial zone at the shore. The mountainous area is sparsely but increasingly being built without a common plan in place.

"The city has turned its back to the Lake."

Pablo Vaggione, Urban Planning Expert, Spain

### Recommendations for urban planning and design:

- Kisumu has opportunities for enhancing densification. In this regards it needs to be well defined and designed in order to capture its value in terms of economies of urbanization where public investment can generate private value and increase service provision through a major planning exercise - or – 'a simple drawing of lines'. This has for example greatly influenced private sector development in Kigali, Rwanda.
- There is need to prioritize the physical planning approach over the zoning approach to planning.
- The city needs to undertake a physical planning exercise where more space would be allocated to streets with an ideal being 30%. This plan needs to be official and approved to guide development in the long term.
- Any physical planning alongside land acquisition will need to give due consideration of the local culture.

- Increased densification of the city center is advised where there is more government control on land for commercial areas and mixed with private businesses and residential areas.

- Extending the city with clear grids is important to accommodate a growing urban population. People need to be sensitized and made aware of the grids.

- Special attention needs to be placed in making space available to airport expansion as well as protection of the wetlands.

- Decentralization of the city's core activities to create centers that would influence development in different corridors. Economic corridors such knowledge, agriculture, commerce and tourism is an option to balance densification and expansion.

I want Kisumu to be a model of a properly planned city in the region. My vision for the city is that Kisumu becomes a centre of excellence in knowledge, tourism and commerce in the next 20 years.

Kisumu Mayor, His Worship, Sam Okello

- Any planning exercise for Kisumu needs to put the lake back into focus and bring out its potential as a key asset. The city needs to be reorient itself to the lake and the current situation where the city has its back to the lake reversed.

"The three planning options for Kisumu are to densify, extend and decentralize"

Thomas Stellmach, Urban Planning Consultant, UN-Habitat

## ii. URBAN FINANCE AND MUNICIPAL ECONOMY

### Rapid Analysis of the current situation

Jobs: The average household in Kenya is estimated at 5 members per household. With the

current projection of population growth, by the year 2039, 200,000 new households are expected. The key question will then be where the jobs and economic opportunities come from to accommodate this urban growth. Assuming that half of these households would end up in informal economy, and further assuming 1.5 jobs per household, the city and the area should create about 150,000. Identifying the economic drivers and support their growth is central.

Revenue and expenditure: A rapid urban study conducted in Kisumu among 5 cities in Kenya in 2008 indicated a consistent yearly increase in local revenue since 2001. However the increase in Kisumu has not been as high as the other cities in the study, namely, Nairobi, Mombasa, Eldoret and Nakuru. The main source of local revenue is fees (such as licenses) at 48%, and property rates at 26%. Also more than 50% of the city's expenditure goes to recurrent budget for salaries with its investment portfolio being as low as 16%. The per capita investment in the city was lower than the other four cities surveyed. The city will therefore need to put measures in place to enhance revenue and balance its expenditure

Population and workforce: Kisumu population is young with a potential working force with 73% of the total population aged below 30 years old. 60% of the population currently lives in informal settlements, and 30 % of its urban poor have completed secondary education. This is a positive indicator, to an extent, for skills required to spur growth

Key current economic drivers: The main economic drivers are transport, commerce, fishing and agriculture. It is estimated that 4% of the western Kenya hinterland accounts for 25% of the country's urban agriculture. There is also a nascent tertiary education sector. The key question is whether these drivers are able to deliver adequate and decent jobs for the rising population.

### **Recommendations to strengthen municipal finance and the urban economy**

The city needs to:

- Adopt planning and land use principles that support growth of its driving sectors and unleash agglomeration economies
- Stimulate (Urban regeneration, buy local, incentives to growth driving sectors)
- Make the city attractive to business and residents, by creating investment enabling conditions and creating efficient service sector
- Invest in water front development and the urban redevelopment projects to unlock lost values, jobs and opportunities
- Harness local assets, agglomeration economies and productive capacity
- Partner with universities, business and youth and community groups to design and implement smart schemes that connect actors, ideas, resources and economic opportunities.
- Position the city within the regional economy

Specific action points are addressed below:

#### 1. Strengthening the Economic Drivers

The key economic drivers are envisioned as knowledge, tourism, commerce. It has been recommended that agro-processing should also be seen a key economic driver.

*Knowledge:* A number of universities currently have campuses in Kisumu including Maseno University, which is the largest and The Great Lakes University. These universities have only been operational since the beginning of this century. The growth in higher education in the city has good economic prospects which need to be capitalized on. An expansion in this sector has been recommended as it has the ability to influence growth through the market service chain of housing, service and entertainment for the urban youth, among others. It is further recommended that along with this growth, Kisumu needs to specialize in a knowledge product which should be reality based learning. This has been experimented in the ongoing partnership between Maseno University and Chalmers University also supported by UN-Habitat where reality-based studios for research students have been taking place.

“Make Kisumu a reality based center for learning in its quest to be unique on knowledge excellence.”

Prof Bjorn Malbert, Chalmers University

*Tourism:* Tourism is to be seen in the sense of a wider region which includes the Kenya Tourism Board designated Western tourism circuit. This circuit covers Ruma park, Impala Park, the Kogelo home area of Barack Obama Snr., Kit Mikayi, Mt. Elgon and Kakamega forest among other key attractions. Kisumu's proximity to the Maasai Mara with the added advantage of the international airport makes it also competitive with Nairobi in this regard. The kind of tourism envisioned therefore is one where visitors on transit to other parts of the western area and the Mara can inject money into the economy of the city. The city has been encouraged to develop its arts sector, mainly music, as part of the local tourism package. Kisumu has an upcoming convention center and its city council has currently approved a number of 5 star hotels expected to be operational in the next few years to offer attractive accommodation. Neighboring countries of South Sudan, Uganda and Rwanda are seen as sources of tourists.

*Agriculture and Agro-processing:* Kisumu is emerging from 'an agricultural city' where the city has developed from and encroached into rural farmlands. A substantial area of the city is still used and fertile for urban agriculture. Besides, it's the largest urban centre in western Kenya and conveniently located and surrounded by vast rural agricultural economies consisting of sugarcane, fruits, and cotton. The agro-processing and value addition industries, therefore, seem a viable economic driver for regional, national and international export.

*Commerce and trade:* Commerce and trade will continue to form a key sector for the city. This has been made more possible with Kisumu being a transport hub connecting Uganda, Rwanda and Sudan to Kenya as well as western Kenya.

## 2. Enhancing municipal revenue:

Municipal revenue can be enhanced by;

- Improving the information system by updating the registry for the property and land registry for the city.
- Improving the management system by increasing the collections rate as what is intended to be collected is usually not achieved. This means plugging the leaks in the collection system by deploying IT services and considering payments through a more transparent banking hall setup/
- Considering the potential for land value capture in the medium term.
- Formalizing the informal trade sector which is seen as a first step to employment and trade. These need flexible structures and accessible infrastructure to add value to taxes that they may generate.
- Enhancing GIS with populated land data to guide investors

## 3. Increasing per capita capital budget and expenditure:

This can be increased by:

a) Initiating reforms in the expenditure management to increase the investment capital which currently stands at 16% while a major percentage of the expenditure goes to recurrent budgets for salaries. This portfolio can be shifted through a review of workforce to balance technical skills with support skills with a view to release capital for investment and taking advantage of ongoing civil service reforms in the country including the local government reform program. A successful review of work force has been carried out elsewhere in Maragua Municipality in 2007 and lessons can be drawn from this.

b) Diversifying investment sources to include

- public private partnerships including build operate and transfer (BOT),
- establishment of a municipal corporation to spur investments

- developing mechanism for investments by the "Kisumu" Diaspora

- establishing a municipal development fund

c) Efficiently utilizing existing assets of the municipality. Such assets can be for example the water treatments plants or even municipal garbage collection trucks.

d) Developing a new business plan, which is bankable to fund infrastructure. Such a plan should be bankable and readily attract loans by showing benefits for example how new jobs and wealth can be created with the development of new infrastructure and land.

#### 4. Unlocking the enabling legal framework:

The new legal frameworks in Kenya chiefly the new constitution promulgated in 2010 and its constituent acts including the Urban Areas and Cit-

"We must adhere to the principle of the 3Is, that is, Ideas, Impact and Implementation in order to have sustainable future economic plans for the city. One must ask, if it did not happen until now why should it happen?"

Gulelat Kebede, UN-Habitat

ies Act which is already in law, as well as the devolution and county bills in progress are seen as enablers for municipal revenue and city economic development. These recognize urban areas as agents for driving county and national budgets and development. Kisumu is also recognized as the capital for the western region in Kenya and is likely to be the capital of the new Kisumu county. The new laws also allow non-traditional investment e.g. municipal corporations, municipal and county bonds. In this regard, the city may consider establishing a municipal development fund to be attracted from new development. Further, each city has to form commercial economic zones and Kisumu is only one of 3 legally recognized cities in Kenya besides Nairobi and Mombasa. Further Article 66 of the Constitution gives power to city officials to regulate development in cities .

In shaping the these plans to enhance Kisumu's economy, a critical look at the Ideas, Impact and Implementation (3Is), must be done. In developing ideas for a stronger economy, check these ideas with the reality and question why there has been little or no change over the years and why should the new ideas now work. For example, what investment has the city attracted over years, what other investments can be attracted? Evaluate these ideas and options in terms of impact, specifically, on new jobs, added revenue, productivity and quality of life or livability of Kisumu city. The plan is not complete until the ideas, their impact which is assessed, is translated into how can it be implemented. Resources for implementation need to be clearly identified.

### iii. URBAN LAND AND LEGISLATION

#### Rapid Analysis of the current situation

Under the current institutional arrangements for city planning, the council is charged with responsibility for guiding, regulating, and controlling development and the use of land of under the Local Government Act and Physical Planning Act. The Urban Areas and Cities Act of 2011 provides for integrated urban area and city development planning including preparation of integrated city development plans.

In Kisumu four types of land tenure are identified:

(i) unalienated public land is vested in the national and county government and accounts for about 6.4%

(ii) private leasehold/freehold land is all registered land held by individuals, companies, cooperative societies, or organizations, estimated to be 70%

(iii) customary land is occupied by a given community, governed by customary land laws and is not registered in individual or group titles. Formally, this category of land hardly exists in Kisumu, all land having been adjudicated in the 1970s. Ad-

judication was supposed to extinguish customary rights and confer statutory rights

(iv) Realities on the ground reflect a dual system of customary and statutory systems operating in parallel (non-formal de facto tenure). In peri-urban areas, informal urban development continues to proliferate and customary systems in urban areas have been reintroduced in the absence of effective land management and governance.

These types of tenures are seen as unsustainable for city development. For one, optimal densification cannot be achieved.

### **Recommendations to strengthen land and legal frameworks**

Land readjustment and value capture are the main recommendation. It is seen as something that must be done for city densification and extension of desired urban grid both in the city center and in the informal settlements to occur.

There are immense opportunity for sustainable development and expansion for Kisumu but land

held under freehold and customary ownership will need to be released for development of the city. This can happen in two ways:

- the acquisition and compensation of land under customary and freehold tenure which is however expensive and complicated,
- obtaining land for infrastructure through negotiation with owners who would benefit from increased land values,

There is need to build trust regardless of whichever method is used in acquiring land for land re-adjustment.

Further the use of a city plan to earmark land for long term development is required.

Need to update data on boundaries e.g. determining the riparian land vis a vis the land beacons. The lake shoreline has been receding since the colonial times releasing land for development but which is not equitably owned There is , therefore a need develop a shoreline management plan.

“Kisumu needs to be Kisumu. A unique identity is paramount”

Tatiana Ogliari

# **SPATIAL AND PHYSICAL OPTIONS FOR KISUMU**

This section offers recommendations for planning in Kisumu in a spatial dimension. It provides specific inputs for developing the Highlands, airport, ports, lakefront, wetlands and core land areas for city extension. It is further complemented with various physical maps for the planning exercise which would perhaps need to be further refined with details, particularly under the AFD KUP. In short, this section attempts to cover the entire geographic space of Kisumu City with some form of planning scenarios and options.



Workshop Discussion

## HIGHLANDS AND WETLANDS

Kisumu is partly covered by a mountainous region to its north and wetlands vegetation along the lake particularly to the south which forms important ecological zones.

*The Highlands:* The mountainous region situated in the Nandi Escarpment to the north of Kisumu is of volcanic formation with poor soils - mostly regosols. The side facing city has erosion due to human settlements developing in the area and the drastic reduction in vegetation cover. This is a big reason for flooding into the lake and airport during rainy seasons. The other side in the plateau has fertile soil.

*The Planes:* The Planes in Kisumu are divided into three:

- i. Kano plain which has deep cotton soils which is suitable for agriculture
- ii. Kanyakwar plains which is poor for agriculture but good for settlements. This is located the down the valley and has a lot of murram soil which supplies construction needs in the city into town
- iii. "Urban plain"- bordering the city centre and mostly habited with human settlement

*The Wetlands:* The two main wetlands of Nyamasaria and Obunga. These have deep alluvial soils, black cotton soil with farming activities in the Nam Thowe area which that supply the city with vegetables

The mainly a papyrus wetlands now become fast extinct and drying. Heavy use of river waters upstream is denying the lake recharge waters. Agriculture upstream is also causing pollution with heavy use of manure and heavy metals. Human encroachment is also occurring which are in the form of settlements, fishing of specialized fish species, livestock grazing, and hunting. There is now a threat of extinction of certain species of birds and the Sitatunga.

Laxity in implementing the national law to regulate development along water bodies' i.e the 30 meter riparian rule – is negatively influencing protection of the wetlands. There is also lack of updated authentic riparian maps to guide development control and this is resulting fragmentation of the wetlands.

The Lake which is harbored by the wetlands is gradually going down in level. Lake Victoria is supplied by six rivers in Kenya and these rivers are drying up and therefore depositing low levels of water into the lake. Sediment deposit is also a factor in the receding lake as is evaporation due to climate change.

## Recommendations for Highlands and Wetlands

*Highlands:* the mountainous area whose green cover has been significantly reduced adopts a low density settlement

- re-afforestation is undertaken which should include fruit trees
- deep radical terracing to control flood energy descending to the city planes including the airport and to promote agriculture and human settlement mixture
- A road layout compatible with the contours be developed
- Mapping exercise on the mountainous area to support legislation need is undertaken. There is need to mitigate against landslides and construction in steep contours with legislation
- These measures require formation of a neighborhood and local government collaboration in the short run by bringing together land owners for some guidance, agreement and resource pooling
- At the valleys and vales encourage sustainable agriculture, particularly in the Kano Plains.

*Wetlands:*

- There is need for coordination and application of legal instruments to protect wetlands. As an important step, all the national laws need to be brought into one implementing document
- Create updated authentic maps with the riparian area and share widely
- Protect the papyrus wetlands by creating ecological corridors to protect the wetlands which can also be public space. Develop a 'Green master plan' for this
- Establish cooperation with neighboring municipalities in the Kano Plains and rivers upstream for purposes of joint implementation and coordination of programmes to protect the wetlands
- Initiate a study towards hydrological management plan which covers areas beyond Kisumu and put in place this plan.

- As the wetland is a resource for hunting, especially of special / rare species, there is need to conduct a study towards its sustainable use
- In view of the receding lake, a water mark needs to set and declared so that development is not influenced by this as there are chances that with the Mau conservation efforts, the lake increase. This has been done for Lake Naivasha
- Further, as wetlands and lakes are connected, there is need to establish lake asset value in terms

"The plan to sustainably develop Kisumu's wetlands, and highlands which informs the ecological sustainability of any city feeds in perfectly to its planning and economy. These are great assets to the city which need to be protected and utilized sustainably".

Rafael Tuts - UN-Habitat

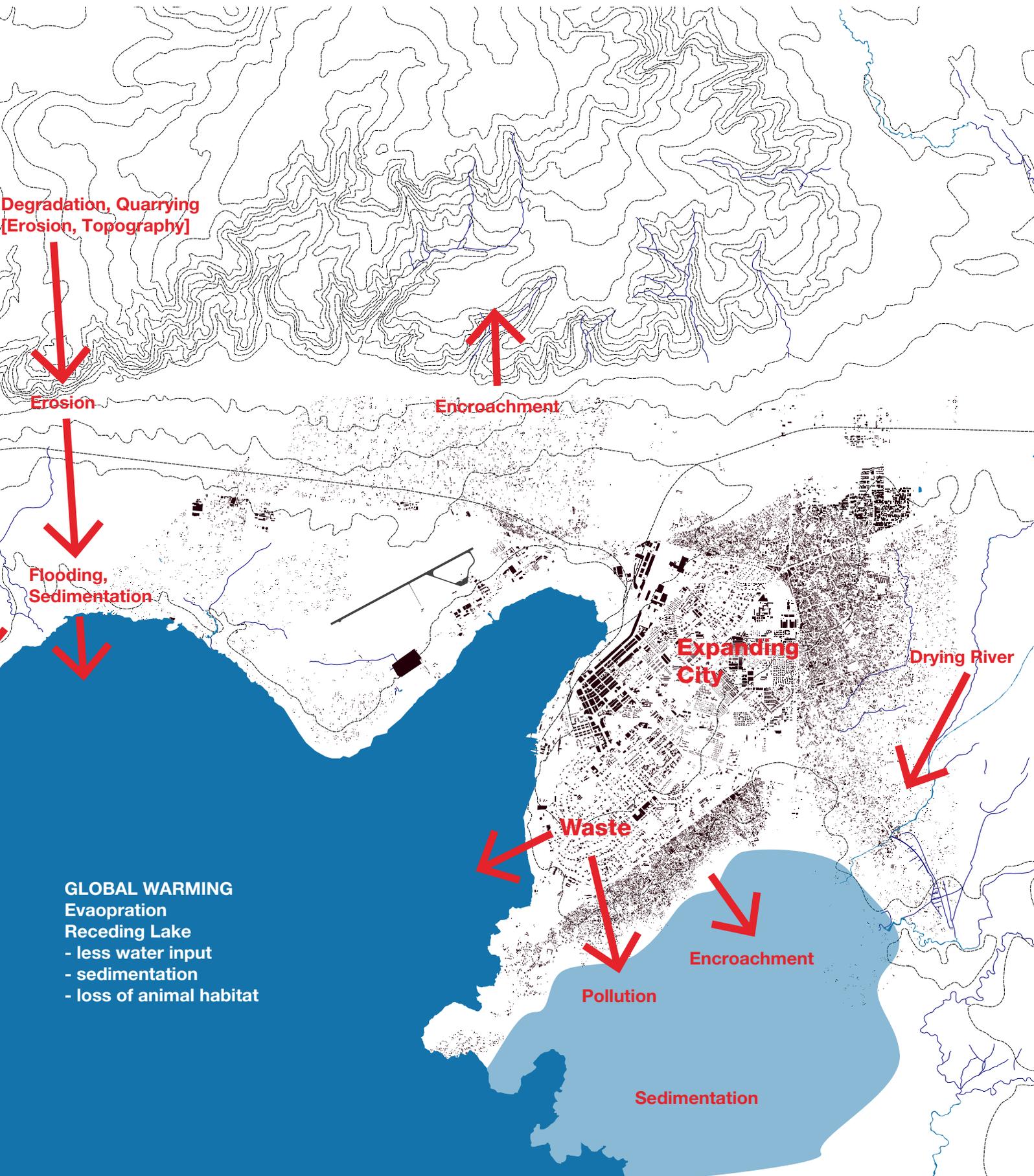
of leisure and sports. This may spur an urgent need to conserve the wetlands to cleanse the lake and reduce its pollution load.

## LAKE CONNECTIVITY TO THE CITY

The Lake front is considered a major asset for city's growth and its potential remains largely untapped with the city 'turning its back' on it. Currently a prime area is as a light industrial zone. Most of the land is also owned by government institution. Lake transport and leisure activities are also underdeveloped. To turn this situation around, the following have been recommended.

### Recommendations for improved lake connectivity

- A mixed use of the area from purely industries in one part to also residential, leisure and lake transport nodes has been proposed. This can be done by transforming warehouses and cillors in this area to more of a logistical area and moving the cillors towards the port and airport.
- The area of the current railway estate should have mixed use, commercial and residential to promote waterfront prominence.



Kisumu - the Lake, Wetlands and Highlands – Workshop Sketch

- Parts of the railway should be maintained as for heritage and history as a museum.
- Pockets of public space jogging lanes could be created along the river connecting to the lake.
- There is need to expand the use of the lake for transport to different beaches and to the airport as well.
- Building heights along the lake need to be controlled to avoid obscure structures at front.
- The entire lake front needs to be physically and visually connected to city through developing a joining grid with city.
- A lake front re-development company under the leadership of the city mayor/ Manager with shareholding from land owners like railways and private owners may be formed to facilitate and catalyse the city's investment in this important asset.

## **AIRPORT, PORT AND RAILWAY**

Kisumu has a vision to be a transport and inter-connectivity hub for the African Great Lakes region and with a newly-inaugurated international airport, inland port and rail connections to the hinterland, holds strong sustainable competitive advantages to achieve that goal. Kisumu has strong potential to transport cargo, especially horticulture, floriculture and fish, and is currently a hub for intra-east African trade, controlling 50% of the trade centred in the Lake Victoria region.

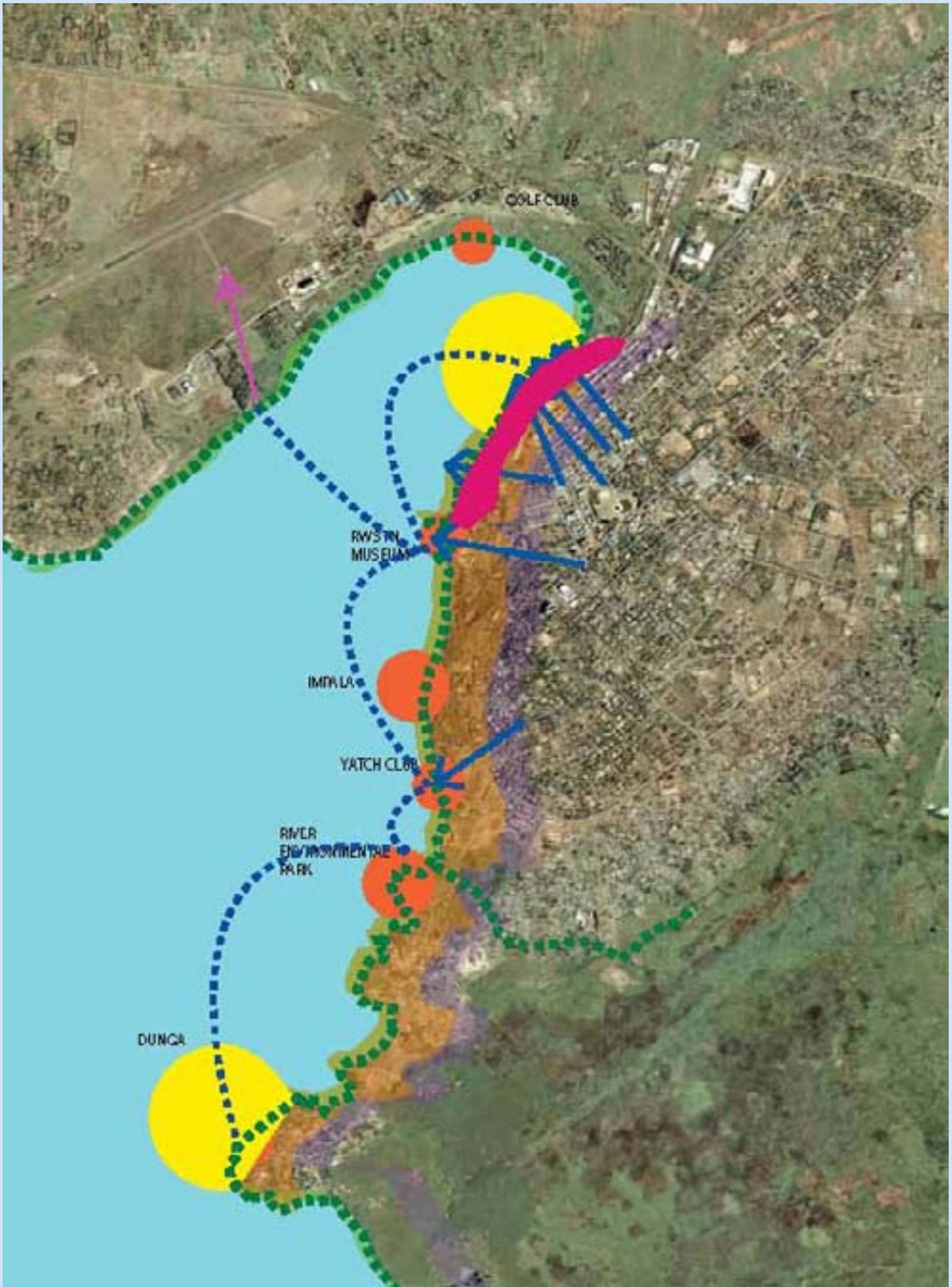
**Airport:** With a runway extended to 3.3 kilometres and capable of handling larger aircraft, the airport will connect the African Great Lakes cities more efficiently and will improve cargo capacity in the region.

**Port:** The Kisumu port has good cargo capacity and with existing facilities in various places (Muhuru and Kendu bay) there is strong potential to use the port in conjunction with the rail to reduce the load and destruction of roads caused by overloading of trailers.

**Railway:** A major upcoming development in the East African region is the proposed upgrading of the old railway line to a new single-gauge rail line from Mombasa to Malaba with a line branching to Kisumu. However, currently there is inadequate interlinkage between existing port and railway to relieve the stress of overland transportation through use of the water transport, and there are no corridors for commuter rail, though Kenya Railways is in the planning stages for introduction of these linkages.

### **Recommendations for Airport, Port and Railway**

- Complementary measures including a commuter link to the CBD and improved overland transportation are needed to give added competitive advantage to the airport
- The airport can be a gateway lake and savannah itinerary
- An important strategic decisions facing Kisumu are protection of the airport (for tourism, and pos-



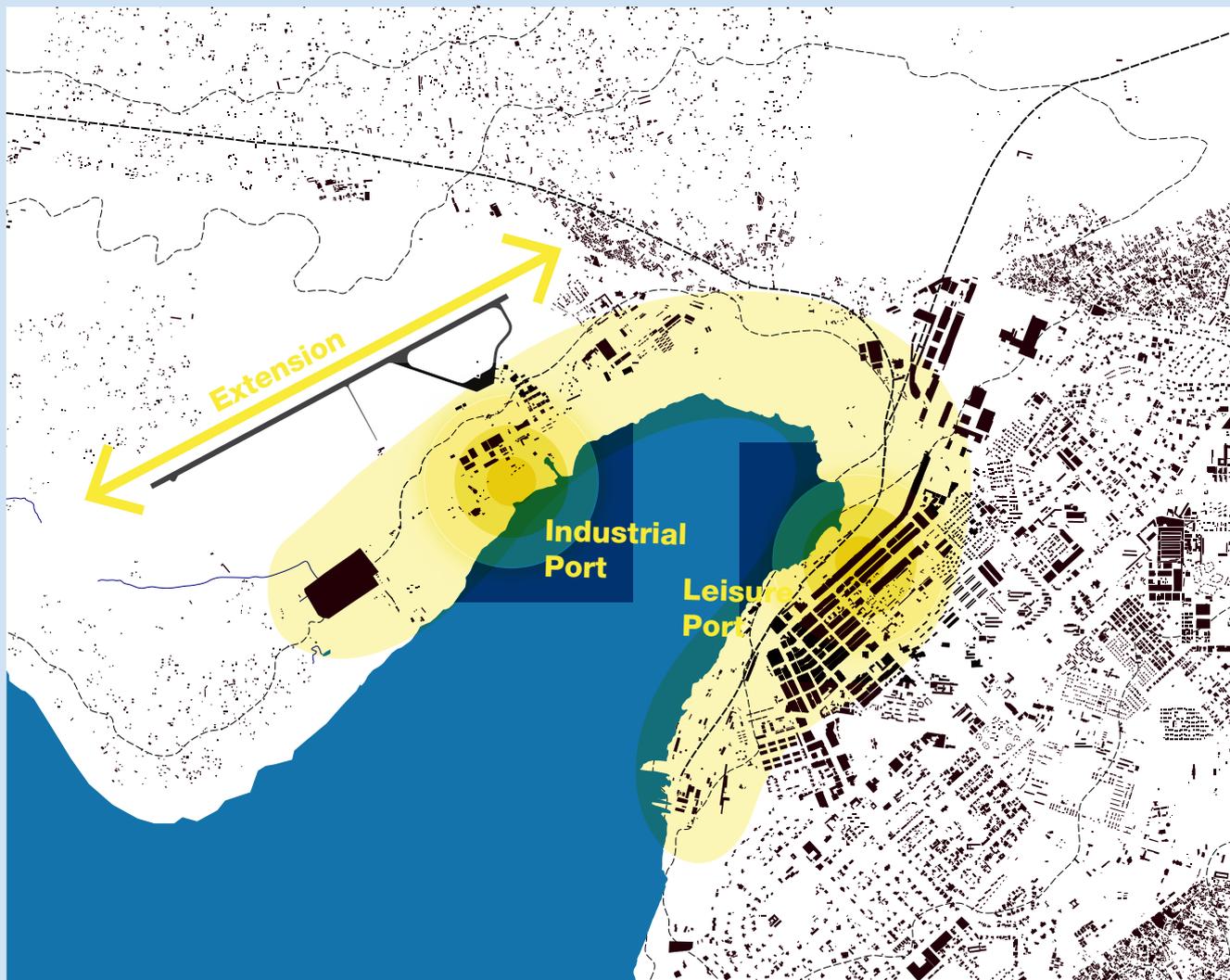
Kisumu Waterfront – Workshop Sketch

sibly a second runway), and to a lesser extent location of an industrial port and a harbor

- Airport city concept - airport, facilities, warehousing, processing, light industrial. Hotels, office buildings, light industrial in Airport city will complement CBD as logistics moves outside old city. Export Processing Zone concept will apply in the airport city.
- The port authority should consider the revival and revitalization of the existing port to connect to northern Tanzania and southern Uganda.
- If a decision is made to relocate the existing port to another location, the authority should reconfigure the existing port for recreational use.
- The lead agency in the city is the council, and the railway authority's needs to share the same mindset so that valuable and strategic place land

owned by Kenya Railways adjacent to the CBD can influence the further development of the city.

- The credibility of the project proposal will be enhanced for investors if the council is involved.
- The proposed Lake View City concept should conform with the agreed vision of Kisumu and it's an opportune moment for strategic planning and collaboration between the planning authority of the council and the concept proponents.
- The Lake View City should be culturally authentic with inputs from local designers and possible from a student design competition.
- Proposed corridors for Kisumu include a light industry corridor in Kibos and around the lake shore area, possibly on Kenya Railways land.



Kisumu Port and Airport – Workshop Sketch

## DENSITY AND CITY EXTENSION

Kisumu has an existing grid in the Central Business District which is a part of the city's legacy. This grid needs to be recognized as an integral and unique characteristic that gives Kisumu a distinct comparative advantage over other towns in the country and region.

Kisumu also has an existing development axis, which roughly corresponds to the transport corridor and the major road networks.

The city will face a major population growth challenge in coming years. To prepare for this, the city can prepare a checklist of actions along the following lines:

- Develop database on present scenario
- Future projected scenarios
- Desired density estimate projections with assumptions of 2-3 scenarios of city extensions and services
- Prepare integrated strategy for city extension

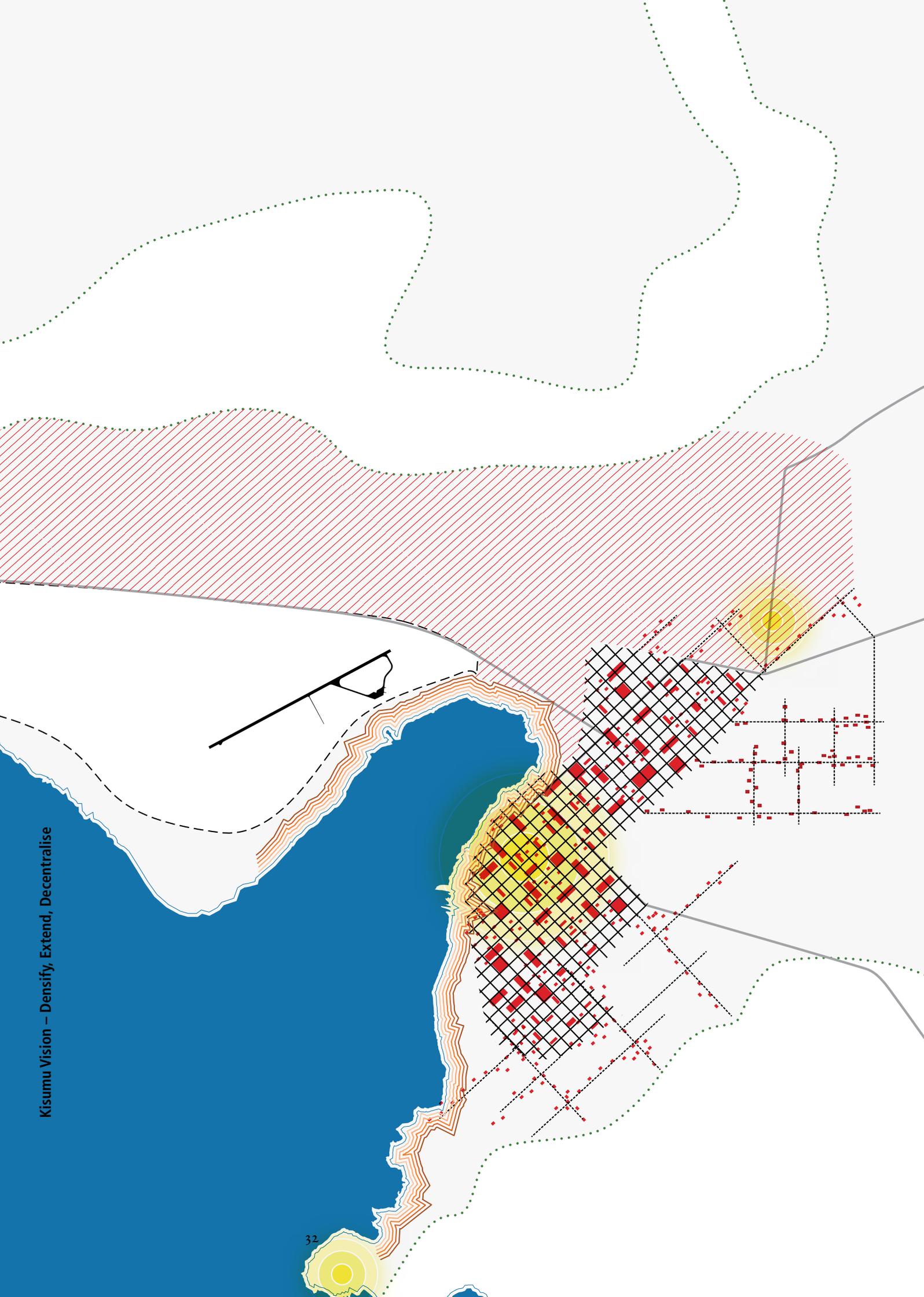
Densification of Kisumu will improve and adapt the urban infrastructure to cater for a denser city. In tandem with this, upgraded streets and public space will increase the attractiveness of the city and make densification acceptable to residents.

The extension of the city to cater for the additional population should follow existing development trends, and the city authorities should be there to guide/steer this new development. This extensions should be done in phases and with a pro-poor component to extend the urban grid to the informal settlements. The extension of the city will have the effect of creating new centralities (business, industry) and as such also freeing up waterfront.

A major land use regulation issue centering on governance, legislation and land tenure is development control which is constrained by freehold tenure.

## Recommendations for densification and city expansion

- Transform the existing structures i.e. the grid, by upgrading first, and extending where necessary, including expansion of infrastructure. This should be done using a phased approach, and the authorities should steer development along the existing development axis.
- In providing a good design example for densification, the city can lead by example by commissioning a demonstration on a city-owned plot. This can be used to promote residential use in the city core, and provide housing for different income levels.
- City extensions and services: The authorities should first consider the location for upgrading services through the rejuvenation of service assets, and secondly map out the locations for extensions.
- The city can take advantage of the renewed governance structures and opportunities for public-private partnerships to operationalize Build Operate Transfer (BOT) arrangements for major urban infrastructure. The city authority will also be in a position to provide tax relief incentives, non-financial incentives like infrastructure improvement Improve business environment – easier procedures and value capturing.



# Key Recommendations

- » Densification makes for a Sustainable City. The design component ensures quality and acceptance by city residents.
- » Borrowing from the example of successful cities worldwide, an ideal planning for the city should allocate adequate space for streets.
- » Kisumu must plan for Kisumu. It will need to consider, densification of the city centre along with expansion which would extend its current city grid to accommodate a growing urban population.
- » Special attention needs to be placed in making space available for airport expansion.
- » Decentralization of the city's core activities to
- » Municipal revenues can be improved through a number of means including IT-based revenue collection systems, formation of municipal corporation and a development fund.
- » Land readjustment and land value capture are a viable means for future growth in the city
- » The vast free hold land and customary held land remains a challenge for infrastructure and development in the city therefore means and ways for acquiring these land needs to be put in place including compensation and negotiations
- » Key efforts must be made to protect key city ecosystems. The highlands will need a sparse



**View of Kisumu from the Highlands**

- create economic corridors e.g. knowledge, agriculture, commerce and tourism corridors is an option to balance densification and expansion.
- » The city needs to embrace a physical approach to planning and minimize the zoning approach
  - » To meet demand for jobs for the projected future population, the economic drivers to develop and strengthen are knowledge, tourism, commerce and agro-processing
  - density, terracing for flood control and reforestation. The wetlands require special protection measures for sustainable use including legal means with further studies recommended
  - » The lake front will need to be opened to be part of the city with adjoining grids and mixed use for residential, recreation and light industry

# APPENDICES

# Appendix 1: Proceedings

## DAY 1: Thursday, 23 February

### **Official Opening and Overview: Mayor Sam Okello, Kisumu**

The workshop opened with introductory remarks by the facilitator, John Hogan who invited the mayor of Kisumu, Mr. Samuel Okello to make the opening speech.

In his speech, the Mayor stated that his council was undertaking an urban planning exercise under the Kisumu Urban Project (KUP). He stated that the KUP was funded by a loan from Agence Française de Développement (AFD) to the Government of Kenya, which in turn had provided a grant to the Municipal Council of Kisumu. It was in this context that the Mayor had requested UN-

Habitat to provide technical assistance in urban planning and design to ensure that the residents of Kisumu received value for money from the planning exercise.

The mayor concluded with the observation that the UN-Habitat intervention was coming at an opportune time for building capacity of the local authorities because under the new constitution, county governments have the mandate to legislate and it's important to pursue the right urban planning principles in Kisumu.



Studio Participants

### **Opening Remarks: Dr. Joan Clos, UN-Habitat**

The Executive Director of UN-Habitat, Dr. Joan Clos delivered brief welcoming remarks to participants expressing his thanks to the mayor and municipal council for their strong commitment to and participation in the planning exercise. Dr. Clos reaffirmed the support of UN-Habitat to support Kisumu, as a model of implementation of good urban planning principles leading to sustainable urbanization in a developing country context.

### **Agence Française de Développement (AFD): Nyokabi Gitahi- Programme Officer**

Ms. Gitahi began the presentation stating that AFD appreciated the opportunity to be part of the ongoing discussion that will contribute to the emerging vision of Kisumu.

Ms. Gitahi gave a brief outline of the AFD support to the urban sector as part of an agreement with Government of Kenya signed in 2006 and confirmed in 2011. The support is designed to enhance service delivery to public sector, safe water and sanitation, water supply and sanitation in various major towns including Kisumu, Mombasa and Nairobi. Furthermore, AFD recognizes that urbanization is a key sector of engagement and considers Kisumu as a case study for the larger Kenya Municipal Programme that will spread to 40 towns in Kenya and the KISIP. AFD is financing both of these projects to the tune of 45 million euros each. AFD has also started projects on solid waste management and sanitation in Nakuru and Mombasa, and Kisumu has provided vital lessons on integrated approach.

In concluding, Ms. Gitahi stated that the UN-Habitat's inputs to the urban planning exercise is much needed and appreciated. However, there was concern that the consultants who were to conduct the exercise were not yet on board as they has not signed the contract. It was hoped that this would be done shortly and the team mobilized before the end of March 2011.

### **Kisumu Urban Project and SWOT: Absalom Ayany - Municipal Planner, Kisumu**

The Kisumu Urban Project (KUP) is a 4 year-urban development project (2010-2014) funded by the French Agency for Development (AFD), for a total amount of 40 million Euros.

The overall objective of KUP is to improve the living conditions of Kisumu's population while re-inforcing the municipal capacities and account-



**Joan Clos presenting principles for the city of tomorrow**

ability. It aims at promoting an inclusive and sustainable development for Kisumu, modernization of the municipal management system and public policies, improvement of land management and urban planning, and rehabilitation and creation of public facilities and infrastructure.

The project has two major components: (i) a capacity building component covering financial management and spatial planning and (ii) an investment component that covers solid waste management, comprehensive slum upgrading, commercial equipment and markets and public facilities/infrastructures rehabilitation.

The project also covers 5 cross cutting concerns to be mainstreamed in the project's components. These are enhancing the financial resources of MCK, protecting the environment, fostering consultation and participation, generating employment, and increasing HIV/AIDS awareness.

The project implementation structure consists of a steering committee responsible for monitoring and quality control of the project, a project management committee responsible for programming and progress reporting; and a secretariat in charge of the daily implementation.

Progress made so far includes the completion of a pre-feasibility study by Nodalys Conseil consultants, constitution of secretariat complete with a budget, work plans and procurement plan, full participation of Municipal Strategic Planning Unit, advertised expression of interest for the Technical Advisors, and identified an office.

The next steps are the implementation of ISUD study, hiring of recruitment consultancy firm, renovation of secretariat offices, office requisition, and establishment of monitoring and evaluation framework for the project.

### **Discussion on key trends for today and tomorrow**

During the discussion the following trends were noted:

- The land question (who owns it, where is it, etc.) is central to the success of any development interventions with the KUP being no exception.
- It is important to utilize the growth of cities to create a multiplier effect in the nation's development
- Cultural and music tourism is potential industry and selling point for Kisumu which is well-known regionally for the arts, music and creativity. The Los Angeles of Kenya?
- Kisumu was famous in the past five decades 1970s for population movements and migration. Kisumu was a net exporter of labour, to Mombasa, Nairobi and Eldoret. If the same trend is there today, this might undermine the future growth. Is Kisumu a transit point for semi- and skilled labour?
- The ongoing devolution process in Kenya will change the population dynamics. Investments in Kisumu, roads, airport, possibly railway, will attract more people to Kisumu.

- The diaspora that originated from Kisumu is returning back and the cost of land is increasing as people have begun to realize you must own land/a house in your home county.

### **Key Planning Principles - Land, Density, Design and Economy: Dr. Clos**

Dr. Clos' presentation dwelt mainly on the three key points of economies of scale and agglomeration, urbanization economics and land readjustment.

Dr. Clos began by arguing that though he like many people would prefer the life of a millionaire living in a single-dwelling on farm outside the city, densification is the best strategy for the majority of people, and the challenge is the cultural change for people to accept it.

In the highly interactive session, Dr. Clos asked participants for points in favor of densification. The responses included the possibility of having a 24 hour economy, affordability of services, increased provision of basic urban services, and the possibility of mass transport.

Dr. Clos proposed that in order to be a sustainable city, Kisumu needs to increase from its current density of 4,000 to 15,000 people per km<sup>2</sup>. To produce this sort of density, the urban form must make density attractive as opposed to the current overcrowded, cluttered urban space that leads to loss of value of assets. He emphasized that this density must be well-designed in order to be attractive.

Dr. Clos went on to discuss the advantages brought on by the economies of scale, economies of agglomeration, and urbanization economics as a result of having a dense city. He explained that agglomeration occurs when the factors of production are located close together, resulting in lower costs of production. Economies of agglomeration also make it easier to capture various taxes e.g. in Kenya most of the rate payers are in the cities.

To explain the concept of urbanization economics, Dr. Clos used the simple illustration that when you plan public spaces e.g. design a road, you produce value for private interests. He further

posited that public investment generates private value and this spontaneous value generation can come from urban planning as long as people have faith that once the designs are drawn, value will be generated.

However, challenges to densification exist, mostly in the form of cultural factors. People need to be willing to live in the city and the city needs to be well-designed. However, some may still question the logic of urbanization and propose that the human settlements policy should be to encourage people to stay in the rural areas where the quality of life is perceived to be better. However the reality is that people move to the city, most often into the slums, because of the real or perceived opportunity to make money. Dr. Clos stated that people migrate to the city no matter what you do, wittily stating that a typical 18 year old rural migrant learns more in one week in the slums than their entire previous life in the village.

Dr. Clos' shared with the participants two extreme visions of the city - either as a hell or as a heaven, stating that the challenge is to achieve a nuanced balance leaning towards the good vision. A further challenge is to make it a sustainable city that generates wealth using less energy per capita and therefore more ecologically sustainable and efficient.

Dr. Clos briefly expounded on the topic of land re-adjustment, presenting it as an innovative solution to the problem caused by the planning and installation of public utilities, such as roads, which inevitably causes some land owners to lose their land. He briefly described land re-adjustment as a process of creating new parcels and reallocating (reparcellation) these to the previous owners in same proportions as previously held.

Dr. Clos strongly stated that the city is people, stones and rules, and people must believe and trust in the rules. He presented several scenarios to support this assertion:

- Manhattan, New York was planned in 1811 and fifty percent of the land was allocated to public spaces such as schools, parks and roads.

- Kisumu with 4,000 person per km<sup>2</sup> is claimed to be congested by the city authorities while Manhattan with is 56,000 persons not. Dr. Clos argued that congestion is about stones (percentage of land allocated to streets) and rules e.g. in 1950, New York used a change of rules to solve a congestion problem. In Bangkok, Thailand, with only 9% of land allocated to streets 14 million inhabitants, it is more difficult to enforce any rule to that would reduce congestion.

- Using satellite imagery, we see that in many developing countries, only 2% of the land is allocated to public spaces in slums. While Manhattan has allocated 30% of the land for roads, Nairobi and many other typical African cities have only allocated between 10 to 15%.

- In Barcelona, Spain, one can still walk on streets planned by the Romans 2,000 years ago.

Dr. Clos exhorted planners to put emphasis on physical planning and rules can be adopted later to adapt to the changing circumstances. He further urged developing country planners to capture only the basics of urban planning from the developed countries (Western model), and suit this to the local context without the need to copy paste.

### **Discussion on key planning principles**

During the discussion section, participants reacted to Dr. Clos' presentation with the following observations:

- Rule enforcement for urban planning is a critical issue to address in the developing country context

- Land readjustment is an interesting and innovative concept idea, though the legal aspects of it are unclear and not sure if we have regulatory aspect to cater for it.

- A participant proposed that in order to turn plans into reality, under a land readjustment scheme, landowners should contribute towards provision of the basic urban services e.g. opening up of roads.

- To support Dr. Clos' assertion on value creation, a participant gave the example of Kigali, Rwanda where the authorities have been able to

use land rights to quickly release value and accumulate capital. The mechanisms used are market oriented but implemented in a way that does not hurt the interests of ordinary urban dwellers. In this way, it was further posited that Rwanda is moving towards equalization of the society.

- A second example on land value release was given from Kenya where the expansion of the Thika road from a two- to four-lane highway entailed demolishing of buildings on road reserves. Land prices have since gone up more than three-fold. Could this be a land readjustment model within the local context?
- To illustrate the challenges of urban planning, an example was given of Nairobi where plans were drawn for unoccupied government land, but unauthorized people encroached onto it leading to a legal tussle which eventually the government won and the encroachers were compensated and moved out.
- It was agreed that tradition is a major barrier to accepting densification and new concepts like land readjustment. The traditional way of life is trusted, perceived as safe, and provides sustenance to the people. In order to convince people to give up the traditional way, innovative guarantees should be sought to guarantee people that when they give up land they will not lose out.

Dr. Clos responded to the participants comments with an anecdote that the pot of gold (common wealth) that we are sitting on cannot be accessed without rule of law. To further illustrate, Dr. Clos gave the example of New York City in 1811. The rules were weak but the authorities' ensured compliance by convincing the people that if the rules were followed, the benefits to them would far outweigh the cost of compliance. This can similarly be done in the many developing countries facing the same situation as 19th Century New York, through a political process of gaining public confidence.

Dr. Clos further assured participants that bankable projects will mostly find financing, further reiterating that more often than not the problem is not the lack of money but lack adherence to the rule of law.

Dr. Clos ended his intervention by calling on Nairobi to increase its reserve for streets beyond the current 10% in order to become a model African city for 21st century, build up urban values, vision, jobs, prosperity, building up a nation. He gave the alternative model of Sao Paulo, Brazil as an unsustainable city model, with a 15% allocation for streets which is concentrated on 30% of the land mass.

### **Theme 1: Density, Design and Infrastructure**

The presentation was delivered by Thomas Stellmach, an urban planning consultant with UN-Habitat.

Mr. Stellmach began his presentation by showing a satellite picture of Kisumu, and the wider East African region, taken at night showing the concentration of lights. He posited that Kisumu is at the centre of a band of bright lights (important cities) within a 300 kilometre radius and from this it can be inferred that it plays a strategic role in the region in terms of connectivity.

Mr. Stellmach then presented the results of his urban morphology study for Kisumu, attempting to show the possible future growth and development of functions of the city. He presented the current situation in Kisumu where the critical challenge posed by the expected doubling of the population of Kisumu from roughly 1 to 2 million within the next 20 years (2039). While considering the various visions proposed for Kisumu: inter-regional transport and commerce hub, university/knowledge city, high value tourism; the key urban planning strategy should be linked to the creation of employment and adequate and affordable shelter for the growing population. At present in Kisumu, there is low connectivity between these issues, low densities, increasing urban sprawl, low integration between factors of production, and a disconnect between the population and economic opportunities.

Mr. Stellmach presented an argument for the densification of Kisumu in order to meet the challenge of the doubling population, and argues that the densification of Kisumu should occur within a

set of delimiters (the available land between Lake Victoria, the Nandi Hills and the protected wetland and nature reserve areas, excluding also the land set aside for future expansion of the airport.

Mr. Stellmach presented the urban morphology of Kisumu as consisting of an inner core, the Central Business District, which is surrounded by a collar of informal settlements. He showed 6 typologies using a sample area of 500 by 500 meters and surface distribution per typology:

|                               | Unbuilt area | Road surface | Foot-print | FAR  |
|-------------------------------|--------------|--------------|------------|------|
| 1. Obote Road                 | 27%          | 30%          | 43%        | 1.7  |
| 2. Mamboleo Junction (Obunga) | 69%          | 6%           | 25%        | 0.3  |
| 3. Wathorego                  | 64%          | 14%          | 23%        | 0.2  |
| 4. Nyalenda (Milimani)        | 83%          | 9%           | 9%         | 0.2  |
| 5. Dunga                      | 91%          | 6%           | 3%         | 0.03 |
| 6. SOS Village                | 96%          | 2%           | 2%         | 0.03 |
| Overall                       | 13%          | 6%           | 81%        | 0.2  |

The following factors were given as assumptions for Kisumu's growth:

|                        |                          |
|------------------------|--------------------------|
| People                 | 1,000,000                |
| Family Size            | 5                        |
| Dwellings              | 200,000                  |
| Dwelling Size          | 60m <sup>2</sup>         |
| Residential Floor Area | 12,000,000m <sup>2</sup> |
| Other Floor Area       | 10,000,000m <sup>2</sup> |
| Total Floor Area       | 22,000,000m <sup>2</sup> |

Mr. Stellmach proceeded to present the following three scenarios for the growth of Kisumu:

| Scenario            | I. Kisumu Central             | III. Intermediate             | III. Business as usual       |
|---------------------|-------------------------------|-------------------------------|------------------------------|
| FAR                 | 3.0                           | 1.5                           | 0.2                          |
| Plot Area           | 733 ha                        | 1,467 ha                      | 11,000 ha                    |
| Public Area         | 733 ha                        | 1,467 ha                      | 11,000 ha                    |
| Total Area          | 1,467 ha                      | 2,933 ha                      | 22,000 ha                    |
| Population Density  | 68,182 people/km <sup>2</sup> | 34,091 people/km <sup>2</sup> | 4,545 people/km <sup>2</sup> |
| Residential Density | 136 dwellings/ha              | 68 dwellings/ha               | 9 dwellings/ha               |

The proposed options for Kisumu's future growth presented are as follows:(Thomas kindly elaborate):

1. Densify
2. Expand
3. Decentralize

### Discussion on Density, Design and Infrastructure

Following the presentation, participants reacted with the following contributions:

- Expound on the legal and financial implications of the planning scenarios
- Consider the delimiters - the airport, port and wetlands that will influence structure plan
- Outline some key immediate projects that can put the process in the motion
- Densification of Kisumu will preserve land in the hinterland for agriculture
- Business as usual is no longer possible otherwise Kisumu in the next 20 years will be full of low-density urban sprawl. Challenge is to plan for that future now rather than wait 10 years to improvise at a much higher cost
- Zoning tends to create areas for rich versus poor, industrial versus residential, negating the principles of equalization, and more integrative solution is required

- Kisumu can decentralization its functions along corridors e.g. airport corridor, agricultural corridor (Nyalenda), commercial corridor, and institutional corridor, etc.
- Opportunity exists to improve density in low income informal areas surrounding the CBD
- City extension: Kisumu will need to be new centers for new functions
- Is repressed demand the reason why CBD has 27% unbuilt area or is it land ownership (government, public schools) and zoning off for security installations that is to blame
- An example from Addis Ababa was presented where the Ethiopian diaspora are buying up apartments in the centre of town

In his contribution, Dr. Clos urged the participants to keep in mind that the planning horizon was for the next 30 to 100 years. He further elaborated on several issues raised:

- Lack of clear delineation of urban and rural Kisumu creates loose occupation of the land
- Per capita income may increase from current USD1,500 to USD10,000 in next 30 years. Planners must factor in this possible increase in wealth of the residents
- Existing grid plan in the CBD of Kisumu is a great legacy asset as people understand and are used to it
- The 60% of the population or about 300,000 people living in the slums can theoretically all be accommodated in the CBD if densification is undertaken
- An assumption in the presentation on density is 60m<sup>2</sup> for a typical housing unit. Will a typical family afford this and will developers make money from selling units of this size?
- Urban planning should be about defining the public space by drawing the grid plan. Defining the use of the public space should be performed by the public sector because we can't accurately foresee what future land uses will be. Furthermore it's difficult to find a convincing rationale for zon-

ing. For example the planners of Manhattan only defined the public space in 1811 but there was never zoning. A key role of the planning authority is to protect the interests of the urban poor in this process.

- Some of the important strategic decisions facing Kisumu are protection of the airport (for tourism, and possibly a second runway), location of industrial port, and the harbor.
- Installing sewerage and drainage system will be expensive per capita with the ongoing urban sprawl in Kisumu. It may be necessary to forewarn developers in the hilly areas. For example, in Barcelona, the city reached an agreement in the 1960s that the city will not provide services, build or maintain a road if angle of the slope is more than 9%.
- The amount of green space allocated to parks should be proportionate to the wealth of the city. In reality, if you are a largely peri-urban, green city, don't do a green city

The mayor of Kisumu and his technical team concluded the discussion session with the following contributions:

- Densification concept can be sold to developers through implementation of a successful one demonstration project e.g. a mixed-use highrise building in the CBD
- City currently has its back to the lake, with most of the lakefront taken up by warehouses and light industry. Kisumu needs to re-orient itself towards the lake and develop the lakefront area
- Diaspora could be potential users / first adopters of the tall buildings in the CBD.
- Better protection of interests of the urban poor in infrastructure improvement projects as it usually leads to urban gentrification e.g. the World Bank financed ring road in Kondele has led to moving out of long-time residents and wealthy property developers moving in.

## Theme 2: Economy and Municipal Finance

The presentation was delivered by Simon Macharia, a municipal finance specialist, with inputs from Gulelat Kebede, the head of the Urban Economy Branch in UN-Habitat.

Mr. Macharia's presentation made use of data generated during preparation of the City Profile conducted under the Rapid Urban Sector Profiling for Sustainability (RUSPS) for Kisumu conducted in 2007 and 2008.

The presentation on revenue enhancement explained that the main determinant of the tax base was general level of incomes or relative prosperity of a region. A city also needs urban policies that create favorable investment climate for private capital. In Kisumu, an increase in local revenue since 2001 has been noted. However this increase is has not been as rapid compared to other major towns in Kenya. The main sources of local revenue for Kisumu are fees, such as licenses at 48%, and property rates at 26%. More than 50% of the city's expenditure goes to its recurrent expenditure with its investment portfolio being as low as 16%. The per capita investment in the city is also low.

Mr. Macharia defined the main obstacles to revenue performance as the lack of a computerized land information management system, inadequate sharing of land information between council and Commissioner of Lands, lack of up to date data on formal and informal businesses, inadequate enforcement of the use of the existing markets facilities, and lack of computerized data management system in the main revenue departments.

Mr. Macharia proposed that the drivers of change and reforms would begin with the sector Ministries which can influence change in infrastructure development, public investment and local economic development policies. Civil society and the private sector could also influence investment decisions and good governance, while the City Council leadership would influence policy, programmes content and implementation.

In concluding, Mr. Macharia outlined the key development issue as improving municipal finance

by enhancing the exploitation of land based taxes to stabilize the revenue base. The priority areas improve the databases on land, properties and businesses to provide the basis for enhanced revenue management, and overcoming infrastructure development shortfalls in roads network, commercial / residential serviced land and flood mitigation system. The underlying assumption is that adequate investment to alleviate infrastructure supply deficits will be made in the short to medium term.

Mr. Kebede raised three major issues in his intervention. Firstly, he stated that for municipal finances to improve, Kisumu must achieve increased tax base, increased revenue collection rate and efficiency in its expenditures. Secondly, putting infrastructure in place to realize the vision requires a lot of investment which in turn requires a solid business plan to attract financing.

Thirdly, Mr. Kebede stated that the underlying driver for the tax base, and consequently the living standard, is economic development. Kisumu in 20 years will have 200,000 extra households, which assuming on average will require 1.5 jobs per household, translates to a total demand for 300,000 jobs. Even assuming with 50 % of households to rely on informal economy, the demand for jobs will be 15000, huge by any measure.. The aim should be not merely jobs, but decent jobs as defined by International Labour Organization, and this is a big challenge. Several options exist for Kisumu as it moves towards achieving its proposed visions. As a knowledge or education centre, Kisumu can take advantage of the high value that the people of region place on education. Kisumu can also benefit from the internationalization of the education, building on its current partnerships for example with Chalmers University of Sweden. The city should encourage learning institution to situate and integrate into the city so as to reap maximum economic benefits. Kisumu can also aim to attract more premier research institutions like CDC/ KEMRI.

In terms of tourism, Mr. Kebede stated that tourism could drive economy, but Kisumu needs to identify what it offers, develop the sector and

take steps to capture the direct, indirect and induced benefits. He further stated that the Kisumu Diaspora is returning with changed mindsets to invest and build the city. This will raise property demand and price and can translate into more rates for council.

Mr. Kebede ended his intervention by asking if Kisumu did not exploit its potential so far, what is new today to lead us to believe it is prepared to do so now?. He also suggested to look for innovative and pragmatic ideas, effective implementation mechanisms and always to make sure we invest our bucks where the impact is high.

### **Discussion on Economy and Municipal Finance**

The discussion on economy and municipal finance raised the following reactions from participants:

- Ecotourism is a potential informal economy employer
- Students working with planners in Reality-based studios come up with model African city
- The city has neglected lake as a key resource
- Need to document investment has the city attracted in the over the past few years in form of PPPs
- Need for comparative analysis between different cities revenue base. Investment, revenue indicators, attracting investors is much lower in Kisumu than Nakuru and Eldoret
- The Jomo Kenyatta Sports Ground which is managed under arrangement between the council and a private investor is an innovative and replicable PPP model
- Need for a prognosis of the immediate future with the new system of devolution and revenue sharing that will come into play with the implementation of the constitution in Kenya after 2012. In the new dispensation, the central government transfers will be larger and urban areas will be favored because they have more bankable projects and expenditure monitoring framework
- Mombasa is the centre of tourism in Kenya with a long history. Kisumu would find it hard to com-

pete and should look to the lake for its regional trade potential especially given the rich agricultural potential of the hinterland and Kisumu's historical trade role as trade hub

- Kisumu should learn lessons from abroad and set up an investment authority to purely focus on trade and investment promotion
- Enhancing revenue in Kisumu is a real challenge as the council is the main formal employer in the municipality and at the same time is the service provider
- From the KENSUP experience, it's a challenge convincing informal settlement dwellers to pay rates. The mentality seems to be that inviting in the authorities in to provide services will result in more fees and charges and a cost-benefit analysis is needed to convince them that the benefits far outweigh the costs.
- The AFD intervention will introduce "face and paper-less" service that is expected to plug leakages in revenue collection.
- Enhancing revenue collection will require attitudinal change from residents and business owners who refuse to pay for services.
- A strong and accountable local administration is needed to ensure that privatization of assets is done transparently
- Future infrastructure interventions need to go through a consultative process to avoid constructing white elephants e.g. World Bank funded market which is unused.

### **Theme 3: Land and Legislation**

The presentation was delivered by Prof. Peter Ngau, the Chair, Department of Urban and Regional Planning at the University of Nairobi.

Prof. Ngau informed participants that under the current institutional arrangements for city planning, the council is charged with responsibility for guiding, regulating, and controlling development and the use of land under the Local Government Act and Physical Planning Act. The Urban Areas and Cities Act of 2011 provides for Integrat-

ed Urban Area and City Development Planning including preparation of integrated city development plans.

In Kisumu four types of land tenure are identified: (i) unalienated public land is vested in the national and county government and accounts for about 6.4% (ii) private leasehold/freehold land is all registered land held by individuals, companies, cooperative societies, or organizations, estimated to be 70% (iii) customary land is occupied by a given community, governed by customary land laws and is not registered in individual or group titles. Formally, this category of land hardly exists in Kisumu, all land having been adjudicated in the 1970s. Adjudication was supposed to extinguish customary rights and confer statutory rights (iv)

However, realities on the ground reflect a dual system of customary and statutory systems operating in parallel (non-formal de facto tenure). In peri-urban areas, informal urban development continues to proliferate and customary systems in urban areas have been reintroduced in the absence of effective land management and governance.

The various options and opportunities for city expansion include the acquisition and compensation of land under customary and freehold tenure which is however expensive and complicated, obtaining land for infrastructure through negotiation, land readjustment, extending the current urban grid both in the city center and in the informal settlements, and the use of a city plan to earmark land for long term development.

Prof. Ngau concluded by stating that the key issue to get right is the population growth rate because planning is based on those figures and planners must use enumeration units to do the density calculations. Though planning is guided by physical planning hand book, Prof. Ngau stated that only three towns in Kenya have existing land use plans (zoning) based on single zoning regime. Furthermore, though the Rating Cap (Cap. 267) allows for rating of developments, most municipalities find it expensive to rate each property.

## **Discussion on land and legislation**

The following points were raised in reaction to the presentation:

- Land readjustment is possible within current legal framework in Kenya. However land ownership is dubious and complicated. For example, acquisition of land for expansion of Thika road acquisition was difficult and complicated, with in some cases multiple claimants, and in other cases people with only claims of title but no title deeds. Nevertheless, possibilities exist with compulsory acquisition with options e.g. retain ownership with new title, be paid cash and move to another location, joint ownership
- Land re-adjustment in informal settlements it possible through a process of negotiation
- A management plan is needed to protect land that is becoming available as the water levels of the lake recede

## **Summary of day 1 proceedings**

The day's proceedings were summarized and presented to the participants for validation by Bernard Obera, Project Officer with Lake Victoria Region Local Authorities Cooperation.

# DAY 2: Friday, 24 February

## Kisumu Airport

The presentation was delivered by Fred Odawo, Planning Architect with Kenya Airports Authority.

Mr. Odawo informed participants that the airport which lies on 361 acres on the western outskirts of Kisumu is growing rapidly particularly in the past 10 years as the western region of Kenya continues to open up economically and demand for efficient domestic air services grows. KAA rehabilitated and upgraded the existing facilities, including a modern passenger terminal which can process 600 people per hour and the extension of the runway from 2,000 to 3,000 metres. These developments will see Kisumu upgraded from a domestic to an international airport to accommodate air traffic to and from regional destinations such as the Great Lakes and Southern Sudan, thus enhancing city-to-city networks within the region.

Mr. Odawo explained to participants that the airport planning incorporates all the relevant planning legislation. However the airport has challenges as it is surrounded by incompatible land uses like industry and schools. Building blocks for land use compatibility are in place to enhance safety and noise controls and compatibility interventions on safety and security are needed. For example, Kenya Pipeline and industrial plants in the vicinity may need to be moved in case of fire. The Bandani area is also of critical concern because of the human settlements there and the development control within a 4 kilometers radius of the airport needs to be implemented in collaboration with the municipal council.

In closing, Mr. Odawo revealed that KAA has advertised for public private partnership to introduce and manage a cargo facility.

## Presentation on Emerging Scenarios

The municipal planner Absalom Ayany briefly presented the emerging scenarios based on the

mayor's vision for Kisumu to be a model of a properly planned city. The following are the elements of the scenarios given the centrality of the city in the region:

- Kisumu as a knowledge capital. Universities need to build a brand around local issues. These institutions can help reverse intellectual flight and attract diaspora back to Kisumu
- Promoting Tourism which as a key pillar of the Kenya Vision 2030. The lake can be branded "city of art and music"?
- There is a great potential for a quick win with agro-processing

## Discussion on emerging scenarios

The following reactions were received from participants in reaction to the presentation:

- Land tenure systems are different in the various Kenyan towns and it is important to recognize this when developing urban planning interventions.
- The newly reformed land tenure system is pro-poor but there is need to be pro-active in enforcement of regulations e.g. the rule on leaving 30 metre buffer zone on the riparian land should be strictly enforced.
- A participant observed that in many African and Asian countries, municipal authorities mostly focus on raising more finances but are poor in managing use of these finances. Authorities need to be aware that there is a limit to the tax burden the population can bear and improve on expenditure management.
- Local authorities need to improve capacity to absorb and utilize finances because under the ongoing local government reforms, some revenue sources are being transferred to other jurisdictions.
- Public institutions need to focus on expenditure management in times of economic growth to avoid

deficits in lean times. e.g. reduction of high wage bills.

- In response to a specific question about how long will it take for plan to be approved by director of physical planning under the new system, the municipal planner informed participants that the Physical planning act is under review and the plan is to have provincial planner involved from the beginning in order to have pre-approval at every stage.
- The planning process must be participatory and it must be explicit that the planning interventions in peri-urban areas will be beneficial for the residents in order to get their buy-in. An example is the SOS Children's Village, which was strategically located on land donated by the local community in the RIAT hills. The government provided electricity and piped water to the area - a KES400 million investment, and now the area is experiencing a real estate boom.
- A participant congratulated the Kisumu leadership for leading from the front.
- Kisumu should be discussed within the context of Lake Victoria because it was founded as a lake town. The city is unique to the East African region and is a centre of the lake region, with more competitive advantages than competing cities.
- All land must be captured in the topo-cadastral map for land reforms to go through properly and water supply, rates, etc. are sorted out.
- Need to move out of a situation where people are living in the city and don't pay rates.
- The new constitution empowers planners to plan the city and they are challenged to rise up to the occasion.
- One of the aims of the urban planning intervention should be to inculcate a new planning regime in Kisumu while keeping the unique character of the city.
- The mayor of Nampula informed participants that Mozambique shares common planning challenges with Kisumu in terms of land tenure. Most land is controlled by government, but planning re-

alities on the ground are influenced by different powerful interest groups.

- The city should aim to minimize revenue leakages, leverage the residents strong attitude to education to internationalization of education. The city should also position itself to broker partnerships, create an enabling business environment, and enter into PPPs for service delivery.

### **Kenya Railways**

The presentation was delivered by Thurania Kiangwi, General Manager in-charge of Business Development.

Mr. Thurania presented the "Railway City" project being proposed by Kenya Railways on its parcels of land in prime areas of Mombasa, Nairobi and Kisumu. The railway company is proposing to develop its unused land in order to support the development of cities, enhance creation of employment and support the growing urban lifestyle.

In Kisumu, a "Lake View City" is proposed to be developed on 20 acres land in the CBD, equivalent to 30% of the core. The project will involve the development of a hotel, office park, conference center, and entertainment and recreation facilities. The concept will also entail a Metropolitan Commuter Railway System which will initially have a 50 kilometer radius. To date, the company has held stakeholder meetings and an expression of interest for a feasibility study for the commuter railway will be floated shortly. A market study has already been done and the groundbreaking is set to begin in August or September 2012. Kenya Railways has also surveyed their land and is currently in the process of getting a block title for their various scattered parcels of land.

### **Discussion on Kenya Railways**

The following points were raised by the participants in response to the Kenya Railways presentation:

- The lead agency in the city is the council, and Kenya Railways needs to share the same mindset so that valuable and strategic place land owned by Kenya Railways adjacent to the CBD can influ-

ence the further development of the city. Also the credibility of the project proposal will be enhanced for investors if the council is involved.

- Need to clarify the apparent contradiction between the Constitution and the new Urban Areas and Cities Act over who is overall responsible for planning in light of the legacy of land ownership.
- The Lake View City concept should conform with the vision of Kisumu i.e. densification to ensure public interest in opening up the public areas for investment.
- It's a good moment for strategic planning and collaboration with the planning authority of the council.
- The primary driver of Kenya Railways intervention in Kisumu is the commuter rail to complement the airport. The property development is complementary to this.
- There are a plethora of other planning authorities that tend to ignore the local authority planners because of the perceived lack of "strength" of the council. This leads to lack of coordination in planning interventions and the inherent problems. The constitution and Cities and Urban Areas Act gives the council the final authority in planning cities.
- The design of the proposed Lake View City needs to be relooked at to give it an authentic look and local planners should be involved. Perhaps a student design competition can held? The proposed city drawings should include the existing city to understand it better within the context.

## **Presentation**

### **Discussion**

- The population growth rate is a huge question mark. If we densify too much it may affect land prices and people may keep off the city. The process therefore needs to proceed more dynamically in order to capture the nuances of the population.
- As you see often with cities transitioning from agricultural to urban, we see conflict between the

goal of densification and need for income generation of the residents.

- The residents of the peri-urban areas need to be offered incentives to encourage some densification. One idea is to have satellite towns outside the core.
- The key urban planning principles of densification and agglomeration, and one of Kisumu's key visions, to be a knowledge city; need to merged in practice.
- It was suggested that the land where the industrial area is currently located by the lakeshore is not optimally used. For example, what percentage of the city GDP comes from industries and what types of industry? Could it be possible to revitalize this area through promoting mixed use with high rise residential apartments facing the lake? The council has been toying with the idea of changing the land use. One suggestion is to build a dual carriageway road.
- The creation of jobs will dictate design of the integrated spatial plan because 600,000 new residents are coming and 360,000 new jobs are needed in next 20 years. If insufficient jobs are provided in the next two decades, we will have cross-border migration.
- The land tenure situation in Kisumu will influence the growth of informal settlements which come up where the jobs are.
- Most of the land in the CBD is owned by local residents of Asian origin, while the land surrounding it is held by the indigenous locals. The situation has interesting dynamics and the process of integration needs to be well-managed by authorities.
- Existing activities in the CBD shouldn't stop the planning process to achieve a livable and sustainable city. For example, the real problem is not a noisy garage but the noise, pollution and movement created by the garage activities. The authority's responsibility is to provide the option for the garage owner to mitigate these problems at an affordable economic cost, failure to which they would be forced to relocate.

- Historical and geographical factors influenced the location of the current industrial areas. The railway was routed along the lake and freshwater was readily available. Currently, the water and electricity companies are servicing more areas of Kisumu and light industries now have access to factors of production in other areas like Kibos and Miwani.

- Proposed corridors for Kisumu are a knowledge corridor located to the northwest towards Bondo and Maseno universities, and a light industry corridor in Kibos and around the lake shore area (possibly on Kenya Railways 74 acres of land?).

- If Kisumu decides that tourism is a future driver of the economy, then there is need to protect and preserve the natural assets. Good practices were shared from Chaengwon, Korea where the wetland is a tourist asset and Yokohama, Japan where the waterfront is accessible by the public.

- The authorities should consider economic inequality issues when putting in public investments that increase land value for landlords but also increase rents for tenants.

- A good practice from Barcelona where an old textile industry was renovated to an industrial park using public money, and through legislation to en-

able land swap and clustering of industries, has been a huge success creating 50,000 jobs over 10 years.

- Three proposals were forwarded regarding Obote Road (CBD area). (i) keep the density of Obote road, (ii) move developments from the area and convert it to a public open space, and (iii) maintain 30% allocation for public spaces. However, the logic of the landowner is that I want to lose as little space as possible. A good practice was given from Nairobi, where the council's planning department designed the roads in the 1970s and 1980s, then used development control to make the land available for widening the roads. Now in certain areas where this was done, e.g. in Waithaka, Nairobi developers are putting up high rises.

### Field Trip

Following the day's lunch break, participants proceeded for a field trip of Kisumu organized by municipal council. The objective of the trip was to gain a better understanding and appreciation of the city. See the programme for the detailed itinerary.

## DAY 3: Saturday, 25 February

The day started with a recap of the field trip with participants sharing their experiences and impressions. Below are the comments from participants:

- In the 1980s, a World Bank financed housing project had a problem generating enough demand due to the low income levels. Following the field trip, one can see the vibrancy in the local economy through the densification of the peri-urban areas. In slum areas we see high value developments coming up with multi-level configurations. People are taking advantage of the improved infrastructure and there is a boom in middle income housing.

- The view from the RIAT hills confirms the mayor's vision. There is heating up of the urban economy and there is considerable private capital to finance the planning densification with a critical mass of population also present.

- Developers should be encouraged to follow the topology of the land in the hilly areas when constructing houses and developing roads to avoid future problems like landslides when these areas densify.

- The standard of living is higher than expected and there is no visible malnutrition. The slums are not as squalid as in many other countries including India and are low density by Asian standards.

- Expressed doubt that Kisumu will grow through tourism. The lake water quality leaves a lot to be desired for tourism. Projection needs to be done on tourism flows to assure high occupancy rates for the proposed 5 star hotels, without upsetting the occupancy of existing hotels..
- There is an opportunity to increase tax collection for example the property taxes but the most important thing is to increase the efficient use of resources.
- Kisumu should be viewed more broadly as a tourism entry point for the Western Tourism Circuit, and alternative route to the Maasai Mara.
- Municipality needs to be in the forefront of putting innovations and interventions at the micro-scale e.g. at the waterfront where the small entrepreneurs are located.
- Kisumu has great geographical diversity which is a huge asset in terms of planning. In my view Kisumu is a touristic city and the food kiosks at the waterfront are indicative of the future land uses for that area i.e. for restaurants, leisure. Kisumu can also be a hub for education and other institutions which can be located in the hilly areas.
- Kisumu can be the “capital of Lake Victoria” as it has a huge potential in agro-processing taking advantage of the agricultural powerhouse in the hinterland.

### **Kisumu Integrated Strategic Urban Development Plan, 2010-2030**

The presentation on the envisaged methodology and workplan for the ISUD Plan for Kisumu was delivered by Prof. George Onyango of Maseno University.

Prof. Onyango, who is a local team member of the planning consultants, Nodalis, stated that the consultancy firm has been commissioned by the Ministry of Local Government to carry out the preparation of Kisumu’s ISUD Plan, further to having completed the pre-Feasibility Study for the AFD-supported Kisumu Urban Project in 2009.

Prof. Onyango explained that the main objectives of the plan are to develop an up to date and comprehensive database on Kisumu’s urban conditions, including development trends, growth patterns, needs and deficit, and to provide user-friendly tools to guide and support immediate, medium and long-term decision-making processes, including investment planning, and serve communication purposes in the local urban development sector. The plan will include a simple and brief urban spatial planning document (not regulatory), a simplified GIS managed by the municipality and shared across the various departments and partner institutions; and a matching 15 year investment plan, including an updated Short Term Action Plan (STAP) for investments financed by the Kisumu Urban Project.

Prof. Onyango concluded the presentation by taking participants through the methodology that the consultants plan to use. The area covered will be the city and its environs in order to have integrated strategy. The plan has a process model with 5 phases with a timeline of 9 ½ months. Three major workshops will be held: consultative, visioning and validation and the key deliverables are an inception report, Urban Atlas Part I titled “State of the City”, a 15 year Investment Programme, Urban Atlas Part II titled “Development Strategies”, an updated STAP, ToR Feasibility STAP and a Final Report

### **Discussions on Kisumu ISUDP**

Following the presentation the following comments were received from participants regarding planning:

- The planning component is already 1½ years late due to bureaucratic delays in signing the contract at the ministry and it would be better to fast-track implementation to make up the lost time. The workplan seems overstretched and there is need to work backwards to try and fast-track so that investment programme is done by the fourth month. The ministry had already come up with a concept plan which was to feed into the KUP planning

component to be implemented by Nodalis. Nodalis should consider using this to avoid duplicating work.

- The investment plan should be a regulatory document approved by the ministry. The approval and validation process normally takes 3 months. This issue was raised in the pre-feasibility plan and it was agreed that in order to have formal approval from ministry, it's important to have approving authority on the team.
- Due to fatigue by residents over many surveys done over the years, phasing of the activities should be sequential to make investment plan available in four months.
- The process should incorporate intermediate reporting or permanent monitoring/ pre-approval at the early stages to minimize the risk of rejection at the validation stage and ensure that an acceptable investment plan is delivered on time.
- The implementation of the contract is seen as an experiment on the effectiveness of local level decision making versus national level processes. The Nodalis consultancy of 40 million Euros has taken 1½ years at the national level while the consultancy for the Kisumu Urban Project which is a 4 billion Euros project has taken 3 months at the local level. At high levels of government, it expected that this process produces an urban model of Kisumu.
- Dialogue within the planning process should be a continuous process. Kisumu has several forums for citizen participation, including the Kisumu Action Team (KAT) and the Local Authority Service Delivery Action Plan (LASDAP) process. The KAT is considered a neutral ground where the council takes a back seat and a well-respected and credible outsider drives the process. In line with the new constitution, these processes give resident's more influence in budgeting, setting expenditure priorities and monitoring of priorities. A good practice was shared from Vancouver, Canada where the former mayor has convened a "salon" where residents air views of issues affecting them.
- Majority of residents have a rural mindset and have yet to transition to an urban way of life. A

communication strategy is needed to communicate to citizens the key messages that residents living in the city should pay for basic urban services; the authorities are not conspiring to dispossess them of their land; and their cooperation is needed to implement an integrated solution for solid waste management. Furthermore, since urbanity is about density, the challenge is for the city authority to demonstrate the quality of life achievable by urbanizing in order to convince residents to the shift from rural to urban within the next generation.

- Participants discussed a proposal to embrace informality in planning, with some arguing that locals are improvising daily on a daily basis and we should aim to improve the improvisation. Others argued that informality is a coping mechanism for the urban poor e.g. 60% of people are engaged in informal sector.

The following comments were received from participants regarding land and legal frameworks:

- Marketing the land as an agricultural resource taking into account local ownership
- Specific tools and rules are needed to create interventions for realizing the local opportunities
- Regulatory regime has been overdone at the expense of incentives to realize the opportunities
- Better information on land markets / cadastral maps
- Preserve city heritage and build on the grid

The following comments were received from participants regarding municipal finances and urban economy:

- Broaden revenue sources by enhancing administration (IT and others) and revenue base and rates.
- Agribusiness and industries are taking route in Kibos on the outskirts of Kisumu.

- Kisumu should explore niche tourism - ecotourism, cultural and conference tourism, tourism hub due to proximity to Maasai Mara, centre of western tourism circuit.
- Connectivity hub.
- Kisumu should also explore small manufacturing, Commerce and business incubation, knowledge city concept and take advantage of presence of thousands of students and subsequent demand for housing, food, etc.
- Kisumu should develop its reputation as Kenya's cultural capital.
- Construction industry has potential as a huge driver of employment for Kisumu.
- Consultancy on viability of an urban development fund as a strategy for infrastructure financing

### **Spatial and Physical Options**

This session involved groupwork and was guided by the facilitator, John Hogan of UN-Habitat. Participants were divided into four groups to tackle the following issues:

1. Connection to the lake
2. Airport, port and railway
3. Extension and Densification
4. Highlands and Wetlands

The groups were given the guidelines that their work should include the spatial component, the economic and financing issues, legal and regulatory issues, and the key information missing. The outputs required were sketches on a map and rules.

### **Next Steps**

This segment of the programme was conducted by Raf Tuts of UN-Habitat. On the groupwork exercise, Mr. Tuts, commented the groups crystallized all the various ideas that have been bubbling throughout the studio, coming up with ideas that

are so advanced that they could almost be for the next generation of Kisumu residents.

Mr. Tuts complemented the complementarity between the four groups. The first group tackled the ecosystem perspective which linked well to the other groups. The second group focused on rejuvenating existing infrastructure including the existing grid of Kisumu. The third group surpassed expectations by developing a creative spatial structure with fresh ideas including implementation. The fourth group presented three scenarios, one of which was viable for Kisumu.

Noting that the methodology of a rapid planning exercise, combining international expertise, can be useful for other municipalities beginning a similar planning exercise, Mr. Tuts stated that the exercise fits well within UN-Habitat's agenda to revitalize the Kenyan urban scene and there is potential for future workshops to cover the planning deficit. In this way, the values of planning can be restored and international perspectives can be infused into agenda. He reminded participants that the infrastructure works are not disconnected from the spatial view of the city.

Mr. Tuts concluded by stating that the next steps would be to present the report of recommendations from the studio to the mayor who will then present it to AFD and Nodalis for consideration as starting point. The report can also be used by KAT as tool in a visioning exercise and could also be presented at a private sector forum as many of the ideas require public-private partnerships.

### **Close**

The closing speech was given by Mayor Okello who thanked all local and international participants for making time to contribute their valuable inputs to the planning exercise. He described the studio as the beginning of a journey to revitalize planning in Kisumu by getting to the core urban management challenges. He pledged the council's commitment to facilitate the work head and concluded by inviting participants back to the city.

# Appendix 2: Aide Memoire



*expert group meeting*

## RAPID URBAN PLANNING STUDIO

*23-25 February 2012*

*Kisumu Hotel Maseno University, Kenya*



# Kisumu Rapid Planning Studio

**23-25 February 2012, Kisumu:**

*UN-Habitat is providing technical assistance to the Municipal Council of Kisumu in the area of urban planning and design. One of the focuses is to provide technical support and advice to the upcoming Agence France Developpement supported Integrated Strategic Urban Development Plan. The challenges are great. In the last two decades the municipal boundary has expanded from 40km<sup>2</sup> to over 400 km<sup>2</sup>. Its current population of approximately 1,000,000 is expanding rapidly at a rate of 2.6% per annum. 60% of the population currently lives in informal settlements, with 73% of the total population aged below 30 years old.*

*We hope that you will be able to also share your expertise and join us in exploring practical solutions to transforming Kisumu into a thriving centre for commerce, learning and innovation for all.*



## **URBAN DEVELOPMENT CHALLENGES**

Rapid urbanization trends in Kisumu, particularly in the last two decades coupled with low investment in infrastructure and basic urban service expansion has resulted into urbanization of poverty and the rapid expansion of informal settlements.

### **Poor Urban Planning**

Kisumu has an annual population growth rate estimated at 2.8% and a density of 975 people per km<sup>2</sup> compared to 3,079 people per km<sup>2</sup> for Nairobi, and 2,254 people per km<sup>2</sup> for Mombasa. The Municipal Council of Kisumu is the key planning institution for urban development within the city jurisdiction and is faced with several challenges in its attempt to bring order in development activities.

One challenge is associated with the extension of the city boundaries in 1971 to include an 80% land area that is predominantly rural in character and thus demanding a unique set of planning responses. The land ownership type in this area is mainly freehold, putting direct influence on pattern of development on the individual owner's docket. With the rising demand for housing against a backdrop of limited space within the core urban centre, private developers continue to acquire private land for housing and related development within these areas often with little consideration of statutory planning requirements.

The planning by-laws are to a large extent archaic and need revision to suit the dynamism associated with current city development trends. Most powers pertaining to land ownership, land use and control, land acquisition, land allocation and provisions for major land development schemes are with central government or are held by individuals under freehold ownership, necessitating close coordination that often is lacking.

Another challenge closely associated with the rapid informal expansion is the proliferation of informal settlements with their characteristic congestion and lack of basic service extensions. Residents of these settlements feel neglected by the planning authorities, who in turn

postulate that the very temporary nature of tenure conditions of such settlements provides little justification for substantial investment.

Lack of adequate citizen participation in planning activities has been identified as another major cause of poor city planning. Failure of some projects implemented by the Council has been attributed to the exclusion or low-level of stakeholder participation in the planning and implementation stages. Improper land use allocation for industrial development, utilities, commercial, social infrastructure and transport points to the lack of strategic planning to guide the council's activities. This situation is exacerbated by the limitations posed by the inadequate strength of the planning department in the Council contributed by lack of equipment, personnel and finances.

### **Inadequate Infrastructure**

Kisumu city derives its early origins from being an inland port associated with the arrival of the Mombasa to Uganda railway in 1901. Since then it has continued to serve as a regional transportation node for the East Africa region, providing road, rail, water and air connections.

Though the city centre recently benefited from an improvement of roads, residents in other areas continue to reel under poor road conditions. The progressive decline in railway and shipping services has increased the cost of trading limiting it to only local goods, as road transport is relatively expensive. Communities in the area fondly recall the days when goods would be ferried to and from areas in Tanzania and Uganda via the lake, bearing great economic benefit.

Intra-city transport has seen the emergence of a large influx of bicycle taxis (non-motorised transport) commonly known as 'boda boda'. Since such a development was not anticipated, no commensurate provisions were made for cyclists e.g. bicycle tracks, with a resultant congestion on the city roads. The 'boda boda' trade has grown to be a significant income earner for the poor youth who can't find formal employment with an estimated 8,000 bicycle operating in Kisumu. The challenge remains on how to integrate this economic activity into the urban transport system, while minimising user conflict and ensuring safety.

### **Increased Urban Poverty**

In the last decade or so, Kisumu has experienced a high frequency of collapse in industry and commercial establishments, mainly attributed to the general decline in the national economy. This, coupled with government restructuring pursuits resulting into high retrenchment levels, has placed 48% of Kisumu's urban population within the absolute poverty bracket comparing rather unfavourably to a national average figure of 29%. Majority of city inhabitants previously engaged in



wage employment in the manufacturing and processing plants have had to find alternative income earning opportunities in the informal sector, causing a rapid expansion in this sector. A reported decline in fish catch accompanied by a slump in the sugar industry in the hinterland of Kisumu has greatly affected the local economy, effectively reducing the purchasing power of the citizenry. The plight of the urban poor is worsened by the lack of decent and affordable shelter.

Kisumu lacks a coherent and comprehensive investment plan, pertinent in attracting and guiding investors to the city. The development of the micro-enterprise sector of the local economy has largely been needs driven with no evidence of city institutional framework for support of the sector, exposing the rapidly expanding informal sector to direct forces associated with an open market system. Whatever gains that may accrue from the informal trading practices have not translated to any improvement of the urban poor situation, begging for support structures such as access to micro-credit opportunities. It is however encouraging noting some recent trends towards the revival of collapsed industry through strategic investment partnerships such as the revamp of the Molasses plant. The city authority has also recognised the need to engineer local investment growth and established a multi-stakeholder roundtable forum to coordinate and encourage strategic partnerships for accelerated development - the Kisumu Action Team (KAT).

#### **PAST AND ONGOING SUPPORT INITIATIVES**

##### ***Kisumu Urban Project - KUP (2010-2014)***

The Agence Française de Développement (AFD) is providing financing for a municipal investment project for Kisumu. KUP which falls within the framework of AFD's urban development strategy, aims at supporting the government's efforts to achieve sustainable and more inclusive urban local authorities with strengthened governance and improved service delivery. The project has a comprehensive institutional component focused on participatory physical planning and financial management, as well as several investment components. The AFD support which will be extended to the Municipal Council of Kisumu, will improve commercial and urban infrastructure in the city (markets, bus parks, solid waste management, roads, footpaths, public lighting, health and community centres), including in informal settlements. Ultimately, the goal of the project is to convert the municipality of Kisumu into a stronger institution, with an increased capacity to raise and manage its own revenues and at the same time to provide efficient services to its residents.

The Kisumu Urban Project is closely linked to two large national programmes involving 15 municipalities- the Kenya Municipal Programme led by the Ministry of Local Government and the Kenya Informal Settlements Improvements Programme



led by the Ministry of Housing. Both national programmes are multi-donor programmes which will be jointly funded by the World Bank, SIDA and the AFD.

The projects have a strong poverty focus, with the rural roads project, using labour intensive methods for road rehabilitation and maintenance thereby creating jobs, while the Kisumu project addresses urban poverty, through specific interventions targeting informal settlements.

#### **Kisumu City Development Strategy - CDS (2002-2010)**

UN-HABITAT, with support from the Swedish International Development Cooperation Agency (SIDA), initiated the Lake Victoria City Development Strategies programme in early 2002, in a bid to strengthen the capacities of urban centres located on the shores of Lake Victoria. The initiative aimed to mobilise local governments and stakeholders to develop a programme for laying out development strategies for improved urban environment and poverty reduction. It also addressed the absence of effective planning in these municipalities.

The preparation process of Kisumu CDS gave great attention to the need to win and sustain commitment from the lead agencies with the municipal council at the helm, while actively and purposefully engaging stakeholders in a consultative exercise to generate consensus on issues of priority. Several forums were used to arrive at a widely acceptable development agenda for Kisumu consolidated into a comprehensive strategy and action plan. The key issues identified included poor urban planning, inadequate infrastructure and services, transport infrastructure and solid waste management. The CDS adopted broad goals to provide the overall framework for its city's development. The goal relating to urban planning was to institute a planning culture that is responsive to the needs of the urban populace, while actively engaging their participation in providing strategic direction

#### **Kisumu Integrated Sustainable Waste Management Project - KISWAMP (2007-2009)**

KISWAMP was developed within the framework of the Kisumu CDS. UN-HABITAT in collaboration with the International Labour Organization (ILO) and the Municipal Council of Kisumu received additional support from SIDA to promote integrated sustainable waste management practices through a public private partnership approach.

KISWAMP adopted several capacity building approaches for the improvement of the regulatory environment including enforcement of reviewed by-laws, fee collection, monitoring and evaluation systems, private sector linkages, and start up machinery. It also stimulated and strengthened associations of waste collection groups and established a credit guarantee scheme through a micro-finance institution. A 10-year Integrated Sustainable Waste Management (ISWM) strategy



developed provided a vision and road map for to address the problem of waste management in the city

#### **Millennium Cities Initiative (2006- todate)**

The MCI is a project of the Earth Institute, Columbia University. MCI's and its core mission is to help underserved cities across sub-Saharan Africa complete an urban transformation - one essential to attaining the Millennium Development Goals (MDGs) - including the fundamental goal of halving extreme poverty by 2015.

In Kisumu, the first millennium city, MCI has developed an Investor's Guide and conducted a survey to identify bottlenecks in the provision of infrastructural services to enterprises. A local office of the Kenya Investment Authority (KIA), which is being supported by MCI, is tasked to identify investment opportunities and provide support to potential investors.

#### **Sustainable Urban Mobility - SUM (2004-2006)**

SUM was a component within UN-HABITAT's Sustainable Cities Programme (SCP). It offered cities technical support and limited funding to build technical capacity in the area of low-cost mobility (walking and cycling) planning and management and demonstrated the positive impacts of infrastructure interventions aimed at increasing the efficiency and safety of these modes of transport. The first SUM demonstration project took place in Kisumu. Following a city consultation in 2004, the Municipal Council of Kisumu in collaboration with SCP, ITDG, IHE-UNESCO, and the various stakeholders finalised an Environmental Profile and developed a city-wide urban mobility strategy that provided a framework for area-specific action plans for selected hotspots.

#### **Cities Without Slums - CWS (2004-2005)**

Kisumu participated in a pilot of the global CWS initiative under the Kenya Slum Upgrading Programme (KENSUP). Through collaboration between the government and UN-HABITAT, KENSUP was established to create the conditions that can sustain long-term, nationwide slum upgrading in Kenya. A situation analysis carried out in 2004 surveyed the state of Kisumu's slums with regard to land issues, housing, infrastructure, social services and livelihoods. Attempts were made to trace the historical development of slums, with a view better to understand their development trail. Further analysis of the institutional framework and policy environment prevailing in Kisumu provides insights into the intervening factors and their relative influence on the current condition of the slums.

#### **REQUEST FROM THE MAYOR OF KISUMU TO THE ED FOR SUPPORT IN DEVELOPING URBAN DEVELOPMENT SCENARIOS**



Following an initial introductory meeting with UN-HABITAT in December 2011 by the Mayor of Kisumu and his team, and a subsequent field visit to Kisumu by the UN-HABITAT Committee of Permanent Representatives in December 2012, the mayor requested the Executive Director of UN-HABITAT, Dr. Clos, for the agency's technical support and policy advice towards the urban planning component of AFD-funded Kisumu Urban Project (KUJ). This initial request was followed by the constituting of a Kisumu Urban Planning Project team, led by the Urban Planning and Design Branch and supported by the Urban Economy and Urban Land, Legislation and Governance branches of UN-HABITAT. A second meeting was held with the Kisumu team in January 2012, attended also by local AFD representatives, during which the broad urban planning principles and scenarios for the urban extension and densification of Kisumu to support sustainable urbanization were discussed.

#### **UN-HABITAT APPROACH: RATIONALE FOR URBAN EXTENSION AND DENSIFICATION, INCLUDING LEGISLATION AND ECONOMY ASPECTS**

##### **City Expansion and Densification Plans: Options for Kisumu**

Urban growth of the past 30 years has largely resulted in crowded slums and sprawling settlements in the urban fringe. Cities are consuming more and more land to accommodate new developments. In some regions, urban land has grown much faster than urban population, resulting in less dense and in general more inefficient land use patterns. In addition, this is often happening in the absence of a viable spatial structure. Pressure on land also results in increased land prices and consequent occupation of marginal land by slums or 'leapfrogging' development with urban sprawl. As a result living conditions deteriorate and low density makes it costly and inefficient to provide services and infrastructure. The overall efficiency of settlements is reduced and city development hindered.

Mechanisms for ensuring an orderly expansion and densification of existing and planned neighborhoods are needed in order to provide the city with a spatial structure that can support socio-economic and environmental sustainability. In order to create this structure, city expansions and densification plans are needed to enable cities to accommodate the expected urban growth in the next decades in a sustainable way. City expansions and densification plans shall provide for a rational urban structure to minimize transport and service delivery costs, optimize the use of land, and support the protection and organization of urban open spaces.

City expansion and densification plans have been developed in a limited way in developing countries. Experiences from Egypt, Ecuador and Brazil offer important lessons in this area. UN-Habitat has supported Egypt to define new city limits and structure city expansions for 50 small towns.



The aim of the city expansion and densification plans is to increase residential and economic densities with compact communities, while guiding new redevelopment to areas which are better suited for urbanization contributing to more efficient and sustainable development. This type of intervention will also make more land available for development, thus reducing speculation and increasing accessibility for the poor, as well as local revenue. The transformation of land use from rural to urban creates wealth and value, it produces assets and income. Tapping on such wealth is a key challenge for local governments in any developing city. By avoiding leapfrogging practices, urban expansions fight against speculative behaviors, minimize the city's ecological footprints, and reduce pressure of development on environmentally sensitive areas.

Services related to the city expansion and densification plans include: adaptation of tools for extension and densification planning at national and local levels; documentation of planning experiences, capacity building for planners, city managers and leaders on planning tools; development of extension and densification plans; support implementation through partnership building; development of financial solutions to implement these plans.

City expansions and densification plans can be realized in large areas of vacant or sub-utilized land in central areas or on the fringes of the city. These plans need to provide sufficient land supply to minimize the fragmentation of the built-up area, particularly further out of the urban periphery.

City expansions and densification plans are to be developed in a progressive manner, selecting some areas that can be further developed in the coming years, as demand grows and financial conditions are available. It is important to go "back to basics" and prioritize the resolution of core issues, providing a foundation for more complex interventions in the future.

The results achieved through the development of city expansions and densification plans are: (a) a spatial structure will be created in order to support urban development and attract investments; (b) large areas of land will be made available for development thus reducing land prices and speculation, (c) urban densities will increase accommodating population growth more efficiently; (d) the city's ecological footprint will be minimized with more compact cities. Additional benefits of this model project include: (a) increased density that promotes economic agglomeration advantages, including lower costs of providing infrastructure and services; (b) strengthened social interactions and reduced mobility demand; (c) mixed use of land that increases social heterogeneity and generates economic densities.

#### **PROPOSED ACTIVITIES**

*Support in developing scenarios*



Starting in November 2011 to date, the Kisumu Urban Planning project team constituted by UN-HABITAT under the leadership of the Urban Planning and Design Branch has given exploratory thought to the critical challenge posed by the expected doubling of the population of Kisumu from roughly 1 to 2 million within the next 20 years. While considering the various visions proposed for Kisumu: inter-regional transport and commerce hub, university city, high value tourism; the team considered that the key urban planning strategy should be linked to the creation of employment and adequate and affordable shelter for the growing population. At present in Kisumu, there is low connectivity between these issues, low densities, increasing urban sprawl, low integration between factors of production, and a disconnect between the population and economic opportunities.

The UN-HABITAT team has built a preliminary case using both graphical and empirical evidence, for the densification of Kisumu in order to meet the challenge of the doubling population, and argues that the densification of Kisumu should occur within a set of delimiters (the available land between Lake Victoria, the Nandi Hills and the protected wetland and nature reserve areas, excluding also the land set aside for future expansion of the airport). The growth and densification should be guided within an appropriate legal framework while taking into account existing outlying nodes in the greater Kisumu County. Kisumu must also consider its main assets, which include the new international airport, a widely accepted city vision, and existing urban structure.

#### ***Rapid Urban Planning Studio***

The Kisumu Urban Planning Studio to be held from 23-25 February 2012 is organized by the Municipality Council of Kisumu in collaboration with UN-HABITAT. The objectives of the studio is to provide inputs to the Kisumu urban planning exercise under KUP and provide a 'critique' to the KUP consultants' proposal on urban planning. The studio will take place over 2 days, and will include a set of presentations, a field visit, working groups on vision and planning options, as well as a restitution session. Participants for the meeting will be drawn from the international participants to the Quick Guides Experts Group Meeting (organized by UN-HABITAT and being held concurrently in Kisumu), Kisumu municipality (authorities and stakeholders), Kenyan experts and stakeholders representatives, development and other partners of Kisumu Municipality, UN-HABITAT focal areas (economy, land, planning) and technical staff in the field.

The Rapid Urban Planning Studio is designed to support the presently ongoing urban planning initiative by the Kisumu Municipality and will discuss possible urban planning models for the city.



# Appendix 3: Conference Schedule

## DAY 1: Thursday 23 February - Arrival of Kenyan Experts

- 9:00 Official Opening of the Kisumu Planning Studio and overview of AFD supported Integrated Strategic Urban Development Plan, His Worship, Mayor Samuel O. Okello
- 9:10 Welcome Remarks, Dr. Joan Clos, Executive Director, UN-Habitat
- 9:15 Introductions of National Participants and Objectives of the Meeting, J. Hogan
- 9:30 KISUMU SWOT presentation of Key Urban Data, Absalom Ayany, Kisumu City Planner
- 9:50 Discussion – Key trends for today and for tomorrow “What are the Burning Issues”, What information is available? What is missing, how can it be collected?
- 10:10 Coffee
- 10:30 Key Planning Principles – Land, Density, Design and Economy, Dr. Joan Clos, Executive Director, UN-Habitat
- 11:15 Discussion
- 12:00 Theme 1 Density, Design and Infrastructure: Options and Opportunities – T. Stellmach and R. Tuts
- 13:00 Lunch
- 14:15 Kisumu- Needs and Realities: Mayor Samuel O. Okello and Absalom Ayany
- 14:30 Discussion: Theme 1
- 15:45 Theme 2 Economy and Municipal Finance – Needs and Realities: Treasurer Stephen Osiro
- 15:50 Options and Opportunities - G. Kebede and S. Machancoses
- 16:00 Discussion: Theme 2
- 16:30 Theme 3 Land and Legislation – Needs and Realities, Options and Opportunities: Prof. Peter Ngau
- 16:50 Discussion: Theme 3
- 17:00 Emerging Scenarios and Initial Conclusions, Prof. Stephen Agong
- 18:00 Close and Cocktail – Reception

## DAY 2: Friday 24 February - International Experts join the Studio

- 9:00 Welcome and Objectives of the Studio, His Worship Mayor Samuel O. Okello
- 9:10 Introductions and Overview, J. Hogan
- 9:30 Presentation on Emerging Scenarios: Absalom Ayany, Kisumu City Planner
- 10:00 International Perspectives and Local Realities - Plenary Discussion: Key Issues
- 11:45 Overview of Kisumu Field Visit
- 12:00 Lunch
- 13:00 Departure Field Visit
- Proceed to Dunga beach, passing through the Impala Wildlife Sanctuary
  - Proceed through the "slum-belt" encircling the CBD to Nyalenda informal settlement through newly improved bitumen ring road to Kaloleni.
  - Proceed to Kondele area that is undergoing gentrification
  - Proceed to Mambo Leo / Kanyakwar / Dago Areas towards the hilly areas of Kisumu
- 18:00 Return to Kisumu Hotel

## DAY 3: Saturday 25 February

- 8:30 re-Visioning Exercise, a reality check Group 1, Group 2
- 10:30 Feedback and Reporting - J. Hogan
- 12:00 Spatial and Physical Options Group 1, Group 2
- Working Lunch
- 15:00 Feedback and Reporting - J. Hogan
- 15:40 Next Steps - R. Tuts
- 16:00 Close
- 18:00 Departure Kisumu Airport

# Appendix 4: List of Participants

## **Municipal Council of Kisumu / Local Authorities**

1. Samuel Okello, Mayor of Kisumu
2. Ben Odondi, Deputy Mayor of Kisumu
3. Christopher Rusana, Town Clerk, Kisumu
4. Absalom Ayany, Town Planner, Kisumu
5. Eng. Adrian Ouma, Municipal Engineer, Kisumu
6. Hope Tumukende, Vice Mayor of Kigali, Rwanda
7. Castro Namuaca, Mayor, Nampula, Mozambique

## **Local Planners**

1. Prof. George Mark Onyango, Ag. Deputy Vice Chancellor, Maseno University
2. Dr. Patrick Hayombe, Dean, School of Spatial Planning and Natural Resource Management, Bondo University College
3. Prof. Peter Ngau, Chair, Department of Urban and Regional Planning, University of Nairobi
4. Solomon, Ambwere, Chief Planner, Ministry of Local Government
5. Dr. Lawrence, Esho Partner/Senior Consultant, Centre for Urban and Regional Planning
6. Mairura Omwenga, Chairman, Association of Architects of Kenya
7. Fred Odawo, Planning Architect, Kenya Airports Authority

## **International Planners**

1. Pablo Vaggione, Founder, Design Convergence Urbanism (DCU)
2. Vinay Lall, Director General and CEO, Society for Development Studies
3. Tatiana Ogliari, SEDHAB - Secretaria de Desenvolvimento Urbano e Habitação,
4. Andries Geerse - Andries Geerse Stedenbouwkundige bv
5. Bernadia Irawati, Programme Director, CITYNET
6. Thomas Van Geest - Andries Geerse Stedenbouwkundige bv

## **Major Stakeholder Organizations**

1. Ben Obera, Project Officer, Lake Victoria Region Local Authorities Cooperation
2. Alfred Adongo, Team Leader, SANA International
3. Joseph Okumu, Airport Manager, Kisumu, Kenya Airports Authority
4. Thurania Kinagwi, General Manager (Business), Kenya Railways
5. Frank Ochieng, Public Relations Manager, Kisumu Water and Sewerage Company
6. Jura Moses, Technical Manager, Kisumu Water and Sewerage Company
7. Mrs. Leah Muraguri, Coordinator, Kenya Slum Upgrading Project, Ministry of Housing

## **Academic / Research Institutions**

1. Prof. Reuben Mosi, Dean, School of Agriculture, Food Security and Biodiversity, Bondo University College
2. Prof. Bjorn Malbert, Professor, Chalmers University of Technology, Sweden

## **Development Partners**

1. Nyokabi Gitahi, Programme Officer, Agence Française de Développement
2. George Wasonga, Programme Coordinator, Civil Society Urban Development Programme
3. Beldina Opiyo, Public Health Specialist, Millennium Cities Initiative (MCI)
4. Merciline Oyier, Coordinator Kisumu, Urban Matters, Catholic Organisation for Relief and Development Aid
5. Joy Morabu, Regional MCI Advisor, Columbia Global Centres
6. Evert van Walsum, Urban Programme Officer, Cordaid Urban Matters

## **UN-Habitat**

1. Dr. Joan Clos, Executive Director
2. Raf Tuts, Coordinator, Urban Planning and Design Branch
3. Gulelat Kebede, Coordinator - Urban Economy Branch

4. Laura Petrella, Leader - City Planning, Extension and Design Unit
5. Saturnino Machancoses, Leader - Urban and Municipal Finance Unit
6. John Hogan, Human Settlements Officer - Policy and Strategic Planning Unit
7. Bridget Oballa, Training Expert - Training and Capacity Building Branch
8. Laban Onongno, Chief Technical Advisor (Kenya), Lake Victoria Region Water and Sanitation Initiative
9. Gianluca Crispi, Urban Legislation Unit
10. Cyprian Selebalo, Land Specialist - Land, Tenure and Property Administration Section



Site Visit

11. John Mwaura, Assistant Programme Officer
12. Esther Osunga, Administrative Assistant
13. Geoffrey Oluoch, Team Assistant

### **Consultants**

1. Simon Macharia, Municipal Finance Consultant
2. Claire Lawrence, Consultant, SOFRECO
3. Wim Eising, Consultant, SOFRECO
4. Thomas Stellmach, Urban Planning Consultant, UN-Habitat



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