

# THE JINJA- KAMPALA-MPIGI CORRIDOR

## PHYSICAL DEVELOPMENT PLAN

JUNE 2023

### CHAPTER 1 INTRODUCTION



**Government of Uganda**  
Ministry of Lands, Housing and Urban Development

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# 1 INTRODUCTION

## 1.1 Introducing the JKM Corridor Plan

In its continued support of Uganda's economic and social development, the African Development Bank (AfDB), in collaboration with the Korea International Development Agency (KOICA), has funded the preparation of the Jinja – Kampala – Mpigi (JKM) Corridor Physical Development Plan<sup>1</sup> for the Government of Uganda (GoU) through the Ministry of Lands, Housing and Urban Development (MLHUD).

The JKM Corridor is Uganda's primary economic activity corridor, accounting for some 15 percent of the national population and over 30 percent of Uganda's Gross Domestic Product. The plan is to serve as a guiding framework for prioritising and locating current and future investments. More specifically, this plan for the JKM Corridor is focused strategically at the corridor level, rather than at the level of individual spatial-administrative units (districts, capital city, towns and municipalities) and has an explicit purpose in mind: *"to attract, manage and coordinate all forms of public, private, community and individual investments over an indefinite period based on demand."*<sup>2</sup>

The production of the plan fills a gap in Uganda's current planning system: there is currently *"no comprehensive, integrated spatial framework to guide both public and private sector investments and bring out the development potential of the region."*<sup>3</sup> The JKM Corridor Plan will be the first example of a series of Urban Corridor Plans. It is guided at the higher level by Vision 2040, the National Development Plans (NDPs) prepared by the National Planning Authority (NPA) and the National Physical Development Plan (NPDP). From a lower level, it will draw on and inform city, town and district physical and development Plans.

### 1.1.1 Defining the JKM Corridor in spatial terms

How do we define the JKM Corridor in spatial economic terms? The area was described in the JKM project Terms of Reference (TOR) as a planning area of some 2,200 square kilometres in Uganda's Central and Eastern regions which incorporates Mpigi, Wakiso, Mukono, Buikwe<sup>4</sup> and Jinja districts in their entirety, Kampala City, and a small portion of Mayuge District – specific counties and/or sub-counties were not mentioned – that is adjacent to and south of Jinja District.<sup>5</sup>

The project team discussed the definition with stakeholders and authorities during the Inception Period and explored the planning experience with similar city regions and extended metropolitan-scale or regional corridors which, as with the JKM Corridor, are built upon and structured by transportation and other large-scale economic infrastructures (water, power, industrial gas, telecommunications, digital).

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<sup>1</sup> Henceforth JKM Corridor and JKM Plan

<sup>2</sup> TOR, p. 8

<sup>3</sup> TOR, p. 2.

<sup>4</sup> Buikwe District was part of Mukono District until July 2009.

<sup>5</sup> The inclusion appeared to be territory from Bunya County West (Warasa and Magamaga Town Councils, and Baitambogwe sub-county).

Following this, it was agreed that the spatial definition of the corridor should include Kampala City and Mpigi, Wakiso, Mukono and Buikwe districts in Central Region and Jinja District in Eastern Region, and exclude the portion of Mayuge District previously included, as illustrated in Figure 1 below.

The agreed area includes the Greater Kampala Metropolitan Area (GKMA) the larger part of which was declared as a Special Planning Area in 2012 and has a Cabinet-approved GKMA Development Framework 2040, dating from 2013.<sup>6</sup> While spatial definitions vary for the GKMA, it is widely accepted that the area comprises Kampala City, which is made up of five divisions<sup>7</sup> and governed by the Kampala Capital City Authority (KCCA) as a national government ministry established by the 2010 KCCA Act, Wakiso District, which effectively surrounds Kampala City, and the neighbouring districts of Mpigi to the west, and Mukono to the east.<sup>8</sup>

This spatial definition for the GKMA incorporates the municipalities of Entebbe, Nansana, Kira, and Makindye-Ssabagabo in Wakiso District, Mukono in Mukono District, and Mpigi Town in Mpigi District, as well as eight towns in Wakiso, namely Wakiso, Namayumba, Masuliita, Kakiri, Kasangati, Kyengera, Kajjansi and Katabi.

The JKM Corridor area definition then goes beyond the GKMA in adding Buikwe District, to the east of Mukono District, which incorporates Lugazi and Njeru municipalities and Buikwe and Nkonjeru towns. Across the regional border, Jinja District in Eastern Region includes Jinja City and the towns of Kakira, Buwenge and Bugembe.<sup>9</sup>

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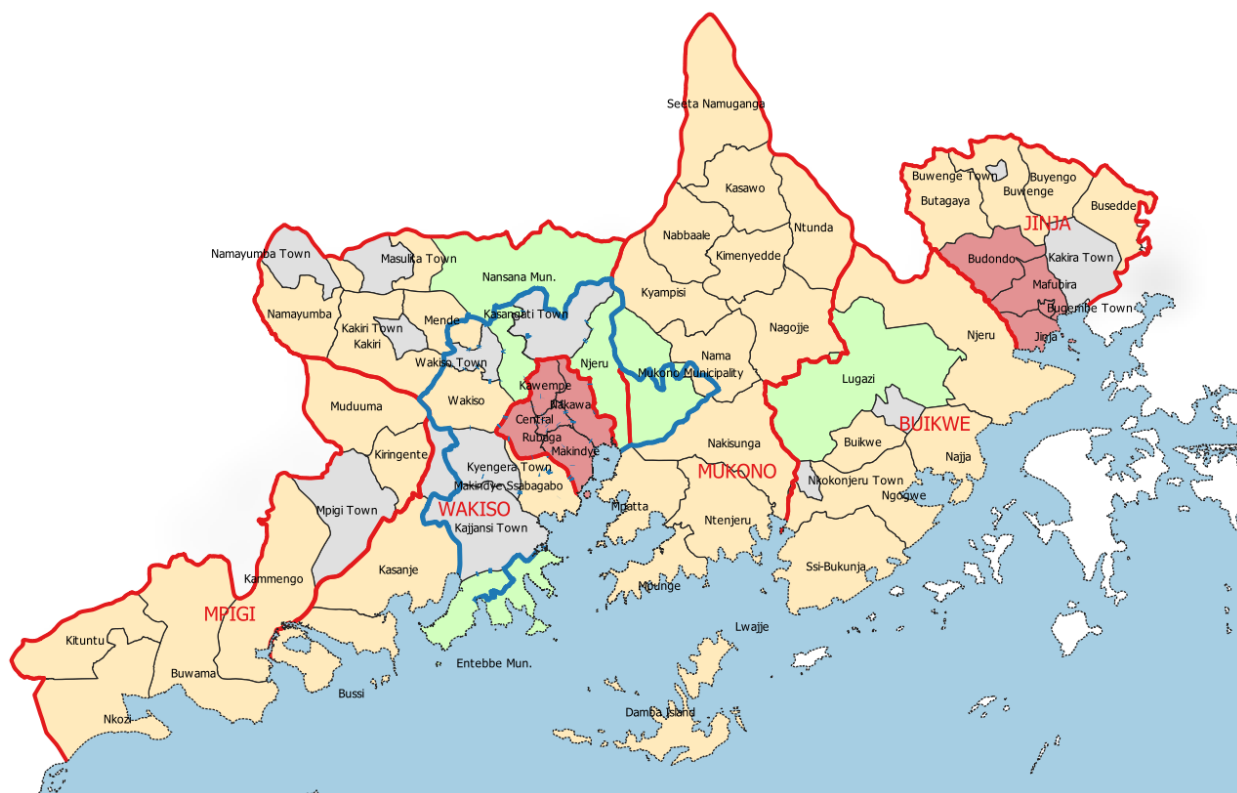
<sup>6</sup> The GKMA covers 970 sq. km in this definition. Other definitions specify only portions of Mukono and Wakiso districts (e.g., IPE Triple Line, Spatial Assessment of Kampala, Uganda, East Africa Research Fund, 2018) or include Kalangala District rather than Mpigi District (e.g., Miljan Sladoje, Gregory Randolph and Lina Khan, Transforming secondary urban areas for job creation: a study of Uganda, International Growth Centre, 2019). The IPE study above includes all 97 KCCA parishes, 77 Wakiso District parishes and 8 Mukono District parishes. According to this definition, GKMA covers an area of around 1,033 sq. km and has an estimated population of 4.1 million, which is approximately 10 percent of the total population and 38 percent of the urban population. In view of this definitional variation, and to plan using available data, principally from UBOS, and also to follow the lines of political administration, authority and influence in an inclusionary rather than exclusionary fashion, we have decided to include full districts rather than portions thereof. The GKMA Structure Plan is currently being updated.

<sup>7</sup> Central, Rubaga, Makindye, Nakawa and Kawempe. In this chapter, Kampala and Greater Kampala are used interchangeably for the GKMA and its area; Kampala City is used for the KCCA area.

<sup>8</sup> Kampala Capital City Act, 2010 defines the metropolitan area as 'the area of jurisdiction of the Authority together with the neighbouring districts of Mpigi, Wakiso...and Mukono.'

<sup>9</sup> Jinja municipality was one of seven municipalities which achieved city status on July 1, 2020, following the intention of Vision 2040 to create five regional and five strategic cities. The other July 1 cities were Arua, Gulu, Mbarara, Fort Portal, Masaka and Mbale. Eight cities will become operational as cities later, two in the JKM Corridor, Entebbe and Wakiso, and also Hoima, Lira, Soroti, Moroto, Nakasongola, and Kabale.

Figure 1: The JKM Regional Corridor

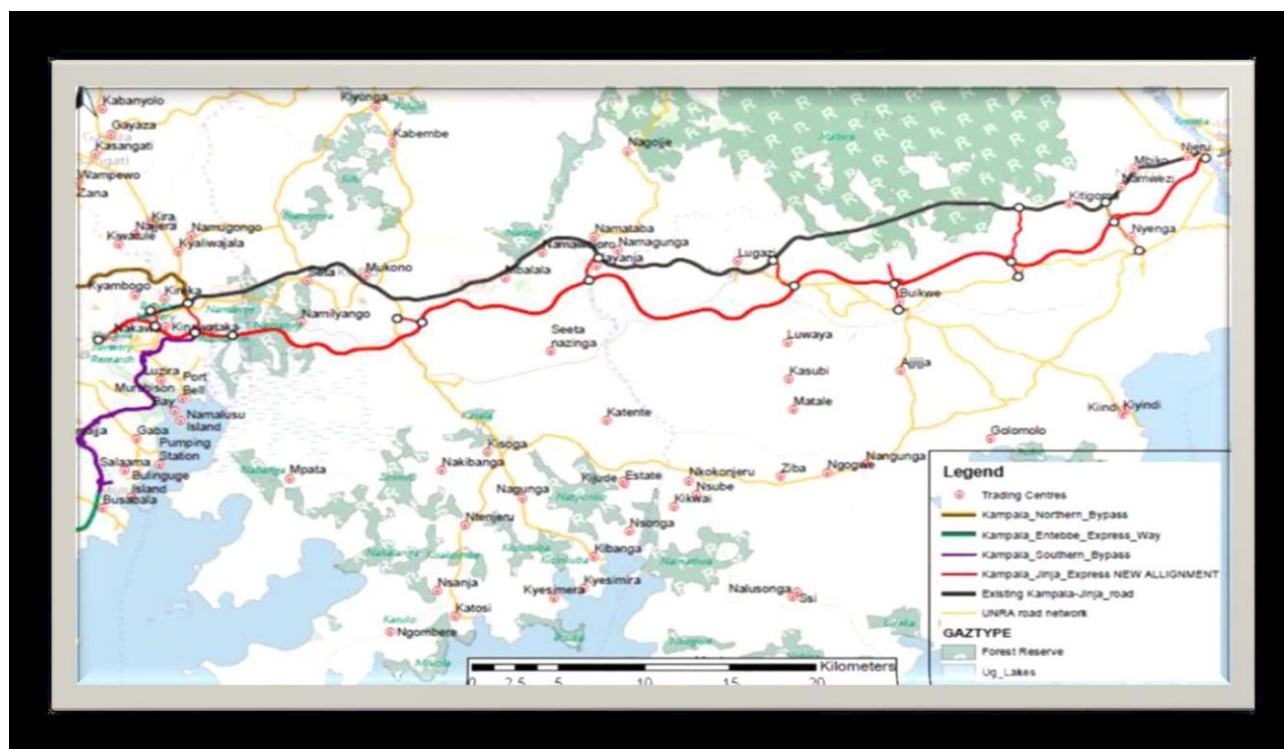


Source: COWI A/S

This spatial definition directly follows the 120km Mpigi to Jinja road transportation route, which on the most direct route tracks the Kampala (Busega)-Mpigi Expressway, currently under construction, the Kampala-Northern Bypass Highway and the A109 to Jinja (which is to be superseded by the future Kampala-Jinja Expressway, which is beginning construction). Figure 2 depicts the official alignment of the expressway. As with most similar urban and regional corridors, it stipulates distinct beginning and finishing points on the key defining transportation route, i.e., a terminus on each end, as specified by its actual (JKM Corridor) name. This plan area, as defined, is also constituted by a southern transportation axis along the recently built 50 km Kampala-Entebbe expressway and the former main road between the two settlements.<sup>10</sup>

<sup>10</sup> We are aware that the corridor was previously named the Jigala-Kampala-Entebbe (JKE) corridor, and that this term is still used by some initiatives such as the UKAID-funded Uganda Cities Infrastructure and Growth (CIG) programme.

Figure 2: The Kampala-Jinja Expressway



Source: African Development Bank

The current Kampala – Jinja highway A109 on the map forms part of the Northern Corridor of the Trans-Africa Highway, linking the Indian Ocean port of Mombasa, Kenya with the Atlantic Ocean port of Matadi, Democratic Republic of the Congo (DRC). The section of the A109 between Jinja and Kampala is the busiest and most congested road in Uganda. It is the main import/export route for land-locked Uganda, Rwanda, Burundi, and the eastern Democratic Republic of the Congo (DRC). The 77-kilometre (48-mile) expressway now under construction is routed to the south of the existing Kampala–Jinja Highway and is planned as a toll road.

Importantly, this definition is also human settlement-focused and includes Kampala City (1,507,000, 2014 population), as the country's largest city, and also the next three largest urban centres, Nansana (366,000), Kira (317,000), and Makindye Ssabagabo (283,000), as well as a further five of the 20 largest urban centres, namely Kyengera (195, 531), Mukono (163,000), Lugazi (114,000), Jinja (76,000), Entebbe (69,000), and Njeru (also 69,000).<sup>11</sup> Mpigi, with a population of 44,000, is a somewhat smaller town, as is Wakiso town (60,000).

Including the whole of Mpigi and Jinja districts further permits the incorporation of the peri-urban areas and rural hinterlands of each urban terminal point, given that they are located respectively on the easternmost (Mpigi) and westernmost (Jinja) points in their respective districts. Equally, more rural sub-counties in the northernmost part of Wakiso and Mukono districts are also included.

<sup>11</sup> Entebbe and Jinja and Wakiso are included in the recent Cabinet-approved plan to create 15 new cities in the 2020 to 2022 period (also included are Arua, Fort Portal, Gulu, Hoima, Lira Mbale Masaka Mbale Soroto, Moroto Nakasongola, Kabale, Wakiso and Mbarara).

### 1.1.2 The JKM Corridor's population dynamics and urbanisation

Uganda is one of the fastest-growing countries in the world in terms of population, with a growth rate of around 3.3 percent per year and a population currently estimated to be 41,393,972. The total population of the JKM Corridor is estimated at 6,573,000, which is equivalent to 15 percent of the total country's population<sup>12</sup>.

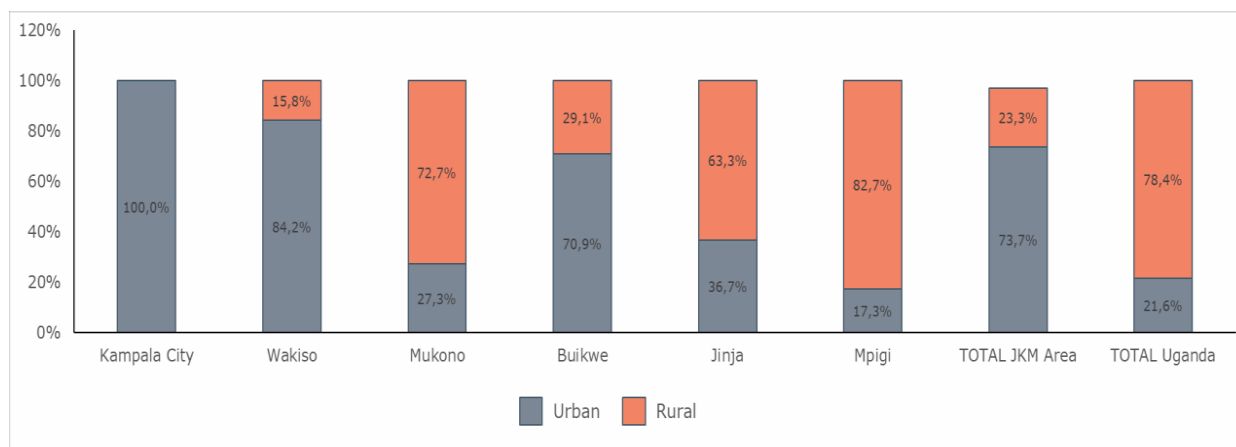
Uganda's population growth is reflected by the size of its very young population: the population below 17 years old is approximately 55 percent of the country's total population. Recent studies indicate that the 15-30 years age group forms 60 percent of the working age population and that this working age population will increase by 13 million between 2017 and 2030.<sup>13</sup>

The JKM Corridor has a significant pulling factor for the working-age population which is demonstrated in its much higher share of almost 54 percent within the JKM Corridor as compared to around 47 percent for the whole of Uganda. Kampala City (62 percent) and Wakiso District (55 percent) are the areas where the percentage of the working-age population is the highest, compared to a figure of below 50 percent for the remaining districts.

While Uganda remains largely rural, the country has been experiencing rapid urbanisation with an urban population growth rate of around 6 percent since 2014. Uganda's urban population is estimated to be 24 percent and by 2040 it is projected to reach a share of around 40 percent. The JKM Corridor is however already strongly urbanized, with 74 percent of the population living in urban areas. In 2014, the JKM Corridor contained 52 percent of the country's total urban population.

Urban populations are preponderant in Kampala City, Wakiso District and Buikwe District, as seen in Figure 3 below.

Figure 3: JKM Corridor Population



Source: Population Census 2014 and District Profiles 2014

At the core of the region's urban dynamism is undoubtedly the country's capital, Kampala City, which has become the centre of a large, growing and spatially expanding urban agglomeration. This growth has

<sup>12</sup> Population Census 2014 and District Profiles 2014

<sup>13</sup> Sladoje M., Lina Khan and Greg Randolph, 2019, "Transforming secondary cities for job creation: A study of Uganda", Policy Brief, International Growth Centre.



extended to Kampala's neighbouring districts, creating several large satellite urban settlements, in particular within Wakiso District.

These satellite settlements function today as suburbs of Kampala City and have led to the emergence of the GKMA, which includes Wakiso, Mpigi and Mukono districts and brings together a population of more than 4.3 million people in Uganda's largest urban settlements. Beyond the GKMA, the highest concentration of the urban population along the JKM Corridor is in Buikwe District. Njeru Municipality and the recently established Jinja City create an urban agglomeration that numbers around 300,000 inhabitants.

Urbanisation will continue across the JKM Corridor, particularly within the GKMA. Most urban settlements in Wakiso District have grown at an annual rate higher than 6 percent, with Kira, Kyengera Town and Kasangati Town having grown at more than 8 percent, and Wakiso Town and Kakiri Town at more than 9 percent. In Mukono District, urban population growth has not been as high, but Mukono Municipality has still grown by almost 5 percent. The urban growth in Buikwe, Mpigi and Jinja districts has been lower – within the range of 2 percent to 3.6 percent, although such lower growth needs to be seen in relation to administrative definitions of urban settlements, in the case of Jinja in particular.

The growth in urban population is the result of natural growth but also the consequences of migration. Uganda is a country with a relatively high level of spatial mobility even though people tend to migrate within the same region. However, most migrants to urban areas move to Kampala and its satellite urban settlements. This has an impact not only on the population and economic growth of the capital city and its metropolitan area but also on the growth of other smaller secondary urban settlements.

This spatial mobility pattern explains Kampala's continued dominance of the urban landscape. In addition, it explains the more limited growth of Uganda's secondary cities and their difficulty to reap economies of scale to potentiate social and economic transformation. Migration to urban areas is nevertheless often beneficial. The latest Uganda household surveys have shown that urban areas have lower rates of poverty and higher average consumption levels than rural areas.

## 1.2 Key national development policies

The JKM Plan takes as its point of departure Uganda's key national development and physical development policies and plans.

### 1.2.1 Vision 2040

#### **Vision and Objectives**

Vision 2040 is Uganda's long-term strategic plan for spatial and non-spatial development as devised by the National Planning Authority (NPA). Issued in 2010, its stated objective is to achieve:

*"A transformed Ugandan society from a peasant to a modern and prosperous country within 30 years".<sup>14</sup>*

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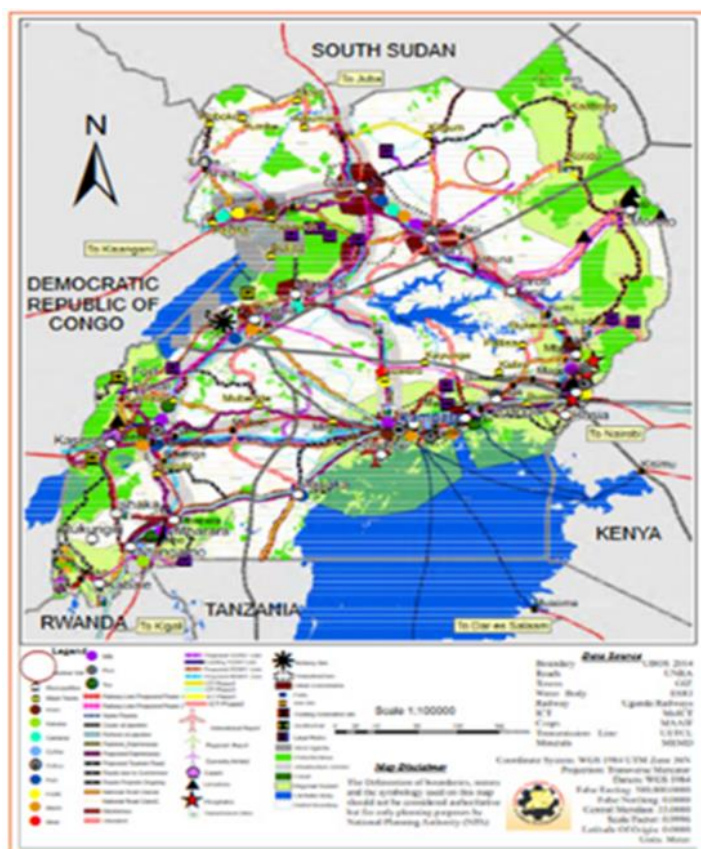
<sup>14</sup>National Planning Authority (Henceforth: NPA) (2010) *Vision 2040* p. 2. Available online at: <http://www.npa.go.ug/uganda-vision-2040/>

More specifically, Vision 2040 outlines quantified development targets that will act as indicators of the achievement of middle-income status, with an expected 30-fold increase in Gross Domestic Product (GDP) by 2040. Specific targets by 2040 include:

- > Increasing industry (from 26.5 percent to 31 percent) of GDP, and services (from 51.2 percent to 58 percent).
- > Increasing access to electricity from 11 percent of the population to 80 percent.
- > Increasing access to piped water from 15 percent to 80 percent.
- > Increasing the share of standardised paved roads from 4 percent of the total road network to 80 percent.
- > Increasing the share of people living in planned settlements to 100 percent in both urban and rural areas, and the overall level of urbanisation from 13 percent to 60 percent.

Urbanisation and urban and spatial planning are of great importance to achieving these goals. As such, Vision 2040 is the guiding document for the formation of planning frameworks and development plans – all planning frameworks and development plans seek to support the attainment of the development indicators laid out in Vision 2040.

Figure 4: Spatial Framework for Uganda Vision 2040



Source: Vision 2040

The foundation for the Spatial Framework is as follows:

- 1 The Standard Gauge Railway (SGR), which will connect regional capitals, Addis Ababa, Juba, Kigali, Kampala and Nairobi to the sea at Djibouti and Mombasa, is the main determinant of the pattern of regional infrastructure.
- 2 The transportation infrastructure defines corridors, based on the new electric-powered railway (130m wide), international expressways and 400KV electricity transmission network and fibre network.
- 3 The location of existing and new power sources which are coming on stream, define “production zones” on the corridors and provide the low-cost power and transport which will make Ugandan industry globally competitive.
- 4 Production zones provide well-designed, serviced sites for agro-processing for specific crop clusters, manufacturing based on the processing of minerals, oil and gas from their regions, and outsourcing of manufacturing from more advanced economies.

### **Vision 2040 Spatial Framework**

The Uganda Vision 2040 Spatial Framework, seen in the Figure 4 map alongside, spatially projects the long-term infrastructural and institutional developments as set out in Vision 2040.<sup>15</sup>

The Uganda Vision 2040 Spatial Framework is a layout projecting infrastructural and institutional developments over the long term. The Framework was prepared to ensure the main spatial development elements synergistically, cost-effectively and efficiently contribute to the attainment of Uganda’s long-term socio-economic development goals.

<sup>15</sup>NPA (2010). *Vision 2040 Spatial Framework* [Online]. Available at: <http://www.npa.go.ug/planning-frameworks/spatial-framework/>

- 5 Towns and cities which are already in the corridors, some of which are already becoming conjoined (for example on the JKM Corridor) grow by in-migration into well-planned, high-density nodes on urban corridors related to production zones.
- 6 National parks, forests, agricultural areas and related towns which are off the corridors develop as high-quality and high-value environments for agriculture, leisure and ICT-based economies.
- 7 Conservation and environmental protection areas are extended within the above 'off-corridor' locations; strong measures are taken where corridors pass through environmentally sensitive areas.

## 1.2.2 NDP III

### **Contextualising the Plan**

Uganda's National Development Plans (NDPs), as devised by the National Planning Authority (NPA), have had and will continue to have a significant impact on both the formulation and implementation of national development goals. While primarily strategic documents, they also offer granular detail as to how Vision 2040 shall be achieved within a given five-year time frame by offering specific development objectives and by outlining key programmes for public and private investment. In other words, if Vision 2040 is the long-term strategic direction for Uganda's economic and spatial development, the NDPs set the short-to-medium-term national priorities for development towards achieving Vision 2040's stated objectives.<sup>16</sup>

More specifically, the NDPs serve the following primary functions:

- 1 Gathering analysis of Uganda's developmental outlook as is pertinent to the achievement of Vision 2040, taking stock of challenges and opportunities.
- 2 In the cases of NDP II and NDP III, further evaluating the successes and failures of the previous plan/s.
- 3 Identifying and outlining in detail key projects through which Vision 2040 shall be implemented.
- 4 Collating strategic spatial plans for the implementation of said projects.

NDP III sets out key development objectives for the period from 2019/20 to 2025/26. Responding to the challenges faced by NDP I and NDP II, NDP III is both ambitious and holistic in its approach, offering a thorough well-considered approach to both non-spatial (e.g., proposed governance reforms) and spatial development.

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<sup>16</sup>NPA (2019). *Third National Development Plan (NDP III): 2020/21 – 2024/25*. pp. 1-14. Available online at: <http://www.npa.go.ug/development-plans/national-development-plan-ndp/>

## **Strategic Objectives and Approach**<sup>17</sup>

The stated objective of NDP III is to attain

*"Increased Household Incomes and Improved Quality of Life of Ugandans."*<sup>18</sup>

This aim is to be achieved through the following objectives:

- 1 Enhance value addition in key growth opportunities.
- 2 Strengthen the private sector to create jobs.
- 3 Consolidate and increase the stock and quality of productive infrastructure.
- 4 Enhance the productivity and social well-being of the population.
- 5 Strengthen the role of the state in guiding and facilitating development.

These objectives are to be achieved through the delivery of key programmes. It should be noted that a programmatic approach and the programmes themselves reflect a distinct, robustly considered approach derived from the following set of lessons learned from NDP I and II:<sup>19</sup>

- > That private investment alone is unlikely to the successful attainment of stated objectives;
- > That a programme approach to development will bring together key stakeholders and actors holistically, as opposed to the siloed (i.e., divided) approaches of NDP I and II;
- > That land compensations must be effectively addressed;
- > That the development approach should conform to both regional and global development frameworks, namely the African Agenda 2063, Agenda 2030 (Sustainable Development Goals), and East African Community (EAC) 2050;
- > That there should be significantly increased investment in the 'real' economy (i.e., 'formal', taxable economic activity that follows the legal, regulatory, and administrative requirements and standards of the Ugandan government). Further, investment opportunities should be appropriately skilled for the labour force – and offer more for the youth, who are by far the largest demographic nationally.

To implement NDP III, 18 programmes are set out in the policy domains which follow below:<sup>20</sup>

- 1 Agro-industrial Development
- 2 Mineral Extraction

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<sup>17</sup> Ibid. pp. 35-53

<sup>18</sup>Ibid. p. 35

<sup>19</sup>Ibid. pp. 2-14

<sup>20</sup>Ibid. pp. 53-60

- 3 Sustainable Petroleum Development
- 4 Tourism
- 5 Natural Resources, Environment, Climate Change, Land and Water Management
- 6 Private Sector Development
- 7 Manufacturing
- 8 Integrated Transport Infrastructure and Services
- 9 Energy
- 10 Digital Transformation
- 11 Sustainable Urbanisation and Housing
- 12 Human Capital Development
- 13 Innovation, Technology Development and Transfer Programme
- 14 Community Mobilisation and Mindset Programme
- 15 Governance and Security
- 16 Public Sector Reform
- 17 Regional Development Planning
- 18 Development Plan Implementation.

The successful implementation of *any* of NDP III's programmes will impact spatial and physical development in the JKM Corridor. This is because they will affect the structuring and efficiency of administrative institutions, and of development and urban planning frameworks and instruments at the local and regional levels (e.g., public sector reform, human capital development) or the prosperity and demography of the corridor (e.g., private sector development, manufacturing, tourism).

### 1.2.3 Local Government and Institutional Framework

The JKM Corridor Physical Development Plan will rely on both Central and Local Governments for implementation. At the national level, the implementation of such a plan will involve sector ministries beyond MLHUD, such as the Ministry of Transport or the Ministry of Works, as well as the Ministry of Finance, Planning and Economic Development, and the Ministry of Local Government. The Office of the Prime Minister and the National Planning Authority will play key roles. These entities will perform different functions according to their mandates, making sure that proposed projects and activities are placed within Government and sector plans, budgets and overall legal frameworks. A brief description of specific roles is as follows:

- > **MLHUD** - The Ministry will play a supervisory role throughout the development of the JKM plan. It will also provide data for land coverage, housing density in rural and urban areas as well as the nature of urban development. This will be relevant in scenario building.
- > **The Ministry of Works and Transport** – Expected to play a key role in the implementation of transport infrastructures that are crucial in the development of the JKM corridor.
- > **NPA** - The NPA is represented in the Steering Committee and is therefore expected to be supportive and provide necessary information to ensure that the JKM is aligned with the National Development Plans.
- > **Ministry of Finance, Planning and Economic Development** – Responsible for the appropriation of funds for its implementation.
- > **Office of the Prime Minister** - Expected to support the allocation of resources for the implementation of the JKM corridor plan.

The provisions and recommendations of the plan will be realized through the local government system. The second schedule of the Local Governments Act 1997 lists the functions that must remain with the national government but also provides a list of functions to be carried out by the districts and other local councils – functions which may or may not be devolved to lower levels of local government. The CAP 243 of the Local Governments Act devolves planning and budgeting powers to local councils in their areas of jurisdiction. A clearly defined system also assures that there is local consultation and representation from the individual citizen upwards.

In Uganda, the local government structure differs in rural and urban settings:

- > In urban settings, there are city, municipal, division/town, ward and cell councils.
- > In rural areas, there are district councils, counties (which are administrative units without a council), sub-county councils, parish councils and village councils.

As seen above, there are currently two cities within the JKM Corridor, namely Kampala and Jinja, and five districts, Mpigi, Wakiso, Mukono, Buikwe and Jinja.

District Councils or City Councils are the Planning Authorities in any given District. A District or City Council is made up of an executive committee composed of a chairperson, vice chairperson and a maximum of three Secretaries nominated from amongst the Councilors. The governing structure reproduces itself through lower levels of government, but also at lower levels of responsibility.

Under the 1997 Local Governments Act, districts and cities were given responsibility for service delivery in a broad range of areas, including healthcare, education, water and roads. They also were put in charge of their annual planning and budgeting. Local government bodies can levy taxes and revenue and can plan for their own development. In Kampala alone, roughly 80 percent of services were devolved to the Kampala City Council (KCC) and then subsequently to the Kampala Capital City Authority (KCCA).

The different districts and city governments are responsible for preparing their own development plans which establish the development path for the district or city for the following five years. These local governments are also responsible for overseeing the execution of local development plans in coordination with appropriate sector administration hierarchies – within the local government and nationally.

The chapters which follow now present the elements of the JKM Plan, in this order:

- Chapter 2 Vision, Goals, and Strategic Priorities
- Chapter 3 Spatial Development Framework and Strategy
- Chapter 4 Industrialisation and Economic Development Strategy
- Chapter 5 Housing and Regional Infrastructures Strategy
- Chapter 6 Transport, Mobility, and Connectivity Strategy
- Chapter 7 Environmental Assets, Management, and Climate Change Strategy
- Chapter 8 Agricultural Sector Development Strategy
- Chapter 9 Implementation Strategy