

UN-HABITAT Discourse of Informal Settlements and its Effect on National Housing Policy Formulation in Uganda

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Abstract

Cities face massive environmental, socio-economic and spatial challenges. Although they can be a hub for economic development, cities can also aggravate inequalities. Today, many urban residents of informal settlements all over the world lack access to basic amenities. Improvement of informal settlements involves multiple state and non-state actors. In our endeavour we are going to take a closer look on relationship of Uganda and UN-HABITAT as they closely cooperate in regards of upgrading informal settlements in the country. Our chapter is going to execute its exploration within the theoretical framework of postcolonialism. We decided for use of critical discourse analysis, because our focal point of investigation is whether UN-HABITAT interventions and their discourse influenced overall focus and word formulation of National Housing Policy of Uganda. We found out that there can be felt presence and influence of UN-HABITAT discourse in the language that is used in National Housing Policy. However, it does not influence policy creation to the extent that discourse would influence main goals of policy.

Keywords: Uganda, UN-HABITAT, informal settlements, urban development, housing policy

Problem Field & Research Question

The study of informal settlements (slums) in sub-Saharan east Africa has been a topic of investigation among development studies researchers. Some aim at projecting theories and policies to tackle the existence of informal settlements especially in urban areas. Principal issue surrounding informal settlements is inadequate housing which calls for efficient and effective housing policies for prospect of development. Informal settlement problems are multidimensional and thus, simple perspective on the housing policies is insufficient to address this complication. Housing policy requires a fresh perspective and should be dedicated to the establishment of social equity, improvement of the living standards of underprivileged communities (Nassar and Elsayed, 2018). More importantly, the roots of

emerging illegal settlements in such a huge scale in Uganda traces to the existence of widespread poverty and social exclusion. The government expenditure committed to providing subsidized housing along with urban rehabilitation is dwindling and the need for giving attention to these informal settlements is now alarming. Using UN-Habitat policy guide to Slum upgrading 2014, parallel to Uganda national housing policy of 2016, this paper will focus our research on answering this research question:

Does the UN-HABITAT interventions and their discourse influence overall focus and word formulation of National Housing Policy of Uganda?

Sub-questions:

1. What is informal settlement referred to in Uganda?
2. Which method is Uganda using in addressing the issue of informal settlement in its urban areas?

This research paper will set its focus on answering these three key questions as its course. In trying to answer these questions, the paper will like to disclaim beforehand that it is not trying to provide a solution to the question but to take a critical standpoint.

Literature Review

In order to easily understand the concept behind the creation of slums especially in urban areas and what methods can be put in motion to tackle this problem, it is first of all very important to understand the meaning behind the term "Informal settlements" or "Slums" as well as its origin in the urban planning context. Agreed by many scholars is the fact that the world is facing rapid Rural-Exodus leading to a growth in the urban population all around the world. Looking at this trend, it is speculated that at least 70% of the world's population will be living in urban areas by the year 2050 (U.N, 2018). Available existing literature on slums is basically divided into various groups. One group of scholars looks at the existence of slums in cities as a hindrance to political and economic growth. Researchers of political science and economics studies belong to this field, as well as big organizations that are trying to promote sustainable development and economic growth. As described by Ward David (1976), Informal settlements or slums are often described as unhealthy, crumpled and overcrowded form of

settlement usually created by little or no income earners with no proper or any system of planning. Other researchers insisted that the idea of trying to upgrade slums was a lazy process and the thought of totally eradicating slums from cities one day is a myth. To support this claim was Marie Huchzermeyer cited in Lisa Björkman, who claimed slums are not good for the cities and mostly contribute negatively but also cannot be annihilated as they will always remain a part of the cities in Africa.

The second school of thought on slums is that which do not look at its existence as something that is all negative for the people but also something that is helping in the informal sector. Scholars of this thought are mostly from the field of social sciences and sociology. Thomas M. Hanlon et al (2019), stated that slum dwellers have some form of cultural identity and a community lifestyle. Skye Dobson et al, emphasized that the conditions in slums can be upgraded through effective schemes rather than trying to eradicate slum existence which is more costly. She further points out that Informal settlements are usually referred to as slums not by the residence but usually by secondary or a third party as these slum inhabitants refer to their communities sometimes as "Ghetto" and "Squatter" and these dwellers usually have a better sense of community, as slums provide shelter to low income earners.

Thirdly, there are those that look at the issue of slums from a critical standpoint and suggest policies that can aid in its upgrade. Mostly big organizations like the United Nations and the World Bank. Statistics from the World Bank portrays slums from both points of views and emphasizes that whether slums are a positive or a negative or both, urbanization in Uganda is on a fast lane especially in cities in cities like Kampala, Entebbe, Gulu and Mbarara. Urbanization in Uganda is estimated at around 13% and urban growth rates are around 4.5% per year and projected to increase further. The urban population is projected to increase from 13.3 million in 2010 to 20 million in 2030. Some scholars also looked at slums as just vulnerable areas. According to Richmond et al, vulnerability is to account for the existence of slums in urban areas to which he outlines six primary drivers of vulnerability: food, water, energy, environment, livelihood, and health. They blame these drivers for contributing to risk accumulation, that can generate extreme situations of vulnerability in cities that lack good management. In breaking down vulnerability into six distinguishable aspects, they attempt in identifying the multitude of risks and their complexity, thus making it easier to tackle them using policies that will focus on each drive.

Theoretical Framework

Using postcolonial theoretical framework, we can draw upon diverse and specialized strategies and techniques. It has critical and conceptual framework on ways to denote other meanings and connotations in regards of various disciplines for example: anthropology, history, psychology and sociology (Malreddy 2011). Post-colonial theory is a critical body of knowledge that questions dominant ways through which is the world known and how knowledge is defined. In this case we will challenge ourselves during knowledge creation and argue for ontological deconstruction of mainstream knowledge formations in regards of our research question.

Postcolonialism can have multiple meanings and associations implied with theories such as modernity, imperialism, ethnicity and postmodernism. It is an intellectual movement and it has a critical relevance in understanding the connections between the West and the non-West. Most commonly it is used for focusing on the aspect of once colonized people and their lands. The theory analyzes the history, culture, literature to what extend the imperial power had the effect on the colonized countries.

Post colonialism theory emerges as a result of colonialism, the discourse which deals with the effect of colonization on cultures and societies. (Ashcroft 2007). The culture after the colonization is the main concern after mainly the Western thoughts have dominated the world's culture and marginalized the colonized culture. (Selden and Widdowson 1993). Post colonialism will give a perspective of the relation between the colonizer and the colonized. Since many people in many countries in the world had experienced colonialism, post colonialism provides a crucial way expressing the realities of colonized people.

Here it is important to mention the dependency theory as well what is a conceptual framework that the so called Third World countries are underdeveloped because they were under the rule of a colonizer and still developing because of global capitalism and globalization and it tries to show what was the effects of colonization. Modernization suggests that underdevelopment is due to the lack of drive, entrepreneurship, creativity and ambition to achieve success. The postcolonial theory dismisses these arguments and emphasizes that not the internal forces, but the West is responsible for the continued underdevelopment.

Definition of Concepts

Informal settlements: The UN Habitat Programme defined the informal settlements as the following: 1. Areas where a group of housing buildings have been constructed on the land which the occupants have no legal claim to do so, or what they occupy illegally.

2. Settlements and areas where housing is not in compliance with planning and building regulations (unauthorized housing). This excludes units where land titles, lease or permits have been granted. It is important to note that informal settlements don't cover homeless people. (UN 1997)

Slums is the interchangeable word for informal settlements. Description about slums by the UN is very similar just like the above mentioned one:

“contiguous settlement where the inhabitants are characterized as having inadequate housing and basic services, a slum is often not recognized and addressed by public authorities as an integral part of the city” (UN Habitat. The Challenge with Slums 2003)

Development and growth of cities is closely linked to urbanization, which is directly connected with growth of informal settlements that comes with it as accompanying phenomenon. Therefore, we consider as relevant to define concept through our lenses. Urbanization is an aggregate socio-economic mechanism which remodel already built environment that was formerly rural into urban settlement (World Urbanization Prospects, 2018; 10). Process of urbanization is formed by urban planning, private and public investments in infrastructure and buildings of the city. This mechanism includes several changes in lifestyle, culture, occupation, which results in alteration of social and demographic structures of rural and urban areas. The primary consequences of urbanization are increased city population and land area of urban settlements in comparison to rural settlements (ibid).

Method & Methodology

We decided to approach UN-HABITAT participatory slum upgrading policy and Uganda's national housing policy through lenses of post-colonialism. Paradigm gravitates around discourse, culture and institutional power practice of development (Escobar, 1991). In other words, this school of thought attempts to investigate the relationship between language

and social structures. We believe that discourse analysis is the most suitable method for exploration of such correlation. It is mainly because discourse analysis is grounded in language and speech, but it also takes into consideration the fact that they are not neutral representations of the world (Egholm, 2014). Also, due to the fact that it analyzes application of language and social as well as political contexts in which it occurs. Brian Poltridge (2012) argues that formulation of meaning is continually preoccupied with perspectives, interests and values of those who created them.



Poltridge, 2012; 193

It is noteworthy to mention that there is no single, specific agreed method of how critical discourse analysis should be approached (Goodman, 2017). However, we believe that for our purpose Fairclough's critical analysis approach is the most suitable for two reasons. First, it connects three dimensions of text, discourse and sociocultural practices that are produced, reflected and reinforced in text (Fairclough, 2010). Second, his approach is concerned with language, ideology and power (ibid).

Fairclough (2010) in his book "Critical Discourse Analysis" portrays how to orderly investigate the relationship between social structure and language. Further, Fairclough uses particular middle-range theory position where in Marxist tradition, he focuses on social conflict and he attempts to identify linguistic manifestation of dominance, difference and resistance (Wodak & Meyer, 2001). Fairclough's critical discourse analysis is divided into three dimensions which are descriptive, interpretative and explanatory. In descriptive part we are

going to focus on description of linguistic aspects of the policies such as text surface (graphic layout, headlines) rhetorical means (metaphors, clichés). Then, in interpretative dimension we are going to focus on presuppositions, what notions and understandings in the policies are explicit and implicit. Afterwards, we continue with looking at meta discourse and intertextuality. This particular stage of analysis may be influenced by us, as there exist more ways of how to interpret one thing. In the final stage, explanatory dimension we plan to focus on ideological characteristics of dominant strains of discourse, also on key findings of UN-HABITAT and Uganda housing policies.

Context of Informal Settlements

The phenomenon of informal settlements is just one part of the bigger mosaic that portray contemporary cities. To highlight current trends, the World's Cities report from 2018 states that 55,3% of the global population lives in urban areas and this number will grow, as it is estimated that by 2030 60% of people will live in the city and every third person on earth will live in a city with a population of 500 000 inhabitants or more (World's Cities in 2018, 2018; 1)

Informal settlements are defined as residential buildings built on planned or unplanned areas which don't have formal planning approvals. These are usually groups of housing units which have been constructed on land that occupants have no legal claim to do so. They mainly characterized by bad infrastructure, services and low quality of houses which doesn't comply with the current planning and building regulations. Informal settlements can be perceived both as problem and solution to housing needs in fast growing cities in developing countries. (Srivinas, H 2005).

The Commissioner of Urban development in Uganda¹, states that high rural urban migration is due to economic problems which forces the poorer part of the society to move to urban areas in search for better opportunities. This is the main cause for urbanization poverty, because many of these people lack the skills to be part of the labor market hence, they join the mass of unemployed citizens in the urban areas. This is the main contribution of rapid rate growth of slums and informal settlements, since they cannot afford formal housing.

¹ <http://mlhud.go.ug/>

Informality is often used in connection with economics as well, because the informal sector is not taxed or regulated by the state. There are estimates that 72% of all employment in the sub-Saharan African area is informal (International Labor Organization). Therefore, there exists growth of the informal settlements because citizens don't have choice in order to support themselves. De Soto (2001) argues that this contributes the most to the informal activities because this is the only alternative to survive by living outside of the official law. People live in informal settlements because there is economical flexibility, direct bargain power, less vulnerability and better return of investments (Lince, S. 2011). It is increasingly hard to distinguish the line between informal and formal sectors because citizens in the sub-Saharan African region and in Uganda as well, are daily engaged in both "worlds".

There are several advocates claiming the benefits of formalization which would lead to greater economic security, projection and tax revenue (Koonings, 2009, Roy A. 2005) whereas many other scholars state the opposite. For example, the above mentioned Lince further argues formalization doesn't address structural inequities. Therefore, people of Uganda continuously engage in informal activities because they offer them greater protection and control over their livelihoods.

The economic informality is the critical point of the informal settlements and that is why recently the term informality started to extensively describe the poor housing conditions and the lack of access to basic services and needs in living areas. It also refers to incorporate elements of behavior which refers to individual and collective activities that occur outside of the state norms, which often compromise economic activities.

The description of the UN regarding slums households is when a group of individuals living under the same roof who lack one or more of the conditions of access to clean water, sanitation, sufficient living area, durability of housing or security of tenure (UN-Habitat 2003). UN-Habitat states that slums became the ground for unskilled people where unprotected and low-wage informal service and trade industries are present. In rapidly growing sub-Saharan African cities, most of the population lives in slums, which creates chaotic land use and leads to environment degradation. Myers (2016) states that informality grow to such an extent, that informal cities are now in existence and therefore the separation from formal and informal becomes impossible and the complexity of urban space cannot be overstated.

Context of Uganda

Uganda, like other countries in the Sub-Saharan Africa there experience rapid urbanization processes especially in recent times. Uganda has a population base of about 42 million people (2018) and a population growth rate of 3.2%, making it one of the fastest-growing populations in Africa (Factbook, 2018). This demands a serious amount of land, housing, water, health, education, jobs and services. Most of the growth has been seen secondary cities such as Hoima, Mbarara and Mukono even though these cities are relatively small they will soon grow into large cities.

In 15 years, the population will be almost double and 30% will be living in urban areas. These smaller secondary cities if not managed properly it can easily cause problems and turn into unplanned slums. Uganda's governance has still time to prepare for this situation make the right decisions in order to avoid unplanned settlements and create better living conditions for the future residents. This can be done by creating central and urban governance and urban communities to manage urban growth and this is the possible way how the formation of large slums can be avoided.

By 1964, the Town and Country Planning Act was put in place to further augment Uganda's 1960's deliberate policy on industrialization at regional level with the aim of developing urban areas, creating employment opportunities to absorb the in-migration from rural areas and also empowering them economically. Most of the urban centres that developed during this era did so without proper planning. Failure to progressively planned urban land development, poor coordination, corruption, mixing of urban management with politics, largely account for the growth of slums in Uganda. Implementation of spatial plans has largely failed due to institutional weaknesses, financial constraints, political interference and lack of appreciation of planning by society.

The emergence of slums in Uganda has been gradual and sustained over a long period of time, a combination of a number of factors have facilitated this growth which are the following.:

Failure of past Kampala Structure plans to cater for the development of African neighbourhoods and areas.

- Land Tenure in Kampala
- Rapid Urbanisation and growth of urban population
- Poverty and low incomes
- Physical and urban planning

The current situation of slums in Uganda is the worst in the Katanga area what is in Wandegaya parish. The Parish is made up of four zones; Kimwanyi, Soweto, Busia and Katale of which Kimwanyi, Soweto and Busia make up the Katanga Slum area. The total population as inquired from the LC1 Chairman Mr. Hassan Wasswa Sempala is 7000 people, all settling on Mailo land for now a period of 12 years. Majority of this population are tenants and the minority are the landlords owning housing units in a cluster form ranging from 5-10 units.

Most people in Katanga occupy semi-permanent, temporary structures because this is the type of accommodation they can afford. The cost of a rental per unit varies from ushs.50 000 to 100 000 per month depending on the location. Congestion characterizes these slums in both the spacing between the buildings and the room spacing. Most of the structures are built in unplanned way with virtually limited spacing between them. For instance, the structures are facing each other or back to back with each other.

Context of Participatory Slum Upgrading Programme

The Strategic Plan for most less economically developed countries are repositioning UN-Habitat as a major global entity, a center of excellence and innovation. In this respect, the Organization is refocusing its niche as the thought leader and go-to agency that sets the global discourse and agenda on sustainable urban development. Looking at their policy guide agenda of 2014 principally authored by Reinhard Skinner in collaboration with Matthew French, Claudio Acioly jr. and Jane Reid, the report first focused in trying to define what Slums rely are and their main causes around the world and the previous approaches that had been taken to address the issue. It used the mixed method approach and also presented data that was not only procure by itself but also outside sources .The report proceeded with its own suggestions on how to address the issue of slums which it called “A Citywide Slum Upgrading Program” (U.N Habitat, 2014, p20). In a report of eight chapters, from the end of Chapter 2 all the way

to chapter 6, comprised of 123 pages is focused on how to make this approach work in most countries. Finishing off with Chapter 8, the report presented seven cases of Slum upgrading programs from different regions around the world that have worked in close collaboration with the U.N-Habitat in upgrading its slums. Finally, the eighth chapter is a comprehensive bibliography.

Context of National Housing Policy

This policy was pioneered by the Uganda minister of Land, Housing and Urban Development in 2016 in the person of Duadi Migereko. The housing policy was not all about helping people in slums to have a roof on their heads, but to generate mainly economic growth. The policy paper presented itself fine inline using the policy circle approach. It started by providing the readers with an Agenda setting that what are slums settings in Uganda. Chapter 2 explains the formation of the policy by focusing on its visions of better housing for all, goals (improve housing standards with modern building materials), objectives (promoting sustainable development goals) and principles that will guide the policy's development (Migereko, 2016). The legitimacy of the policy paper was kind of default since its author was one of the major stakeholders (A Minister of the Government). The third chapter covered the policy priority areas such as laws being obsolete and the current legal framework being rigid and unable to guide housing development in Uganda. In Implementation, the fourth chapter suggests efforts of both central and local Government level in providing and enabling the environment with strategic direct interventions along with active participation from the private sector, civil society and even individual households who will play a leading role in housing delivery (ibid). Of course the policy paper itself cannot provide an evaluation but giving the current status of Uganda with the existence of slums like Kisenyi and Katanga in Kampala, it can be concluded that for over three years of the policy creation, not much has been achieved looking at contemporary existing literature. But then again, maybe all the policy needs might just need more time. Lastly but not the least, looking at the policy maintenance, succession or termination, it is clear that the policy is still very young and is still being used though modified by the current prime minister of Uganda in the person of Dr. Ruhakana Rugunda. According to the office of the Prime Minister of Uganda;

“Government is aware that investment in the housing sector has a significant backward and forward linkages in enhancing national economic growth in line with the National Development Plan (NDP), Vision 2040 as well as the NRM (National Resistance Movement) manifesto. Government is therefore committed to fulfil the objectives of the National Housing Policy of increasing the housing stock in the country, rehabilitating the housing industry and encouraging Ugandan to own homes in an organized environment,” Dr Rugunda said (Office of The Prime Minister, 2019).

Discourse Analysis

In this part of our chapter we are going to systematically analyze first, Participatory Slum Upgrading Program (further PSUP) and then National Housing Policy of Uganda (further NHP). Both policies are closely related to the theme of informal settlements and both policies are representational of the discourse of their respective fields. This means, that PSUP is portraying discourse of non-governmental organization UN-HABITAT and NHP is displaying discourse of nationwide policy implemented by the state of Uganda. The main purpose is to explore and investigate whether the global discourse of UN-HABITAT has any power of influence on formulation of national policy.

Participatory Slum Upgrading Program

Descriptive dimension:

Text surface: the whole policy is divided into 8 chapters. At first, slums being addressed on a global scale, then policy explains how to initiate, set up and design the implementation PSUP. Afterwards it portrays how should be initiatives sustainably managed, monitored and evaluated. At the end there some recommendations of what to avoid and what to focus on, as well as examples of successful execution of PSUP. Graphically speaking, policy is full of pictures, mostly portraying slums as very densely inhabited, poorly maintained by dwellers with lot of garbage lying around.

Metaphors, clichés and biased formulation of words: the selected language used in the PSUP is mainly of common character when it comes to discourse of development and improvement of informal settlements. However, it does not change the fact that it appears to be biased, due to the fact that slums are being portrayed mainly negatively as phenomena

accompanying process of fast urbanization and therefore, they are a problem of cities in the 21st century. In Cambridge Academic Content Dictionary, one of the definitions of cliché is following: cliché is certain idea or expression that has been used so many times that it becomes a characteristic of either bad writing or old-fashioned thinking. In the PSUP policy we could find some of the development clichés, for example sustainability, adequate housing, vulnerability, reducing project cost, community- participation/organizations/action.

Interpretative Dimension:

Explicit presupposition: “it is increasingly recognized that the broader and more integrated approach, the more successful it is likely to be. Upgrading cannot be the only component of a housing policy and upgrading programs must be integrated with city level and country policies, programs and strategies to achieve synergies.”

Implicit presupposition: In order for PSUP to be fruitful, it needs to be implemented within the communities, local and national authorities with the help of various intermediaries such as NGOs, UN agencies etc. because otherwise it will more likely to be unsuccessful.

Explicit presupposition: “task force of CWSU requires a champion, who often is individual or organization such as city mayor, heads of public bodies or even leader of corporations, who are respectable and have some weight and authority which would give the whole project a value.”

Implicit presuppositions: Your PSUP initiative needs to have a face of the campaign with certain reputation, otherwise you will most likely not be able to collect a sufficient amount of financial resources

Meta discourse: When you look at the PSUP from the eagle eye perspective, the overall narrative of the policy is positive portrayal of how cities can successfully overcome phenomenon of informal settlements through implementation of this initiative based on the experience of experts that cooperate with UN-HABITAT. Therefore, authors are bound to present slum in negative way and to depict the positive future outcomes that are prosperous for the whole nation and not only for a city. They want organizations and states to implement

this intervention through which UN-HABITAT will strengthen its relationship and influence in given states and regions.

Intertextuality: this policy is part of the trilogy based in regards of PSUP. Together these publications illustrate the specific approach of UN-HABITAT towards slum upgrading. They are policies which give states, organizations and practitioners a specific complex tool through which they will be capable of successful implementation of Participatory Slum Upgrading Program and therefore they will be able to prevent the occurrence of the negative phenomenon of informal settlements.

Explanatory Dimension:

We expected the UN-HABITAT policy to portray slums in perspective as they did. We also predicted the implementation of gender into discourse. The empowerment of women then followed by the empowerment of communities to actively participate in the improvement of their settlements in sustainable way. They would take control over the development of their own community and at the same time, because of their participation the costs would be reduced dramatically. However, it was interesting to notice that right at the beginning, there was a sentence in disclaimer that UN-HABITAT is not implying expression of no opinion whatsoever. Use of cliché words was related mainly due to prevailing discourse in international development. Another interesting fact was that they encourage the initiative start slowly in small scale, but to be as big as possible and include as many community-based organizations, NGOs and other stakeholders as possible. Further, they mention only little bit that first approximately 20 years of implementation of PSUP was mostly unsuccessful. Moreover, this intervention is suitable to execute only in carefully chosen slums that fulfill specific criteria.

National Housing Policy

Descriptive Dimension:

Text surface: The whole policy is organized into 5 chapters. It starts with the introduction of the historical background of NHP and current housing situation. Then it introduces the reader to policy vision, goals objectives and principles. It continues with policy

priority areas and how policy should be implemented, monitored and evaluated in these areas. At the end, the reader will find glossary with explanations of various terminology that was used in the policy. When it comes to use of graphics, policy have designed frontpage in the theme and colors of Uganda. Otherwise there is absolutely no pictures except the last page where there is portrayed an illustration of some city.

Metaphors, clichés: The selected language used in the PSUP is mainly of common character when it comes to discourse of development, improvement of housing policies and informal settlements. It also uses clichés such as environmentally friendly, culturally acceptable and sustainable, affordable/adequate housing, cost effectiveness. In policy we will also find 24 statements that present government strategies that are supposed to be implemented in specific areas. In 11 of those statements word combination of government shall was used. According to Cambridge Academic Content Dictionary, shall is used in a manner when someone wants to express certainty that something will or must happen. This fact only portrays serious intentions of commitment towards execution of stated goals.

Interpretative Dimension:

Explicit presupposition:” While addressing housing needs for all categories of people; low, middle and high income, programs will be developed to address the problem of the escalating slums and informal settlements in most urban areas.”

Implicit presupposition: while policy has to address all of the areas of housing development, all of these categories work together to mainly improve the issue of informal settlements.

Explicit presupposition:” This policy further provides a framework to enable all stakeholders appreciate the emerging opportunities in the housing sector so as to contribute towards the transformation of the economy for the realization of our country’s vision.”

Implicit presupposition: basically, anybody who is willing to provide us with financial resources is more than welcome to do so.

Meta discourse: when you take a look on the whole policy from distance, NHP portrays a strong commitment of Uganda's government and ministry of lands, housing and urban

development to improve the current state of affairs. They portray set of strategies which should lead to implementation of upgraded legislative and regulatory framework, for conducive policy, as well as dissemination of information and knowledge. It also encourages cooperation with the private sector and other non-governmental organizations.

Intertextuality: purpose of the implementation of NHP is part of the government development program, for example Vision 2040, National Development Plan II and other development agendas that Uganda is part of. All of these initiatives strive toward achieving sustainable development of Uganda.

Explanatory Dimension:

National housing policy is an example of a policy that calls for improvement of current housing situation in the country with various strategies. It emphasizes that better housing state will also improve economic and social wellbeing of Uganda. Despite this positive attitude set in the policy, it appears to us that implicitly the policy portrays a picture of a country with weak public authorities, that are unable to safeguard their operations. It also seems that Uganda has a lot of outdated legislations. In combination with not strong enough institutions, country is deteriorating from its original efforts. That leads to an inability to produce enough of housing units which subsequently leads to expansion of informal settlements in the country.

Conclusion

In our endeavor we destined ourselves to examine discourse of UN-HABITAT development policy and National Housing Policy of Uganda in relation to informal settlements. We found out that there are similarities when it comes to main themes that both policies draw on. They both portray slums as negative feature of urbanization. They align themselves in an attempt to proceed with sustainable development of cities that encourage empowerment of women and participation of local communities in overall attempt to upgrade informal settlements. This is done with aim to improve economic and social wellbeing of inhabitants of slums, but also the state. When it comes to our research question, whether does UN-HABITAT interventions and their discourse influence overall focus and word formulation of National Housing Policy of Uganda, it is safe to conclude that it does to certain extent. It does influence the world formulation, however the overall goals stay country specific.

Now, we approach analysis from the point of view of power relationships between those entities. UN-HABITAT has established a deep relationship with Uganda and its state authorities, as it helps them through the participatory slum upgrading program and other interventions to empower communities which subsequently create their own local democratic institutions and authorities. Through implementation of these practices, UN-HABITAT basically imposes western ideology of the cities and continue to ensure its power in Uganda and its regions. It is because through this kind of programs they create close relationships between local authorities, NGOs and donors, which will make their future cooperation and implementation of policies easier. It means that UN-HABITAT enforces their practices, power and influence throughout Uganda's state institutions, as well as informal settlements. Based on previous statement, it appears that maybe former colonial countries could not hold on to their colonies through official channels, but now they can continue to enforce their influence, ideology and power through the UN-HABITAT which they are part of. Former colonizers develop cities and government institutions to the western picture through the use of UN-HABITAT tools.

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