

The “Garbage Lady” Cleans Up Kampala

Turning Quick Wins into Lasting Change

Educator Guide

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Overview

This Educator Guide is designed to assist instructors in teaching this case to students and practitioners. It is based on [case pedagogy](#), which invites participants to put themselves in the shoes of the protagonist(s) of the case and imagine how they would respond to the circumstances. Participants should read the teaching case in advance of the class discussion and identify key issues as a preliminary step toward meeting the learning objectives. Instructors may then use the time in the classroom to guide participants in exploring the issues and examining the challenges in the case; to introduce key concepts, tools, and frameworks; and to assist participants in applying their learning to their own environments and challenges.

This guide includes learning objectives, a synopsis, key questions, a roadmap for discussion, and appendices with additional pedagogical information and theoretical applications. The roadmap and appendices are offered to initiate meaningful conversation but are by no means the only way to teach the case. Each educator or facilitator should feel free to design their own teaching plans; both the structure and the time allotted for each component are simply suggestions based on the faculty author’s experience in teaching the case.

Learning Objectives

The rich details of this educator guide can be used to support a class discussion around one or more of the learning objectives listed below, depending on whether you want to focus on 1) a [policy issue](#), 2) a [strategic challenge](#), 3) a [leadership dilemma](#), or on multiple objectives. The number graphics below are meant to help you navigate this guide and follow along with the learning objective(s) you choose.

- 1** [Policy issue focus](#): operating basic services in a developing city
 - to help participants understand the specific policy challenges associated with managing basic services in a developing city, specifically where you have a large, complicated problem, scarce resources (e.g., an understaffed department and undertrained staff), and you must contend with a highly charged political environment marred by corruption
- 2** [Strategic challenge focus](#): gaining the support you need around improving processes and convincing stakeholders that the status quo (e.g., a dirty city) is more concerning than the innovation (i.e., charging garbage collection fees to all city residents)
 - to introduce a typology of approaches to improve and innovate a response to such problems; for example, around pricing, performance management, and logistics (This objective may be particularly suited for an urban policy course.)
 - to help participants think critically and creatively about generating the capacity and support to produce strategic outcomes using the Strategic Triangle as a tool
 - to help participants imagine strategic alternatives to the ones in the case and apply that thinking to their own challenges
- 3** [Leadership dilemma focus](#): as a leader, understanding how to approach the personal decision of whether you should stay in your position or move on, as related to your leadership values
 - to help participants name and assess leadership values, such as personal values (e.g., integrity), professional values (e.g., being effective), and public service values (e.g., helping city residents lead healthy lives)
 - to help participants reflect on the collision of certain leadership values, especially when the situation requires you to make tradeoffs among your values

Case Synopsis

In 2011, at the newly formed Kampala Capital City Authority (KCCA), Judith Tumusiime, an impassioned technocrat who prided herself on operating outside of politics, was charged with transforming a “filthy city” to a clean, habitable, and healthy one. Early in her tenure, she was able to vastly improve Kampala’s solid waste management (SWM) system by creating efficiencies, increasing accountability, and bringing her technical know-how to a team that held little expertise. But by 2015, after several years of strong momentum, Tumusiime felt that her progress was stalling, and she faced political challenges around creating a sustainable SWM system. More specifically, her team was grossly overextended and needed to assign some of its SWM responsibilities to private contractors through an innovative public-private partnership (PPP). To ensure that the PPP was viable, Tumusiime strongly believed that all residents, no matter their income, needed to pay fees for garbage collection.

However, the federal and local elections were approaching in February 2016, and politicians had told their constituents that they would not allow garbage collection fees, leaving Tumusiime with little support for her long-term vision. She was faced with a challenge: she could either dive into a political world that she had never wanted anything to do with to see if she could achieve radical change, or she could continue to make tweaks that might achieve short-term, small improvements at a slow—and even halting—pace.

Key Questions

You may pose the following questions to the class before discussion:

1. What was the policy issue and why was it so difficult to solve?
2. On a spectrum of effective to not very effective, where did Tumusiime stand? In what areas was she effective or ineffective?
3. What were the trade-offs Tumusiime may have had to make among her personal values, professional values, and public service values if she stayed at the KCCA? And if she left?

Roadmap for Discussion (See Appendix 1.)

Introduction (3-10 minutes): Briefly state the goal of the session in reference to the case, cite specific major conflicts facing the protagonist, and foreshadow broader learning objectives.

Exploration (45-60 minutes): Use class discussion, “buzz groups,” and board work to examine the issues and options confronting the protagonist.

Diagnosis (15-45 minutes): Introduce key concepts, frameworks, and tools to help participants pinpoint possible solutions to major conflicts in the case.

Application (15 minutes, optional): Ask participants to relate the concepts and frameworks to their own organizations’ challenges.

Wrap-Up and Takeaways (15 minutes): Review the learning objectives and discuss insights most relevant to the participants’ organizational challenges.

Introduction (3-10 minutes):

Briefly review the case and frame the primary subject of the session, choosing to focus on one or more of the three primary learning objectives described earlier. If you choose to cover all three, one overview question may be the following: *How does a leader depend on her values to tackle a large and complicated problem and secure lasting change through both small tweaks and more radical approaches?*

Exploration (45-60 minutes):

Take a quick poll as described below by a show of hands. While some in the class will undoubtedly try to come down in the middle of the spectrum, try to challenge the class to split into two camps: very effective or mostly ineffective.

On a spectrum of effective to mostly ineffective, where did Tumusiime stand? Answers might include the following:

1. Very effective; she transformed SWM in Kampala.
2. Mostly ineffective; the SWM system’s progress was only fleeting.
3. Somewhat effective; it depends on whether the changes she made in the SWM system were maintained.

Solicit reasons for answering 1, 2, or 3 and note them on the board. (See Board Plan 1, Appendix 2.)

It is easy to say that Tumusiime did not solve the SWM problem in Kampala; however, challenge the class to point to specific actions she took to effect change within the system.

1

Exploration of the policy issue

One line of questioning to begin the policy discussion might be: *What was the policy issue? What were the complexities and challenges of SWM? Why was the SWM system so difficult to solve? What did Tumusiime do?* (See Board Plan 2, Appendix 2, and case text.)

In summary, the specific policy challenges associated with managing basic services in a developing city might include the following: the need to address a large-scale problem with few resources (e.g., understaffed departments, undertrained staff) while navigating corruption and a fraught political environment.

2

Exploration of the strategic challenge

To explore the case’s strategic challenges, you may pose the following questions: *What was the big innovation that Tumusiime was after? What did she think would lead to buy-in to her plan? What challenges did she face around improvements and innovation? What, specifically, did she do to carry out changes?* (See Board Plan 3, Appendix 2, and case text.)

In summary, Tumusiime believed the big innovation was charging collection fees to support a more sustainable SWM system. She thought that if her team could show residents and politicians that the SWM department was effective in cleaning up the City, they would be open to instituting fees. However, she still faced several challenges, including scarcity of resources and capacity, trying to maintain labor-intensive improvements with an overworked team, and little support for charging garbage collection fees.

Still, while working toward the big innovation, Tumusiime enacted smaller innovations, such as nighttime collections, residents self-loading garbage trucks, and bringing contracted work in-house. She also commissioned an IFC study to help her shape an Integrated Solid Waste Management Strategy (ISWMS), which included a private-public partnership with private garbage collectors.

3

Exploration of the leadership dilemma

In exploring Tumusiime’s leadership dilemma, you might ask the participants: *What were Tumusiime’s values? Why?*

Of the various values that participants may mention, focus on Tumusiime’s personal values (such as integrity), her professional values, and her public service values. Participants might point to Tumusiime’s PhD and master’s degree as a sign of her professional values, how she worked without pay and returned from working abroad as signs of her public service values, and to her refusal to take bribes as a sign of her personal values.

You may then ask: *What was her leadership dilemma? What were the compromises among her values that arose in practice?* (See Board Plan 4, Appendix 2, and case text.)

Tumusiime’s main leadership dilemma was that her values were being tested. Her personal values were tested through offered bribes. Her professional values were tested, as she had been asked by politicians to essentially stop her progress until the elections were over. And, her

public service values were tested; if she left the KCCA due to her professionalism being compromised, she would no longer be able to help her community solve the problem of SWM.

Diagnosis (15-45 minutes)

Use frameworks to further explore strategic challenges and apply theory to diagnose the issues presented in the case.

1 Diagnosis of the policy issue

What were the root causes of the SWM issue in Kampala?

Use a fishbone diagram to diagnose the policy issue and its root causes. Begin by articulating the most obvious element of a problem, e.g., “The streets are filled with garbage.” Then draw a straight line as a spine. Generate a few problems that could be causing this broader problem, e.g., “Individuals and collection companies are improperly disposing of their garbage,” or, “There are too few trash collectors/bins/trucks,” etc. and draw them as lines radiating from the spine. Then identify those sub-problems that seem most pressing, and repeat the process with them, trying to understand why they may be emerging. (See Appendix 3 for a sample fishbone diagram.)

Emphasize to the class how multi-faceted and layered the problem was. *What did that mean for Tumusiime’s efforts to solve it?*

2 Diagnosis of the strategic challenge

What else could Tumusiime do to generate the capacity and support to produce strategic outcomes?

The key to gaining traction in making improvements and carrying out innovations is to convince people to find the status quo more concerning than the new approach or innovation.

Introduce the Strategic Triangle. (See Appendix 4.) Also, consider showing (or assign in advance) the motion graphic “[Making a Difference: In Search of Public Value](#)” and “[Creating Public Value: A Short Introduction](#)” as an introduction or refresher of the Strategic Triangle.

During the “legitimacy and support” discussion of the Strategic Triangle, you may ask: *Why did Tumusiime not have the support she needed?*

3 Diagnosis of leadership dilemma

When a leader’s values are being tested, where does she draw the line? What is the low point that persuades someone to leave their position?

To leave a position in trying times is a personal decision, but one that may be approached diagnostically, perhaps organizing thoughts around risk, probabilities, and tolerance.¹ Some

¹ This line of thought is loosely based on Albert O. Hirschman’s seminal work, *Exit, Voice, and Loyalty: Responses to decline in firms, organizations, and states*, published in 1970.

questions around risk that Tumusiime might have asked herself: *What is the risk of staying? And of leaving? What is my toleration of these risks? Over what time period?* (See Appendix 2, Board Plan 4.)

The risk of staying might have been that the SWM system deteriorates, and Tumusiime’s reputation is tied to its downfall. She would also have had to compromise on her professional values by just “collecting a paycheck” without doing work she thought was effective. The risk of leaving might have been that it could derail the improvements that she had made within the SWM system. And she risked compromising her personal values of public service, as well.

Regarding probabilities, Tumusiime might have asked herself: *What are the chances of improvement? What are the chances of success within a timeframe I can accept? Is there a better chance of success if I leave?*

Regarding tolerance: *How much deterioration of the system can I stand? At what point does deterioration outweigh my loyalty to the City?*

Oftentimes, leaders wish to be uncompromising in their values. However, sometimes a situation requires a leader to make tradeoffs to her core values, and she may make the personal decision to leave. This decision depends on preferences, estimates of their influence, and external options.

Application (optional, 15 minutes)

Have students work together in groups or in plenary to apply the concepts and frameworks to their own collaborative challenges.

Wrap-up and takeaways (15 minutes)

Review the learning objectives and discuss insights most relevant to the participants’ challenges. Some possible takeaways are listed below.

1

Policy issue takeaway

Even delivering basic services can be complicated; it is important to keep the root causes top of mind. Using a fishbone diagram can help identify root causes and where to focus, intervene, and allocate resources.

2

Strategic challenge takeaway

The Strategic Triangle can serve as a diagnostic device and conversation tool for teams in times of strategic challenges. Using it to its full advantage can lead to better planning, coalition building, and overall effectiveness.

3

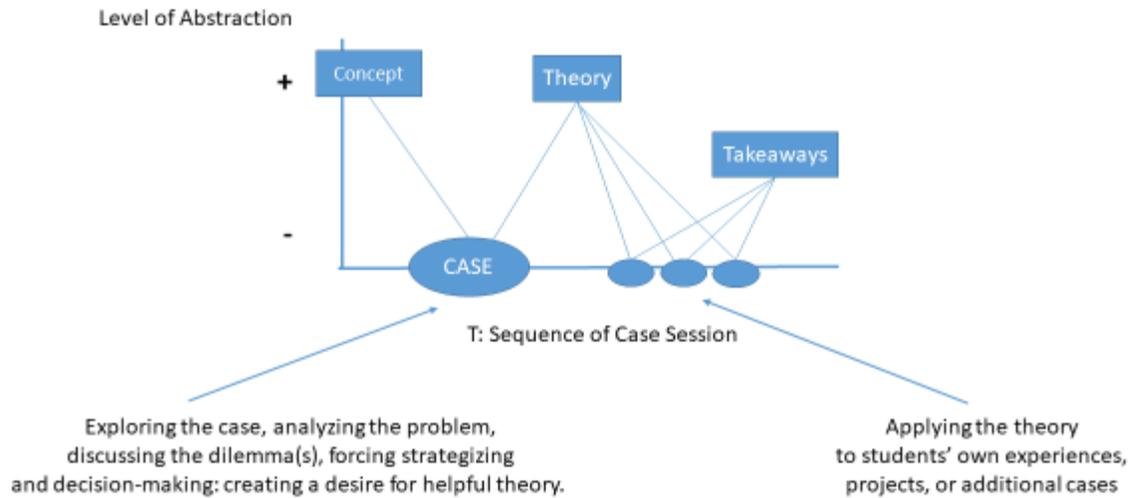
Leadership dilemma takeaway

If you exercise leadership, you are making a change. That change evokes resistance, giving rise to situations that make it difficult for you to abide by your values. As a leader, you need to prepare for that. You need to be self- and context-aware. You should know: *What are the breaking points for me?*

Appendices

Appendix 1 Designing a Case Session

One Approach to Designing a Case Session



Source: Jorrit de Jong, 2017

Appendix 2 Board Plan

Board 1: Straw poll — *On a spectrum of effective to mostly ineffective, where does Tumusiime stand?*

Very Effective	Mostly ineffective	Somewhat effective
<p>Sample responses:</p> <p>She came in with no power, few resources, and she was able to clear much of the backlog of garbage, especially in poorer areas.</p> <p>She was able to motivate and lead a team that she had no power over. She also built a new team and led them to institute new practices that increased efficiency.</p>	<p>Sample responses:</p> <p>She was not able to garner the resources and capacity needed for her team.</p> <p>She was not able to deliver a sustainable solution to retrieving the amount of trash the City was generating.</p>	<p>Sample responses:</p> <p>Although the sustainability of her solutions was questionable without the necessary resources, she organized chaos and instituted processes that improved Kampala’s SWM system.</p> <p>While she did not solve the problem of SWM in Kampala, she led an impressive effort that brought about vast improvement.</p>

Board 2: Exploration of the policy issue

Challenges of SWM	What does Tumusiime do?
<p>Sample responses:</p> <p>The SWM chain is long; it was not only garbage collection, it was generation, collection, transportation, sorting, processing, receiving at the landfill, etc.</p> <p>SWM in Kampala was under-resourced and they did not have enough trucks to keep up with garbage generation. If they did, they would also have had to hire more drivers, etc., for which they did not have the resources.</p> <p>The City needed a new landfill.</p> <p>The inadequacies of SWM led to public health hazards, such as poor disposal of hazardous waste and clogged drainage channels that caused flooding and spread disease.</p> <p>There was little to no public or political support to charge residents for garbage collection.</p> <p>The City seemed to have a long history of inadequate garbage collection, and residents may not have trusted that dependable garbage collection could be carried out, so their will to pay for it was low.</p> <p>The first team she led was poorly trained.</p>	<p>Sample responses:</p> <p>Though she was the technical expert, she included everyone that she could in the process of change.</p> <p>She sold her vision of a clean Kampala.</p> <p>Without any authority, she motivated the team, and they were able to get through a lot of the City’s garbage backlog that had long piled on the streets.</p> <p>To increase efficiency, she began night collections.</p> <p>She established more structured collection, including self-loading garbage.</p> <p>She revisited contracting, taking some functions in-house and putting new contracts in place.</p> <p>She supervised trash collectors and others closely and did not tolerate bribes or corruption.</p> <p>She had illegal dumping laws enforced.</p> <p>Once officially appointed, she built a team educated around SWM and drove them hard.</p> <p>She doubled the amount of garbage collected.</p> <p>She developed an ISWMS strategy.</p> <p>She engaged the IFC to study a public-private partnership approach.</p>

Board 3: Exploration of the strategic challenge

Challenges of making improvements and innovating	What does Tumusiime do?
<p>Sample responses:</p> <p>The team that Tumusiime first worked with was not motivated.</p> <p>The public had no reason to trust city garbage collection services.</p> <p>There was little will to pay for garbage collection services. (Tumusiime said that everyone wanted a clean city, but no one wanted to pay for it.)</p> <p>Politicians would not support fees for garbage collection before the elections.</p>	<p>Sample responses:</p> <p>She motivated the team by selling her vision of a clean Kampala and solicited their ideas and feedback.</p> <p>The team began nighttime garbage collection to cut down on time and money spent on collection trips.</p> <p>The team began having residents self-load the garbage into trucks.</p> <p>She brought the street sweeping contract and landfill management in-house.</p> <p>She worked with the IFC to study SWM in Kampala and created a PPP to be part of her ISWMS.</p>

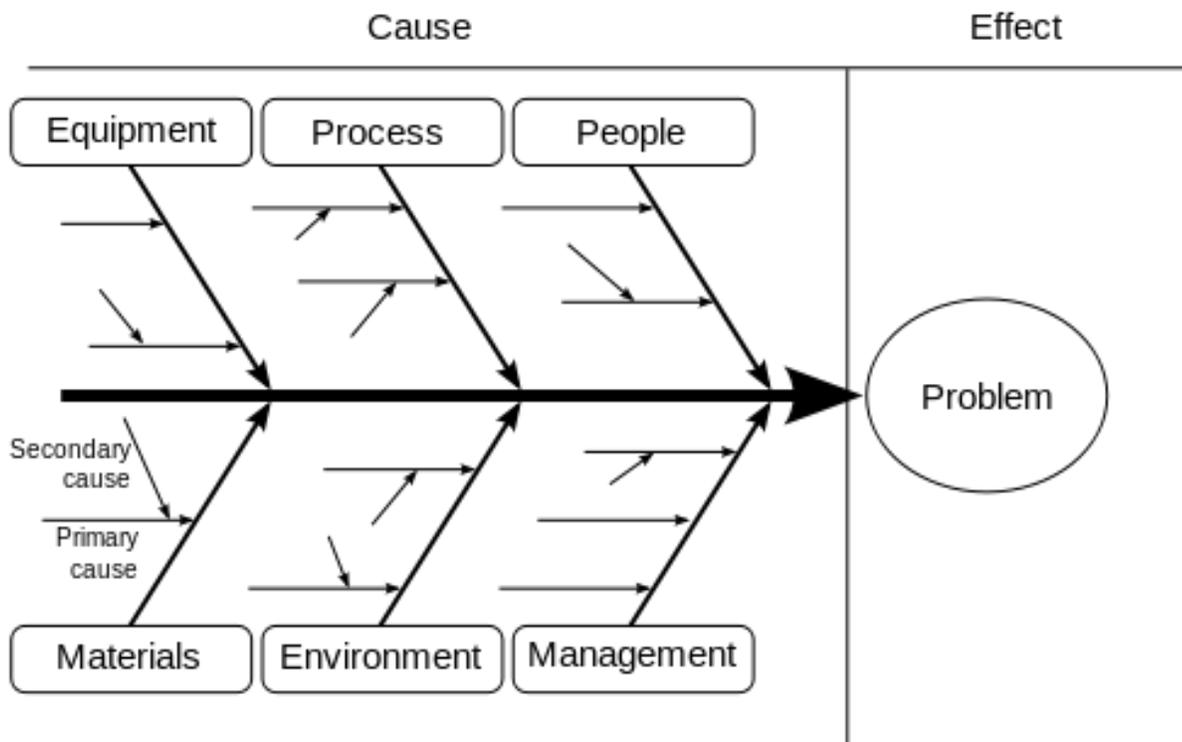
Board 4: Should Tumusiime have stayed or left?

Risks of staying	Probability of risk happening	Tolerance
<p>Sample response:</p> <p>The SWM system deteriorates and Tumusiime is blamed.</p>	<p>Medium</p>	<p>Low</p>

Risks of leaving	Probability of risk happening	Tolerance
<p>Sample response:</p> <p>Tumusiime compromises on her personal values of public service.</p>	<p>High</p>	<p>Low</p>

Appendix 3 Diagnosis of the policy issue – Fishbone Diagram

Consider having the class use this fishbone diagram as a model for answering the following question:
What are the root causes of the SWM issue in Kampala?



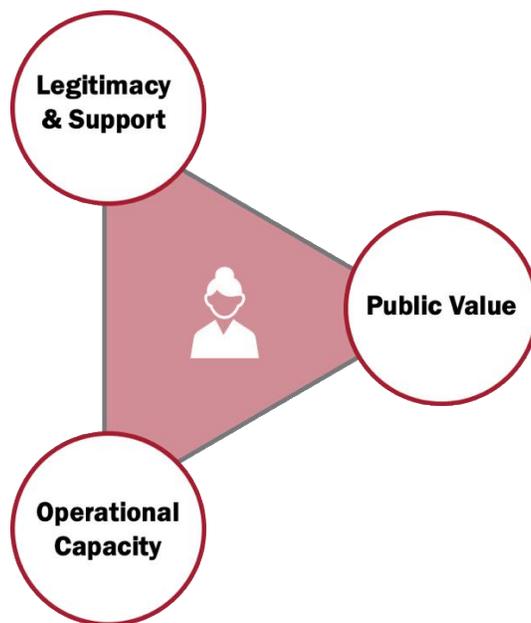
Source: FabianLange at de.wikipedia / GFDL (<http://www.gnu.org/copyleft/fdl.html>)

Appendix 4 The Strategic Triangle

- *If Tumusiime wanted to create more public value for her community using her position and the resources with which the public entrusted her, where should she have begun?*

Introduce public value as one of the three points on the “Strategic Triangle,” a diagnostic tool to help public leaders create more public value. The three points of the triangle are:

- Public value: a conception of the outcomes you are pursuing
- Legitimacy and support: an account of how public support for the proposed collective action could be mobilized
- Operational capacity: a characterization of the actions that, if taken, could reliably produce the desired results



The challenge of the Strategic Triangle is using it to navigate a complex and dynamic environment by

- ensuring completeness (i.e., that you have touched all the bases in developing your idea and aligned the different parts)
- ensuring coherence (i.e., diagnosing the particular context in which you are working to confirm that the idea could be politically, legally, and financially supported, and successfully implemented in that context)

Public Value

- *What valuable things did the SWM department produce for individuals? For the public?*

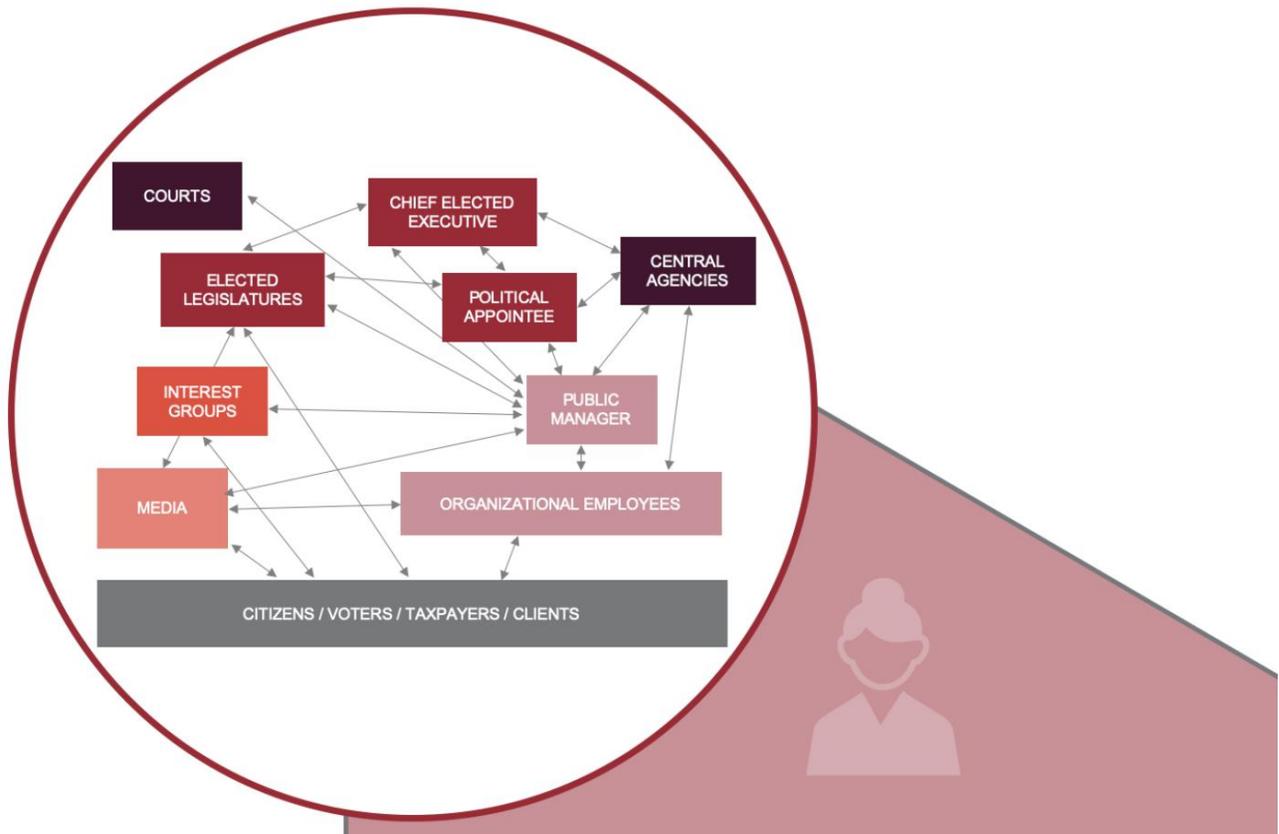
Legitimacy and Support

Tumusiime had to consider all possible sources of legitimacy and support to optimize her chances of securing the necessary resources and authorizations to do what she believed would create the most public value.

- *What actors could have provided the legitimacy and support she would have needed to enact her plan to create more public value?*

Tumusiime was accountable to individuals with particular interests and preferences (residents, taxpayers, etc.—categories that are not mutually exclusive) and to actors that represent at least some of those interests and preferences in aggregate.

All of these actors are members of the authorizing environment. Draw a picture using any or all of the elements in the figure below or show this figure as a slide.



Operational Capacity

For Tumusiime to realize the outcomes described in her public value proposition, she would have had to offer those in her authorizing environment a plausible explanation of how she would have carried them out.

- *What activities, outputs, and client interactions did the SWM department at the KCCA undertake to create public value?*

Enter responses on a table like this:

Activities	Outputs	Client interactions
○	○	○

To ensure her operational capacity is aligned with the value she is trying to create, the logic connecting Tumusiime’s activities, outputs, client encounters, and the desired outcomes should be clear and convincing.

Use the Public Value Chain shown below to explore different dimensions of public value Tumusiime could have pursued and different ways she could have done so.

