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Mainstreaming environmental concerns into City Development Strategies

Environmental mainstreaming in urban management in Uganda

A Background Paper for Leadership and Learning Group

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Introduction

Environment and Development in Uganda; an overview

The environmental status in Uganda has been well documented and widely disseminated through the systematic publication of State of Environment Reports since 1994. This is an indication of the growing importance attached to managing the environment in Uganda for sustainable development. But the focus largely remains protection and or sustainable use of terrestrial ecosystems, air quality and wild life. It's the more recent reports, which have started addressing environmental issues related to urban development pointing to the fast-paced urbanization occurring in the country. These series of reports give sequential profiles of the environment, natural resource conditions and development forming the basis of this brief review of the status overview on Uganda. Threats and opportunities for managing the environment exist but the continued reliance on the natural resource base couples with a significantly high rate of population growth that is increasing costs for environment and natural resource management, NEMA, (2010).

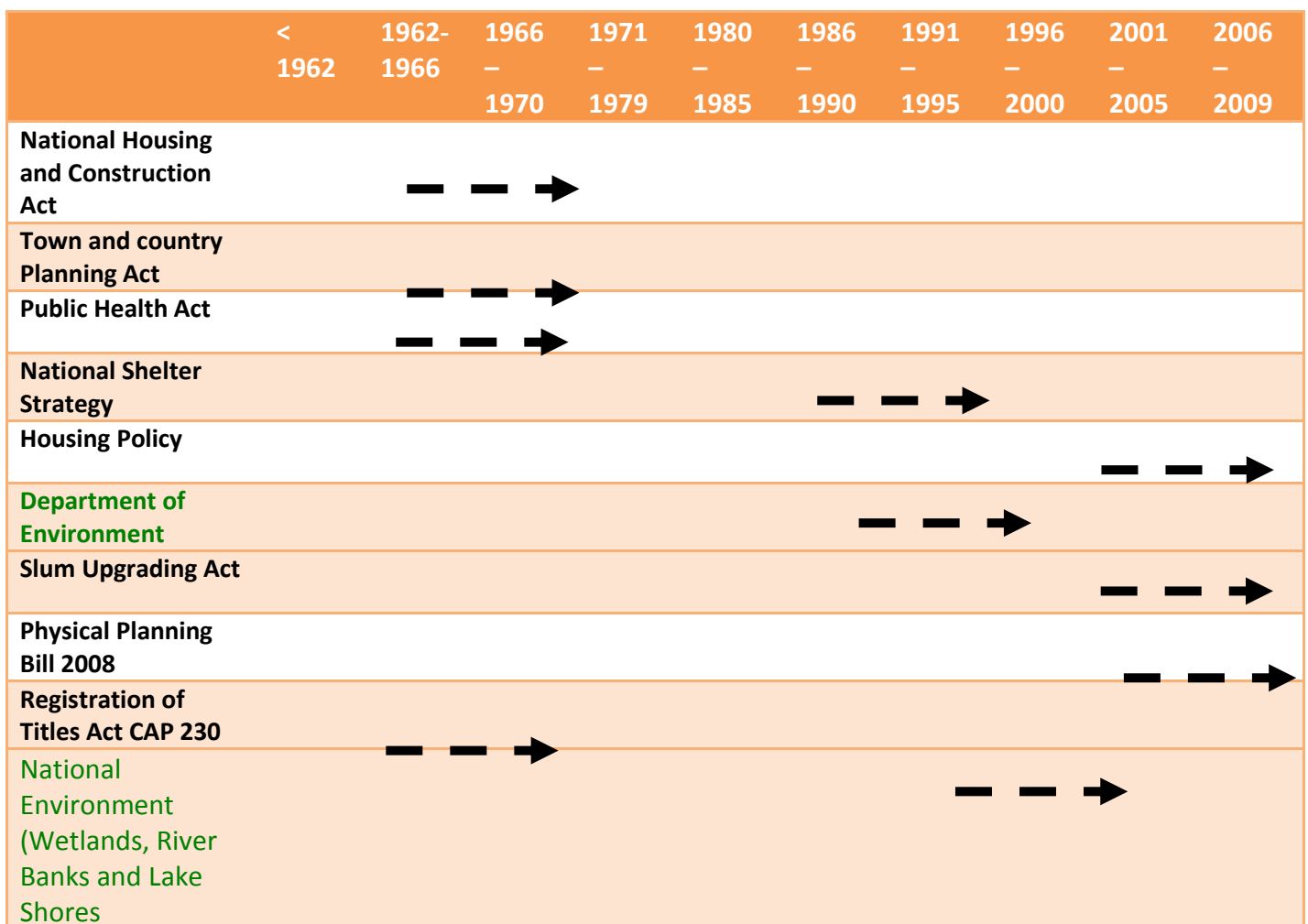
One of the marked issues regarding the environment in Uganda is the linkage between poverty and natural resources. This linkage is strongly evidenced in urban areas of Uganda. Urbanization has led to establishment of numerous industries in and around major water bodies besides driving the land use and cover change around the city and towns. Whereas this can be referred to as urban explosion, there is also urbanization by implosion which occurs in terms of higher population densities in some rural areas or trading centers with higher densities than established urban centers. Coupled with other human activities, urbanization has led to increased eutrophication and pollution of the major water bodies while resource consumption is increasing the urban ecological footprint. The ecological footprint notwithstanding, urban environmental conditions remain deplorable in many neighborhoods especially the urban poor. Mainstreaming and enhancing environmental planning in urban development is a key requirement for sustainable development in the country.

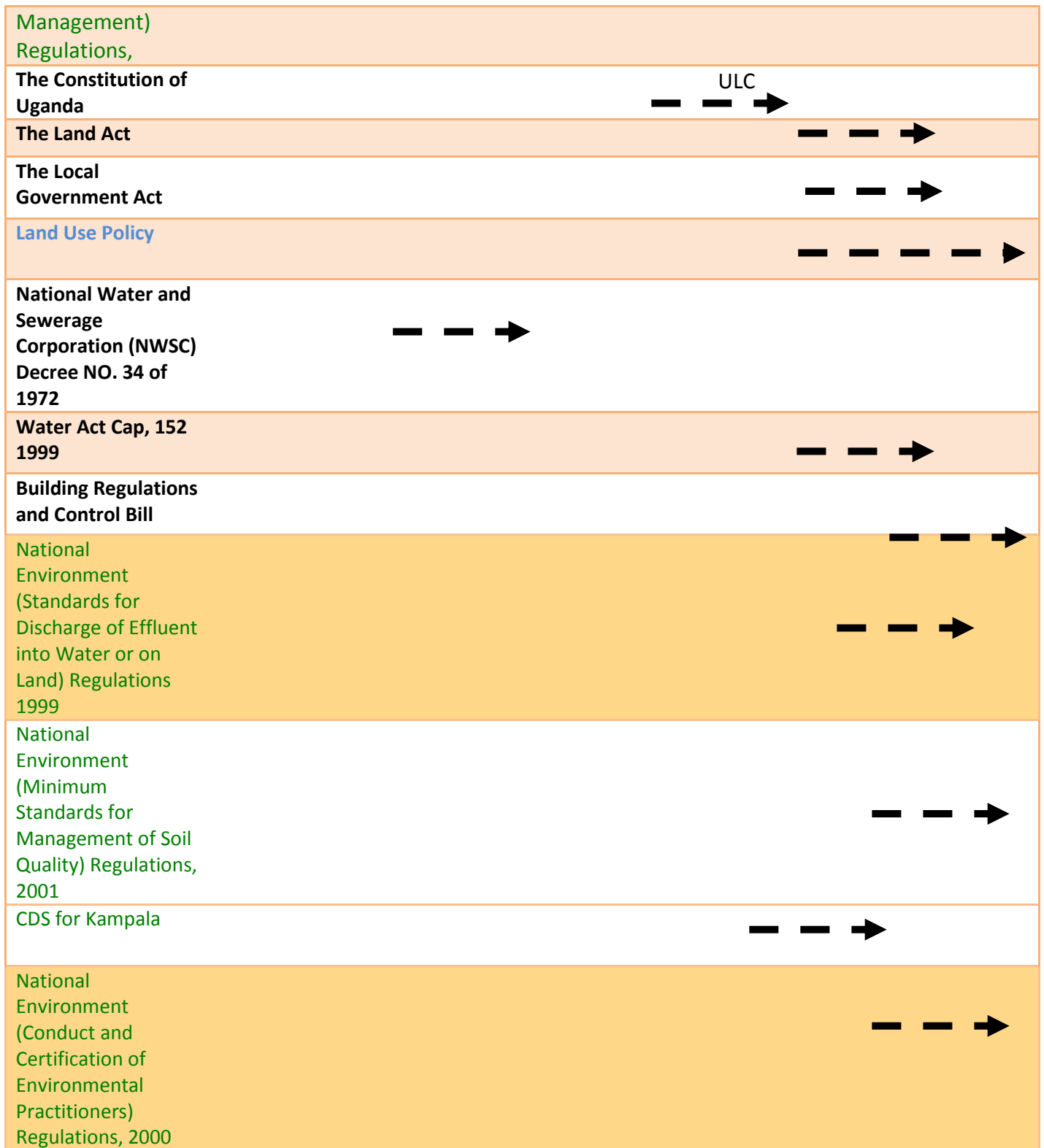
The context of environmental management in Uganda

Environmental issues and concerns have been under discourse for the last four decades in the country. But the mainstreaming of environmental issues in policy did not take shape until the 1980's when a vibrant CSO community emerged to advocate for the conservation of the environment in view of the fast paced development that Uganda had started to experience. Coupled population pressure and dwindling resources were environmental concerns seen as relevant for mainstreaming into development in Uganda. The focus was mainly on terrestrial ecosystems and their conservation focusing on natural forests, extensive savannah grasslands, rain forests rich in a variety of tropical wild life such as Gorillas. With time issues concerning water conservation, management of mountain ranges and air quality were

mainstreamed into development and environmental planning. In all cases of these developments, environmental mainstreaming and planning was non-existent or passively implemented in cities. To date Uganda is signatory to various international conventions and treaties that commit government to certain targets but also observing environmental management principles. One key international initiative, which culminated into the creation of an environment department in the ministry and subsequently the National Environmental Management Authority (NEMA) by Act, is the world development summit of Rio 1992. In the context of cities, Agenda 21 and Istanbul meeting highlighted the critical challenge around cities in respect to the brown environmental concerns. Efforts were made to design strategies and policies to address the urban environmental challenges in Uganda. In 1980's one key policy strategy was the urban shelter strategy which despite being elaborate on urban development sectors of housing, infrastructure, urban economy, building materials was silent about the urban environmental challenge. As a result of this gap several initiatives were undertaken to address urban environmental challenges but with minimal mainstreaming into development. These initiatives are described in detail in subsequent section of this background paper.

○ **Policies, Laws; A Timeline in**





City Development Strategies in Uganda

- Kampala Case

Kampala Capital City Authority first embarked on a CDS in 2000 when following support from the World Bank, discussions about the formulation of the strategy

were followed by capacity building workshops on visioning and CDS in general. These workshops involved some of the then KCC officials, World Bank officials and consultants. The approach to the CDS was through engaging consultants who worked with KCC officials. This initiative yielded a document, which unfortunately cannot be traced. In 2003, with the support of UN-Habitat, KCC embarked on the process of a CDS once again formulated by the authority's staff and through consultative meetings with stakeholders. This process yielded a CDS for Kampala with a time horizon of five years between 2004 and 2009, KCC (2004). The strategy has two parts; the first comprising a profile of the city by 2004 giving a snapshot of the social, economic, environmental and institutional status of the city, outlining the threats and strengths of the city's structure. The second is visioning where the city was envisioned to be in five years and the institution's vision as "***Kampala City Council's Vision is to serve the city residents through Coordinated Service delivery, focusing on national and local priorities and contribute to the improvement in the quality of life in the City***". This part lists 9 goals of the strategy and specific set of strategic activities to move to the vision of the city. A specific goal number 3 in the strategy is "*Improving the environmental living conditions*" which is normative but remained non-specific to key environmental challenges outlined in the profile. A scan through the strategy indicates that the goals were arranged according to the departments and administrative sections of the institution thereby emphasizing sector-specific planning and development with loose integration. The specific strategy activities are also related to the municipal services mandated by the Local Government Act 1997 such as "*strengthening vector control*". This is a leverage because policies, laws and regulations are necessary for mainstreaming environment in CDS, local authorities would plan, allocate resources to services and or activities covered by official policy.

The Kampala CDS points out that the National Environment Act 1995 requires formulation of District (*in this case City*) Environment Action Plan (DEAP) but this has not been done. It further stipulates the importance of the integration of DEAP, with the District (City) Development Plan (DDP). The strategy however recognizes the establishment of the Local Environmental Committees at a lower local Councils levels (as guided by the National Environment Statute, 1995), which again is a lever for CDS mainstreaming.

Though it's difficult to relate the CDS of 2004 with activities within KCC, a number of integrated environmental management projects have been implemented in Kampala. The Kampala Urban Sanitation Project which started a little earlier than the publication of the CDS, The Ecological Sanitation (ECOSAN) project, The FOCUS-City project implemented under a multi-institutional arrangement with KCC playing a key role and the Kampala Integrated Environmental Planning and Management Project (KIEMP) are some of the flagship projects which have mainstreamed environment into development planning. However as reported in a Mid-term review of KIEMP, projects within KCC remained stand alones with loose connection to the routine city management as well as planning and decision making, KCC-BTC, (2009). In relation to methodology for CDS formulation, consultations with stakeholders was a key element and main component of the methodology. Although it was difficult to find

the guides or concepts for the stakeholders meetings, it's clear from the CDS that the conducted consultations centered on the 'urban services' delivery and little in terms of integrating urban environmental planning. Future CDS cities or urban authorities in Uganda would have to develop clear concepts of the consultation process in relation to environment, climate change and poverty as well as the linkages between them. This would enable identification of activities that address poverty-development—environment concerns.

- **Jinja CDS**

Jinja municipality embarked on the CDS process in 2007 with the support of UN-Habitat and SIDA. The CDS process also overlapped with the commemoration of the 100 years of existence of the municipality and the inherent theme of these activities was 'revitalizing' the economy of the municipality. The grand mission was to evolve Jinja's administrative and political status into a city. The CDS focuses on Local Economic Development on which other components hang with a vision *"To improve the quality of life of all residents through tourism promotion, commercial rejuvenation and revitalized industrial economy with equitable access and enhanced service delivery in an attractive and sustainable environment"*

A local economic development committee was established to spearhead the formulation of the CDS. Consultations were held with expert review and contribution, which led to production of the CDS. The experience of Jinja is demonstrates a stepped up approach, in-depth profiling and analysis of the strategic vision and activities. In addition the CDS also outlines the Strategic Investment Plan (SIP) which identifies key investments in relation to the Local Economic Development strategic goal. For environmental mainstreaming, strategic objective 3 is *"To enhance Physical Planning and Environmental Management"* and is one, which addresses environmental issues but the strategic actions and activities in the action plan include extending sewerage system, beautification of the town among others that relate to environment challenge faced by the municipality. The CDS of Jinja identifies resources for implementation and the focus is on financial resources. However the CDS is short of the human resource gaps to realize successfully implementation nor other resources including information. Likewise the strategic actions are still sectoral based and what is striking is that similarly to Kampala, the strategic activities align with the Local Government Act list of services to be offered.

In regard to method and approach, the formulation of the strategic plan was a participatory process that brought together, technocrats, policy makers, private sector, non-governmental organizations (NGOs), intergovernmental organizations, opinion leaders, religious bodies, institutions, donors and ordinary residents. This approach supported visioning and strategic action identification.

A brush over implementation strategies for Environmental Mainstreaming

Environmental mainstreaming in urban development just like in other sectors has been largely through the regulations highlighted in the time line above. The most implemented regulation is the Environmental Impact Assessment Act (EIA), which requires projects of a certain threshold of investment capital to be subjected to an EIA. The output of the assessment is an Environmental Impact Statement, which is supposed to be a public document. Depending on the scope of the assessment, some EIS's are displayed for public scrutiny followed by a public hearing before a permit is issued with clear environmental impacts and mitigation strategies. As a follow up and further mainstreaming, environmental audits are conducted with a mix of approach of random and systematic audits. The environmental monitoring directorate of NEMA is charged with audits but works closely with support of 'Lead' Agencies, which in many cases include municipalities, city and districts. More recently, spatial and land use plans as well as policies are starting to be subjected to Strategic Environmental Assessment which is not provided for in Law but is considered instrumental in guiding development with environmental concerns. This turns out to be a challenge for municipalities and city because SEA is not included in the Law. A draft law is under discussion for SEA's in view of the ongoing exploration and impending extraction of Oil and Gas in the Albertine Graben. Spatial plans of cities and towns in Uganda have elements of environmental assessment and mitigation measures but this is adhoc and often done as a requirement and on push by environmental officers at consultation level in the process of formulating plans.

Institutional set up for EPM

At national level, there has been effort to institutionalize environmental concerns drawing largely from the National Environment Act and associated regulations. With the establishment of NEMA, the environmental officer positions have been institutionalized at district and municipal levels. A district support and coordination directorate in NEMA oversees and guides the implementation of the Act through guidance of the district environmental officers. The National Environment Act also recognizes 'Lead' Institutions in implementation of environmental guidelines and regulations such as the EIA Act. The lead organizations include municipalities but also sectoral ministries and agencies of respective areas in which environmental concerns have to be mainstreamed or considered during planning, design and implementation of projects. For example the ministry of Energy is according to the Act a default "lead" agency on matters projects and or audits related to energy sector and is consulted during the process of enforcing and regulations on projects r programs in the energy sector. Likewise the ministry of Lands, Housing and Urban Development is a 'Lead' agency in matters relating to urban development projects and or programs. This recognition is important in respect to mainstreaming environmental concerns into development at municipal level. Focal persons are appointed and or seconded by the 'lead' agencies to act as liaisons between NEMA and the lead agency.

A review of the implementation and performance of this mainstreaming coupled with limited interviews of 'lead' agency focal persons reveals that the role played by

this institutional arrangement between the lead agency and NEMA is largely reviews of Environmental Impact Statements than the mainstreaming at planning, design and or implementation of the projects or programs. Thus at all levels, environmental concerns have been integrated into development from a project point of view and the entry is through the EIS's conducted as guided by the law. Some of the municipalities have through external support and influence started or completed the process of formulating City Development Strategies, which has enabled the realization of linkages between city development and environment within city boundaries as well as beyond. But this mainstreaming is also limited by the 'apparently' hard boundaries and mandate of districts and municipalities across the country. For example in central Uganda particularly Kampala, the wetland resources are extensive and line the spatial extent of the city whose functional space has smashed the administrative boundaries to incorporate satellite towns and nearby sub counties. But the management of wetlands and or enforcement around conservation is constrained by lack of coordination between the district and city authorities. A specific example is the recent project of a sewerage plant to the north west of the city to serve the population in those sub catchments. The location of this sewerage plant in the wetland just at the boundary between Kampala and Wakiso has created some conflict and tension between the authorities because even when its at the early stage of construction, the plant has accentuated flooding in parts of the neighboring town council of Nansana. Secondly the design and construction seems not to be hanging on any environment and sustainable development framework of the city or city-region and thus remains and isolated development project with good intention of managing the waste problem but negative consequences to the environment in terms of constraining flow of water in the steam, reducing the storage capacity of the flood plains of Lubigi swamp and exacerbating flooding in the nearby settlements which are largely for the urban poor. Despite having been cleared with an EIA by NEMA, this project illustrates how environmental concerns have been integrated through piecemeal planning rather than comprehensive planning of the linkages between environment and development.

On this backdrop, mainstreaming environmental concerns will rely on the existing structures and institutional setup that came with NEMA establishment but the full integration into the development processes will require structures for strategic environment-development planning at municipal level. Strategic environmental assessments are an attempt as they start to be utilized for larger programs and policies such the Oil and Gas extraction policy in the Albertine Graben, NEMA, (2012). The SEA in this area has been associated with the regional land use planning initiative as well as municipal planning of the towns emerging as a result of oil extraction and refinement. The motivating factor for mainstreaming is the fact that these towns and oil extraction activity lies in environmentally sensitive areas in terms of biodiversity, protected areas and thus conservation hotspots. Although it's early to evaluate the effectiveness of this mainstreaming of environmental concerns in this part of the country, there are lessons to draw on by the other municipalities and city. These lessons include the consideration of environmental issues in connection with other sectors and development in general but also formulating

plans and strategies that relate environment and development or enable a bi-directional enhancement of environmental processes from and by development. This kind of mainstreaming can build on existing initiatives such as waste recycling, air quality management by reforming transportation, flood management through guided spatial development and planning with some success pilots that have been demonstrated in the municipalities and city. Scaling up with CDS would enhance urban environmental mainstreaming.

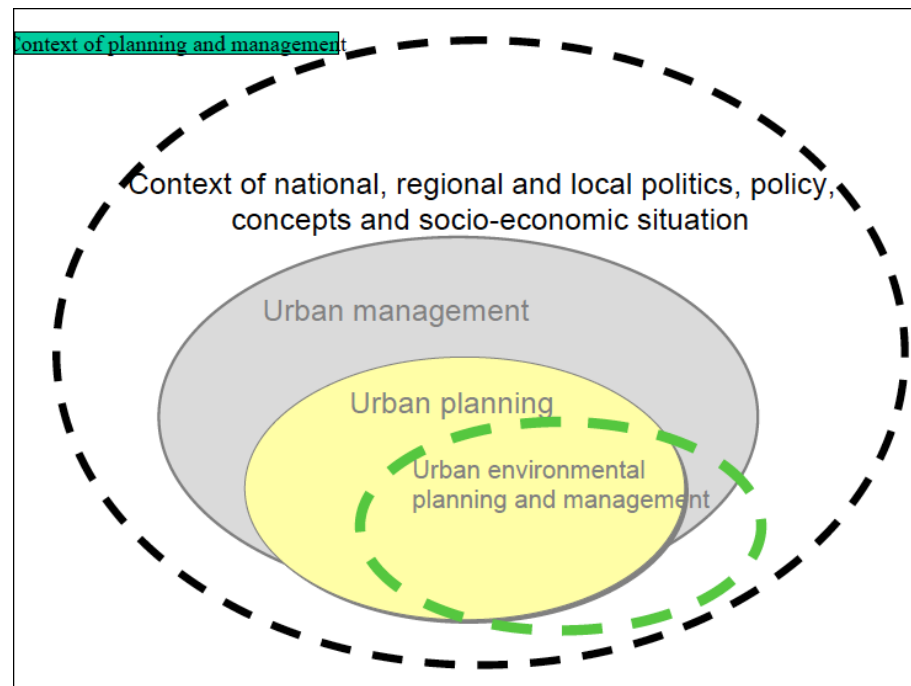


Figure 1 environmental planning and management at urban level is needed at the strategic as well as operational levels

The illustration in figure 1 shows the levels of strategic urban planning but can also be contextualized as development planning at municipal level, which provides space for mainstreaming environmental concerns. The overlaps of the specific planning processes at the different levels indicates the framing of development priorities that can be related in strategic sense to environmental issues at the scale beyond the municipality that trickle-down or spiral at the various levels. It is critical that mainstreaming will require planning for and committing resources to the implementation of the environmental enhancement programs of the plans and or strategies.

Approaches for environmental mainstreaming

Project-based mainstreaming

Several projects focused on elements of urban environment have been implemented in various towns within Uganda. A project for alleviation of poverty (PAPSCA) focused investment in improved sanitation, water supply and education in regard to

behavioral change around hygiene and sanitation issues. In 2000 the Kampala Urban Sanitation Project (KUSP), was implemented focusing on sanitation and water. Other projects have twined environmental mainstreaming with poverty alleviation and or infrastructure development. Making the Edible Landscape project, Kampala Integrated Environmental Planning and Management Project, Ecological Sanitation and a more recent program on cities and Climate change with adaptation measures to the risks of flooding. In other regions of the country particularly the north, the rehabilitation and reconstruction program of NURP has incorporated environmental mainstreaming into the municipal plans for towns including Gulu and Lira. The CDM projects of Jinja, Fortportal and other towns through the World Bank GEF sponsored projects address one of the critical environmental challenge in towns of Uganda that is solid wastes. Given that between 60-75% of wastes in towns of Uganda is organic, the composting plants in these towns with an element of income generation has a great potential for mainstreaming environmental concerns into urban development programs and strategies. The role of projects in development and environmental planning will remain strong in municipalities and city but the limitation of project-based mainstreaming is a lesson to reflect on especially the limited evidence that projects eventually add up for effective delivery of development or managing of environment.

Program-based Mainstreaming

Program-based mainstreaming lends to implementation strategies in which components contributed to by each sector is clearly defined, indicators measurable and resources committed to realizing the intended results in an integrated manner. Some of the programs which have been implemented with elements of environmental mainstreaming are summarized in the next subsections;

- **TSUPU**

Cities Alliance in conjunction with UN-Habitat initiated a program on the Global Campaign on Urban Governance with an aim to increase the capacity of local governments and other stakeholders to practice good urban governance, promote transparency while focusing attention on the needs of the excluded urban poor. The Strategy for Transforming Settlements of the Urban Poor in Uganda has been launched aiming at guiding and facilitating five cities, of Arua, Jinja, Kabale, Mbale and Mbarara for preparing their CDS; Build capacity of all the five CDS cities to effectively finance their CDS through dissemination of and training on the different tool kits to all the stakeholders; Facilitate establishment of an environment management system; and Facilitate implementation of demonstration projects. The approach to CDS in this program is consultative, stakeholder engagement and participatory formulation of the CDS.

The TSUPU can be envisaged as a program-based initiative and 'framework' with potential for mainstreaming environment in urban development. This approach recognizes environmental components and processes relevant to the various

'traditional' planning sectors like services, utilities, financing, infrastructure and institutional structures. Technical and financial support has been mobilized under this program to support an additional 11 municipalities to formulate municipal development strategies. Municipalities including Kabale, Arua, Mbarara, Jinja and Mbale have been supported to formulate CDS' while other municipalities are in line to be supported pending the solicitation for resources required to complete the strategies. The CDS component of TSUPU program largely follows the generic steps of;

- *Awareness and visioning.*
- *Identifying strategic partners i.e. establishing productive relationship (stakeholders mapping)*
- *Profiling the city*
- *Determining and analyzing the present and future risks.*
- *Formulating strategic goals and Action plans*
- *Sustaining results through continuous monitoring, periodic evaluations and retraining*
- *Mobilizing resources.*
- *Sustaining results.*

In addition and piggybacking the UN-Habitat Urban Environment Planning and Management toolkit, building knowledge bases and information systems will be a key component of a CDS. At profiling stage information is gathered about the environmental components and data collected to create databases. The use of spatial information systems is critical especially in view of mappable environment and bio-physical conditions of the city. To augment participation, participatory GIS is one of the specific technique of the tool to involve stakeholders in profiling their environment in the city. This is in addition to mainstream land use mapping, resource inventories and assessments based on environmental risks or degradation identified. More specifically, the National Slum Dwellers Federation (NSDF) as a key partner in the TSUPU has conducted enumerations in several of the cities to produce profiles of slums.

○ **LGDP**

The Local Government Development Program was implemented between 2001 and 2006 to support Local Government including urban Authorities to improve service delivery through planning, resource allocation, enhancing revenue and spurring participatory planning and implementation. All local government received annual grants from LGDP to fund prioritized programs. A second phase of LGDP called Local Government Management and Services Delivery Program (LGMSDP) continues to allocate resources to these sectors in addition to planning. There is potential for this program to mainstream the environmental concerns and build on the CDS formulation for the municipalities where this is underway or yet to be started.

○ **Slum upgrading strategy**

A national slum upgrading strategy has also been prepared and commissioned by government. This strategy draws on the growing slum population and sprawl of slums in the municipalities across the country. The major objective is to eliminate slums in cities within Uganda and pilot programs have been designed building on earlier projects of Maluku, Masese. In Tororo, the slum upgrading and housing project is yet to be launched and its envisaged that lessons drawn will be utilized in other towns. The challenge with this strategy though is that it addresses issues of housing and urban environmental challenges through a project-based approach on pilot basis. The downside of this approach is that when projects, end with no mainstreaming into routine activities of the implementing agencies, there are no follow up programs and activities in municipalities. In addition the capacity to conceptualize, strategize and operationalize environmental and development programs is still wanting in many of the municipalities and city in Uganda. Despite the recognition of slum growth as a challenge, the response to addressing slums in themselves as well as associated environmental issues require to be stepped up through a framework on which pilot projects and program activities can be linked.

- **Shelter profiling and Housing Policy**

The scale of the shelter challenge facing national and local government agencies in Uganda is daunting. It is estimated that the total national population will be between 40-46.38 million in 2020 (MoLHUD, 2006), or a total increase of at least 10.4 million at an average annual increase of 0.87 million. Assuming the average household size remains constant at 4.7¹, this suggests that a minimum increase of 184,400 dwellings is required annually to accommodate the increased national population, excluding any allowance for replacing existing obsolete stock or reducing 'over-crowding'. In other words, this is the minimum number required to prevent the current shelter situation from further deterioration.

With the urban population is increasing more rapidly and an estimated 40% of the urban population currently living in Kampala additional housing units required will continue to increase. However, to increase this through officially sanctioned processes will require a considerable increase in the provision of land, housing, finance, services, materials and labour. But the nature in which housing development occurs is haphazard characterized by lack of basic infrastructure and a deteriorating urban environment. The situation is similar in other towns of Uganda thus treating housing in isolation seems not to offer a good living environmental in many of these towns and city. The urban housing condition in Uganda requires serious attention and intervention and such intervention will benefit from integrated assessment and management of urban areas taking into consideration environmental concerns in relation to air quality, water quality and management, climate change and reducing disasters related to flooding. Thus the planning and layout of housing in urban areas needs to take consideration of the local environmental conditions and adapt to such conditions to enable sustainability.

¹ If economic development goals are realised, it may be expected that household sizes would reduce over time, indicating that a higher number of households, and therefore an increased number of dwelling units, would apply.

Strategic Environmental Mainstreaming

A synthesis

Structure and institutional set up for mainstreaming environmental concerns already exist in Uganda. From the 1980's establishment of the Environment Department and NEIC evolving into NEAM by Act, there has been an attempt to integrate environmental concerns into development planning processes at national level. The now existing laws including the National Environmental Act, EIA Certification and Registration Act, with a host of related regulations on river banks, wetland use, mountainous areas supported by standards in respect to air quality and effluents, the basic laws necessary for institutional response in regard to mainstreaming exist. These laws have been supported by the inclusion in institutional structures of staff positions of environmental officers at national trickling down to municipal level. However not all municipalities have these positions filled or approved as part of the institutional structure.

In regards to the mainstreaming given the recruitment of human resource for environment management , the bulk of work remains monitoring large investments that could pose threats to air quality, water quality, loss of vegetation cover. Thus high investment projects including residential complexes, industrial establishments, infrastructure installations, large scale agriculture projects are monitored ex-ante and ex-post for EIA's, compliance or Environmental auditing. There are some activities of mainstreaming again on a case-by-case basis largely related to natural disasters or hazards. The downside of the continuous project-based mainstreaming is inadequacy in providing a framework for linking the dotted projects thus sometimes leading to further deterioration of the environment more so in urban areas.

In addition to this is the issue of a continuum of legal enabled-legal-disabled interventions in environmental sector of urban areas. Wetland resources are key urban environmental resources which by law are managed and protected by the Wetland Resources Directorate of the ministry. There have been several controversies related to use of wetlands by various individuals, companies and institutions. Wetland encroachment is prohibited by law but this has not properly been harmonized by the Land Act thus whereas land in wetlands is not supposed to be owned by individuals and companies, under the Land Act, land titles are continuously been issued to such lands creating extreme cases of the continuum. Another key urban environmental resource are the green areas in form of parks, golf courses and forestry all of which have been threatened by extended development through unscrupulous land allocations. For example the golf courses of Mbale, Lira and Kampala as well as other public and green spaces in several towns have been allocated leading to change in use. The heightened land market and unscrupulous land allocations are continually allocating such lands to urban development. The key consequence of that is the reduction in ecosystem services from the resources.

Environmental mainstreaming that transcends projects and fully integrates the development processes and environmental processes will be required to restore some of the ecosystem services of these urban natural resources. In the context of climate change, the natural resources provide opportunities and potential for both adaptation and mitigation.

Another important aspect from the foregoing discussion about mainstreaming of environment is in relation to allocating resources for planning and interventions in environmental sector of urban areas. All local governments in Uganda are assessed in terms of performance in relation to pre-determined indicators under the LGMSDP. The largest number of indicators are related to the sectors from which local governments are by law mandated to oversee such as education, health, waste management, gender, HIV Aids but not in environmental sector. This has a serious implication related to the LG planning cycle of 3 year rolling plans and annual budget plans. For environmental mainstreaming, performance assessment for local government requires to include environmental indicators, which would translate into budget allocations for planning and interventions in environmental sector at municipal level. This would imply resources, personnel and activities for restoration or sustenance of environment in urban Uganda.

The five year development of Uganda was approved in 2011 and besides replacing the PRSP, it is the overarching development framework at national level. Local Governments including municipalities are supposed to downscale the national development plan and adapt their three-year rolling development plans to the NDP. The NDP has been organized based primary growth sectors, support sectors and enabling sectors. Environment is categorized as enabling sector and one key recognition of the constraint is the limited coordination, collaboration and networking between the units responsible for the elements of the environmental sectors. The challenge with the NDP is that the integration is limited as the different sectors are presented in seemingly independent silos loosely connected to each other. This seems to relate to the categories above and drive for economic transformation envisioned. It is also related to separation of mandates of government departments that translates into budgetary allocation and implementation. This separation of mandates despite strategic actions for coordination also explains some of the conflicting implementation of environmental laws. However the five-year development plan and the rolling 3 year development plans of municipalities offers low hanging fruit for mainstreaming environment into development. The coverage of environment specific to wetland resources, natural disasters, climate change and sustainable development in the NDP is not only the backdrop for mainstreaming but would enable strategic environment-development panning at municipal levels.

Indicative tools of the city manager in Environmental mainstreaming in a CDS

This section brushes over the existing, documented and tested tools for environmental mainstreaming. In general, tools are a set of guides, steps and practical means that enable different stakeholders in reaching a desired goal of

improving understanding and management of the urban environment. Thus a tool can be anything from a systemically organized book, manual, toolkit and or practical step by step guide around issues important to cities and specifically environmental mainstreaming. There are several categories of tools that can be considered in municipal CDS and environmental mainstreaming. These include; environmental profiling and assessment, awareness raising tools, capacity development tool, and policy response and planning tool. Tools provide a basis for enabling urban management and development that would respond to the environmental and development challenges. The success in implementing environmental mainstreaming tools will depend on institutional changes and legislative support for the mainstreaming. Thus at municipal level, some of the legislative tools that might be considered include; Land use and environmental legislation, licenses and permits, tradable permits as the case of CDM projects, local environmental plans, all of which can be supported by systematic eco-labelling, standards, public awareness campaigns, private-public partnerships, routine inspections and environmental norms, policies and standards.

Structural and Institutional Readiness

As the discussion of environmental mainstreaming in context of climate change ensues, institutions at the interface with development, society and public policy on environment have also been assessed in terms of their capacity to change and uptake information on emerging challenges and required responses. Institutional readiness to mainstream environment in development processes in urban authorities of Uganda will be a critical factor. This is because local governments and city authorities are the locus of planning, funding and decision making around urban development. Urban governance relies on institutional, regulatory and legal frameworks but it is important to recognize importance of knowledge that supports the process of decision making. Knowledge on adaptation to climate change exists in communities, research institutes but is not widely shared with policy makers for response and action. Likewise knowledge on the wider environmental processes is scattered and disparate tied in the decision making framework of environment current laws that are based on projects without hanging on environmental management frameworks. The consequence is that good practices of environmental mainstreaming and responses to climate change adaptation remain at micro-level dotted around municipalities with many potential adopters unaware. Municipal leadership is required through a wide range of options like institutional adaptation (by way of changing practice as an example, energy efficient administrative buildings), to climate campaigns, integrated environmental development plans and re-aligning municipal departments to work together transcending projects to programs on urban development. This transition presents opportunities for institutional change and can build on existing laws, structures to mainstream environment in development plans at municipal level. The challenge though lies in financial, human and technical capacity where enhanced capacities are required to enable conceptual, managerial and operational responses to environmental mainstreaming.

Another key aspect of institutions is the recent establishment of a disaster and preparedness department with human resource and financial allocation in the office of Prime Minister. The political recognition of disasters as an important area for government to step in is laudable. Driven by the recent and now recurrent natural disasters especially landslides in mountains, the step to equip the department, formulation of a national disaster and risk reduction strategy is another lever for mainstreaming environment into development. The OPM disaster preparedness has started establishing disaster committees at local level especially in areas affected by natural disasters. In Kampala for example, a committee in one of the low income neighborhood that experiences floods frequently has been instituted and so have committee in the landslide prone areas.

More recently the Ministry of Lands Housing and Urban Development has provided leadership in TUSPU under which a National Urban Forum has been established and Municipal Urban Fora underway. Although the foras are meant for discussions and prioritization of strategies for improvement of urban settlements, this platform also offer entry point for bring the environmental issues to discussion at various levels. The Urban National Forum coupled with the disaster committees and lower level parish development committees have a potential for bringing environmental concerns into municipal development. However it is important to recognize that a lot of issues addressed by the municipal plans and committees at this level have to do with delivering basic development services including water, sanitation, road infrastructure, waste management, community development (urban and peri-urban agriculture as an example), health and education. With the service gaps existing, mainstreaming will face challenges yet if done well, environmental interventions can deliver some of the basic municipal services.

Conclusion

The previous and current CDS processes in towns and the city of Uganda shows differentiated approaches to formulation, structure of the CDS but similar foci. The CDS processes have been largely externally driven with some capacity building to enhance stakeholder engagement utilizing tools including LED and EPM from UN-Habitat. Institutional setup and structures are key for a CDS that mainstreams environment issues. A scan through literature mainly reports from studies about projects and programs of the municipalities indicates that capacity building needs to move to capacity development recognizing continuity in engagement with environmental issues framed in view of the development plans and processes. Some levers for mainstreaming environment in to CDS where these have been formulated lie in review of the CDS' while for towns yet to embark on the CDS, opportunity exist to enhance capacities to formulate well integrated CDS. In this background paper, some of the entry points for mainstreaming are highlighted in view of the reviewed points of entry given the existing CDS'.

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