Republic of Uganda

KAMPALA CAPITAL CITY AUTHORITY EMERGENCY RESPONSE PLAN FOR DISASTER RISK MANAGEMENT

(2025-2030)

THE WORLD BANK

KCCA
KAMPALA CAPITAL CITY AUTHORITY
For a better City

GREATER KAMPALA
METROPOLITAN AREA
URBAN DEVELOPMENT PROGRAM

AFD
AGENCE FRANÇAISE
DE DÉVELOPPEMENT

JUNE 2025

Foreword

To our dedicated KCCA teams, inter-agency partners, and all who are tasked with the execution of this plan,

The Kampala City Emergency Response Plan (KCERP) (2025-2030) has been developed to serve as the definitive operational guide for managing all city-wide emergencies. This document is a product of extensive collaboration and is grounded in a data-driven, multi-hazard approach to urban resilience. Its primary purpose is to establish a robust and seamless framework for command, control, and coordinated action.

This plan details a clear **incident command structure** and outlines the specific roles, responsibilities, and chains of command for all key stakeholders. It provides a standardized **protocol for interoperable communication**, ensuring that all agencies can share critical information in real time, from initial alert to post-crisis recovery.

Beyond theory, this plan is a practical and living tool. It includes **result areas 1) Emergency monitoring and assessment; 2) Emergency Coordination; 3) Emergency Investments; 4) Emergency Preparedness and Response; and 5) Community involvement in Emergencies**. The technical procedures and actions outlined here are designed to minimize response times, mitigate impact, and protect the lives and livelihoods of all Kampala's citizens.

We understand that an emergency response plan is a living document. Its effectiveness depends on regular training, simulation exercises, and continuous improvement. I have full confidence in our teams' ability to execute the strategies within this plan, and I am grateful for your unwavering dedication to a safer, more resilient Kampala Capital City.

Hajat Sharifah Buzeki
Executive Director
Kampala Capital City Authority

Acknowledgment

To the esteemed citizens of Kampala, our partners, and the dedicated teams who stand ready to serve,

It is with a profound sense of pride and gratitude that I present the Kampala City Emergency Response Plan. This document is more than just a blueprint for action; it is a testament to our City's resilience and our collective commitment to safety and preparedness.

This plan would not have been possible without the tireless effort and dedication of numerous individuals and the World Bank, through the Greater Kampala Metropolitan Urban Development Program (GKMA–UDP), for the support in developing this plan.

On behalf of the Kampala Capital City Authority (KCCA), I extend my sincerest appreciation to our key partners, including our development partners, private sector actors, civil society organisations and academic institutions that actively participated in consultations, shared information, and offered technical expertise. Their expertise and unwavering support have been invaluable in developing a framework that is both comprehensive and actionable.

Furthermore, I wish to recognize the critical contributions of our Public Health and Environment directorate and other directorates/departments/ units in KCCA. It is at community and division levels that the true spirit of our City resides, and your input has ensured this plan is responsive to the unique needs of every household.

As we move forward, let us remember that this plan is a living document. It is a promise that we will stand together in the face of any challenge, ensuring that Kampala remains a vibrant, safe, and sustainable city for all.

With deep respect and gratitude,

His Worship, the Lord Mayor
Erias Lukwago
Kampala Capital City Authority

Executive summary

Kampala is Uganda's Capital City and a business hub, which contributes about 60% of the country's GDP. Kampala City has a resident population of approximately 1.88 million people (UBOS, 2024). The population increase has put additional pressure on already stretched services, congested land use planning mechanisms, and further intensified the population in informal settlements without access to basic amenities. Most of these high-density residential areas, including Bwaise, Kisenyi, and Katwe, are located in low-lying flood-prone plains or along risky infrastructure, putting their inhabitants at high risk whenever disaster strikes.

The strategic objectives of this Emergency Response Plan are:

1. To enhance emergency monitoring and assessment of localized and widespread emergencies, but also establish a methodology to conduct assessments
2. To strengthen emergency multi-sectoral coordination across the Kampala Capital City (KCC) structures and partners
3. To increase emergency response investments to mitigate loss of property, livelihoods and lives within Kampala Capital City
4. To strengthen emergency preparedness and response actions within the city
5. To improve community involvement and engagement in emergency response and preparedness

The emergency response plan encompasses the scope of hazard risks, vulnerability and prioritisation in the City. Emergency response assessment was conducted at the City level, taking into account various sectors. This plan was developed between May 2025 and June 2025; however, its validity is for five years, from 2025 to 2030.

This plan provides a comprehensive understanding of hazard risks at the City level. This is important in facilitating or integrating actions that support emergency risk reduction and resilience. This plan is envisaged to improve the setting up of emergency monitoring systems to collect and analyse hazard data and facilitate faster dissemination of early warning messages to the intended communities and sectors. The plan will strengthen coordination and collaboration among stakeholders in emergency response to avoid duplication of emergency response measures at the city level.

The Vision Statement of this plan is

"An emergency resilient City, where strengthened monitoring, coordination, investments and empowered communities minimize emergency impacts, safeguard lives/property and livelihoods"

For KCCA to effectively manage local and widespread emergencies, but also prepare for future events, the responses are categorised into five broad result areas. **The result areas include 1) Emergency monitoring and assessment; 2) Emergency Coordination; 3) Emergency Investments; 4) Emergency Preparedness and Response; and 5) Community involvement in Emergencies**. These result areas are hereby explained below:

1) **Emergency monitoring and assessment:** Emergency monitoring is a continuous, systematic process of observing and tracking relevant indicators before an emergency to identify potential threats and during an emergency to track its progression, secondary hazards, and the effectiveness of initial response actions. An emergency assessment is a structured process that gathers and analyses information immediately after an emergency and throughout the response phase. This process determines the extent of damage, the immediate and evolving needs of affected populations, existing capacities, and the resources required for an effective humanitarian response and early recovery.

2) **Emergency Coordination:** Emergency Coordination is the strategic and operational process of bringing together diverse stakeholders – including government entities (national, district, local), humanitarian organizations (UN agencies, international NGOs, national NGOs), civil society, security forces, the private sector, and affected communities – to ensure a coherent, timely, effective, and equitable response to an emergency.

3) **Emergency Investments:** Emergency investment refers to the proactive and strategic allocation of financial and other resources to enhance a community's, organisation's, or nation's capacity to prepare for, respond to, and recover from various types of emergencies.

4) **Emergency Preparedness and Response:** This is a critical framework that societies, organizations, and individuals utilize to minimize the impact of various hazards and ensure a swift, effective recovery. It's a continuous cycle that involves proactive measures before an event, immediate actions during an event, and sustained efforts to return to normalcy afterwards.

5) **Community involvement in Emergencies:** This is an active and meaningful participation of residents, community groups, and local leaders throughout all phases of emergency management: prevention, mitigation, preparedness, response, and recovery. It emphasises a "bottom-up" approach, recognising that communities are often the first responders and possess unique knowledge, resources, and social networks that are crucial for effective disaster management.

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Acronyms

CCTV	Closed-Circuit Television
DPC	District Police Commander
DRM	Disaster Risk Management
GBV	Gender-Based Violence
GIS	Geographic Information System
ICS	Incident Command System
IDP	Internally Displaced Persons
KCCA	Kampala Capital City Authority
LDU	Local Defense Unit
NAADS	National Agricultural Advisory Services
NGO	Non-Governmental Organization
UNHCR	United Nations High Commissioner for Refugees
UNMA	Uganda National Meteorological Authority
UPF	Uganda Police Force
URCS	Uganda Red Cross Society

1.0 Introduction

Kampala is Uganda's Capital City and a business hub, which contributes about 60% of the country's GDP. Kampala City has a resident population of approximately 1.88 million people (UBOS, 2024). The population increase has put additional pressure on already stretched services, congested land use planning mechanisms, and further intensified the population in informal settlements without access to basic amenities. Most of these high-density residential areas, including Bwaise, Kisenyi, and Katwe, are located in low-lying flood-prone plains or along risky infrastructure, putting their inhabitants at high risk whenever disaster strikes.

Kampala City, the urban capital of Uganda and the national economic, political, and administrative nerve centre, is increasingly faced with an interdisciplinary composite of disasters. These are repetitive city flooding, fire disasters, disease outbreaks, road accidents, and possible terrorist attacks. The increased risk is fueled by accelerated urbanization, climate change, and infrastructure susceptibility, with priority predominantly focused on drainage, waste, and shelter.

Moreover, the impacts of climate change, evidenced by increasingly erratic rainfall patterns and more intense weather events, have further exposed the City's vulnerabilities, especially in the context of inadequate adaptation measures. Despite some progress in urban development and institutional strengthening, the current capacity of emergency preparedness and response systems remains insufficient to deal with large-scale or multi-hazard events. Secondly, public health hazards like cholera, typhoid, and respiratory infections are regularly reported, most notably at times of flooding when water sources are polluted. Adequate traffic flow and unregulated City transport systems result in significant levels of road accidents, putting further pressure on emergency medical and police response units. Finally, Kampala's conspicuous profile and elevated population densities offer a material target for terror operations like the 2010 bombings.

With the foregoing threats as context, this Emergency Preparedness and Response Plan (EPRP) articulates an integrated, multi-sectoral, and evidence-based approach to building Kampala's resilience. It articulates a strategic framework for improving risk identification, early warning systems, coordination systems, and response capacity so that the City is better prepared for, resists, and recovers from expected and unexpected disasters.

2.0 Objectives

The strategic objectives of this Emergency Response Plan are:

1. To enhance emergency monitoring and assessment of localized and widespread emergencies, but also establish a methodology to conduct assessments
2. To strengthen emergency multisectoral coordination across the Kampala Capital City (KCC) structures and partners
3. To increase emergency response investments to mitigate loss of property, livelihoods and lives within Kampala Capital City
4. To strengthen emergency preparedness and response actions within the city
5. To improve community involvement and engagement in emergency response and preparedness

3.0 Purpose of the Emergency Response Plan

The emergency response plan encompasses the scope of hazard risks, vulnerability and prioritisation in the City. Emergency response assessment was conducted at the city level, taking into account various sectors. This plan was developed between May 2025 and June 2025; however, its validity is for five years, from 2025 to 2030.

This plan provides a comprehensive understanding of hazard risks at the City level. This is important in facilitating or integrating actions that support emergency risk reduction and resilience. This plan is envisaged to improve the setting up of emergency monitoring systems to collect and analyse hazard data and facilitate faster dissemination of early warning messages to the intended communities and sectors. The plan will strengthen coordination and collaboration among stakeholders in emergency response to avoid duplication of emergency response measures at the City level.

The emergency response plan to hazards in Kampala City envisages strengthening hazard resilience actions, including mitigation, preparedness, response, and recovery interventions. It provides resilient structural and non-structural measures that should be implemented at the City level to counteract the severity and distribution of hazards.

This initiative aims to safeguard vulnerable areas from food insecurity. Since the emergency response requires a multisectoral approach, this plan will strengthen the coordination of KCCA in mainstreaming DRR into local and sectoral budgets, plans, action plans and the development planning process.

4.0 Process of developing the plan

This plan went through a series of processes towards its development, and these are hereby explained below:

Document review: Documents, either published or unpublished, were obtained and reviewed. These were collected and reviewed at the inception of the planning process (June-July 2025). Most of these were obtained from the KCCA library and the Emergency Operations Centre. Some of the notable documents that benefited this process included the Kampala Disaster Risk and Climate Change Resilience Strategy, the Annual State of Disaster Report, and the Handbook for Public Health Emergency Operations Centre Operations and Management.

The documents were reviewed, and essential information was synthesised using content analysis. Content analysis is widely used in qualitative studies. This review benefited the planning process by providing baseline information on the status of multi-hazards and the response measures undertaken in the City.

Consultations: The technical staff at KCCA - Public Health Emergency Operations Centre and at the divisions (Nakawa, Kampala Central, Kawempe, Rubaga and Makindye) were consulted to provide input into the planning process. These were contacted in July 2025. The interviews were held in their areas of operation.

The key informants were interviewed using key informant interview guides, employing a face-to-face approach to explore issues related to emergency occurrences and their response actions in the City. These technocrats (environmental officers, planners, administrators, health officers, security officers, production/marketing officers, etc) were purposively selected for their experience and knowledge on the emergency efforts made by KCCA.

Visits: A series of visits to the Call centre and Kampala Metropolitan Area Emergency Operations Centre were conducted to ascertain the operation of the units within KCCA in responding to emergencies. The visits were made, and the technical staff were interviewed on the operating procedures for responding to emergencies.

The visits were necessary because they helped ascertain the operational requirements and status of the centres, such as staff, funding capacity, equipment and infrastructure.

Validation: The draft plan was validated by the KCCA technical staff at their places of work. The validation exercise was conducted using hard and soft copies of the plan, which were reviewed and corrected where necessary by the staff. This was performed to increase staff and stakeholder ownership of the emergency response plan.

5.0 Vision, Mission and Goal of the Emergency Response Plan

5.1 Vision statement

The Vision Statement of this plan is

"An emergency resilient City, where strengthened monitoring, coordination, investments and empowered communities minimise emergency impacts, safeguard lives/property and livelihoods"

5.2 Mission

To implement a comprehensive, multi-hazard emergency response plan that, through proactive preparedness, coordinated and timely response, and enabling sustainable early recovery, safeguards the lives, assets, and well-being of households, prioritising the most vulnerable and optimising resource utilisation through empowered local leadership and active community participation

5.3 Goal

To build a resilient City where communities and institutions effectively anticipate, respond to, and recover from emergencies, minimising loss of life, injury, and preserving livelihoods with dignity, thereby fostering sustained well-being and adaptive capacity.

6.0 Emergency legal and policy frameworks

This section demonstrates the policy and legal frameworks that inform Emergency Response Plans for disasters. Disaster Emergency Response actions are guided by international commitments, national planning frameworks, policies and regulations, and catchment and micro-catchment management plans. The agreements and policies relevant to the Emergency Response Plan are hereby listed below:

Table 1: Strategies, International and national policy and regulatory frameworks

Frameworks, Policies, Plans and Acts	**Relevance to Disaster Emergency Response**
International Frameworks	
United Nations Framework Convention on Climate Change (UNFCCC) 1992	Uganda signed and ratified the UNFCCC in 1992. The UNFCCC supports **DRM** by promoting climate adaptation strategies that reduce vulnerability to climate-induced disasters, including floods, droughts, and landslides; encourages the inclusion of climate risk and disaster preparedness in national planning, enhances EWS, and enables access to global funding and technical support to build **resilience against climate-related hazards**.

Frameworks, Policies, Plans and Acts	Relevance to Disaster Emergency Response
The Sendai framework for Disaster Risk Reduction 2015-2030	Focus on reducing the risk of disasters related to climate hazards like floods, droughts, and waterborne diseases by promoting proactive measures to manage water resources sustainably, including EWS, infrastructure development, and community preparedness strategies, with the ultimate goal of building resilient communities against water-related disasters.
The United Nations Convention to Combat Desertification (1994)	The **UNCCD** focuses on addressing **desertification and land degradation** that exacerbate the impacts of natural disasters, including floods, droughts and soil erosion; promoting **land restoration** and **sustainable land-use practices** and building resilience against climate-induced disasters; enhancing the capacity for **drought preparedness, soil conservation**, and restoring ecosystems that act as buffers against extreme weather events and disaster risks.
The Paris Agreement 2016	The Paris Agreement focuses on promoting climate adaptation measures that reduce vulnerability to climate-induced disasters, including droughts, floods, and landslides; encourages risk-informed planning, investment in EWS, and the building of resilient infrastructure; enhances adaptive capacity and reduces climate vulnerability, which influence effective disaster preparedness and response.
Kyoto Protocol (2005)	The Kyoto Protocol does not directly address disaster risk, as its primary focus is on reducing greenhouse gas emissions. Still, it does indirectly support **disaster management** by encouraging a reduction in greenhouse gas emissions and mitigating climate change, which lowers the frequency and severity of **climate-induced disasters** including droughts and floods, thereby enhancing long-term **disaster risk reduction and resilience**.
Sustainable Development Goals (2015)	SDGs, including Goal 11 (Sustainable Cities) and Goal 13, advocate for reducing disaster-related losses and building inclusive, safe, resilient, and sustainable communities by enhancing EWS, improving infrastructure resilience, and protecting vulnerable populations from climate-induced disasters, including floods, droughts, and landslides.
African Union Agenda (2063)	Focuses on **disaster risk preparedness** and **resilience building** across Africa; supports efforts to strengthen **EWS**, invest in **climate-resilient infrastructure**, and integrate **disaster risk reduction** into development planning to reduce the impacts of natural and climate-induced disasters
IGAD Initiatives on Drought & Desertification Strategy (2021-2025)	The strategy enhances management of drought-related disasters through **EWS, disaster preparedness**, and **community-based resilience programs;** emphasizes **regional cooperation**, data sharing, and institutional strengthening to anticipate, respond to, and recover from drought and desertification events. Help in minimizing loss and damage while protecting livelihoods and ecosystems.
UN 2030 Agenda	The agenda focuses on **resilience and risk reduction** across goals, including Goal 1 (No Poverty), Goal 11 (Sustainable Cities and Communities), and Goal 13 (Climate Action**).** It also enhances **EWS**, **risk-informed planning**, and community preparedness, reducing vulnerability to **natural hazards** including droughts, floods and landslides.
The Ramsar Convention on Wetlands (1971)	Wetlands serve as **natural buffers** against disasters, including **floods and droughts**. They also absorb excess rainfall and maintain groundwater levels, reducing the risk and severity of **climate-related disasters**. It is important to protect and restore wetlands in order to enhance **ecosystem-based disaster risk reduction** and safeguard communities reliant on these ecosystems.
National Planning frameworks	
Uganda Vision (2040)	The Vision establishes the need for resilient infrastructure, EWS, and preparedness planning to reduce vulnerability to natural and climate-induced disasters. It promotes

Frameworks, Policies, Plans and Acts	Relevance to Disaster Emergency Response
	the building of institutional capacity needed to manage risks and respond effectively to disasters.
Third National Development Plan (2020/21 - 2024/25)	The plan aims to strengthen **institutional frameworks** for managing disaster risks and integrate **disaster preparedness and mitigation** into sectoral strategies. It supports **EWS**, **risk mapping,** and **community-based disaster management** to reduce vulnerability and enhance national resilience to shocks.
Updated Nationally Determined Contribution (2022)	NDCs primarily focused on mitigation and adaptation, but they also support resilience-building mechanisms that reduce vulnerability to climate-induced disasters, including floods, **droughts and landslides**, particularly in climate-sensitive sectors and communities.
Uganda Disaster Preparedness Plan (2005 – 2009)	This plan seeks to enhance **national and local readiness** to respond to emergencies through EWS, **risk assessments**, and **contingency planning**. It also promotes **multi-sectoral coordination**, community engagement, and capacity building to reduce the impact of disasters and protect livelihoods.
National Disaster Risk Management (DRM) Plan (2011 – 2028)	The plan provides a national framework for **disaster prevention, preparedness, response, and recovery.** It focuses on strengthening **EWS**, building **institutional capacity** and promoting **community-based disaster risk reduction (DRR).** It aligns with international frameworks such as the **Sendai Framework** and encourages multi-sectoral coordination.
NRM manifesto (2021 – 2026)	The manifesto seeks to emphasize the need for strong disaster risk management systems to protect citizens from natural and human-made disasters. It focuses on strengthening EWS for climate-induced hazards, including droughts and floods, and promoting community-based disaster management to empower local populations. It also promotes the development of disaster-resilient infrastructure, quick recovery mechanisms, and the integration of DRR into national planning, prioritizing sectors such as education, health and infrastructure; building institutional capacity within local governments and disaster management agencies to improve coordination and response effectiveness.
Uganda National Adaptation Programmes of Action (2007	NAPA encourages disaster risk management by proposing actions to reduce the impact of **climate-related disasters**. It establishes the need for **community-level preparedness** and the integration of DRR into local and national planning. It also focuses on **strengthening disaster response capacity to** ensure that vulnerable communities are well equipped to handle future climate-induced events, including floods, droughts, and landslides.
Health Sector Development Plan (2015-2020)	The plan focuses on **disaster preparedness and response** within the health sector by ensuring that health facilities and personnel are well equipped to handle health emergencies arising from natural disasters, including droughts, pandemics and floods. It promotes **improved surveillance systems** to track disease outbreaks and provide timely interventions during disasters. It advocates for **training health workers** to respond effectively to **disaster-induced health risks**.
The Water Action Plan (1995)	The plan is central to disaster management, specifically in the context of water-related disasters such as floods, droughts, and waterborne disease outbreaks. It encourages the establishment of **EWS** to predict and mitigate the impact of floods, improve **water storage and distribution infrastructure** to ensure reliable access to water during emergencies. It also stresses the need for **community level preparedness** to handle water shortages and contamination during disaster events.
National Policies	
The 1995 Constitution of Uganda (1995)	The Constitution underpins the **government's obligation to safeguard the welfare of all citizens** and protect them from natural and human-induced disasters. It promotes **decentralised governance and empowers institutions to**

Frameworks, Policies, Plans and Acts	Relevance to Disaster Emergency Response
	respond to emergencies, allowing stakeholders to take part in disaster preparedness and response efforts. It is a legal backbone for effective **disaster risk management systems** in the country.
National Environment Management Policy (1995	The policy acknowledges the link between **environmental degradation and disaster risks**, including deforestation causing landslides and poor wetland management, fostering floods. It promotes environmental awareness**, ecosystem-based disaster risk reduction** and **capacity building** for communities and institutions to prevent and manage disasters. The policy advocates for **EWS**, coordinated disaster responses, and strengthening local capacities to handle environmental emergencies.
Uganda National Land Policy (2013	The policy reinforces disaster management by ensuring that **land use planning accounts for disaster risks**, specifically in areas prone to landslides, **floods and droughts, and** supports **institutional coordination** in responding to land-related emergencies. It also promotes the **settlement of communities away from high-risk zones**, **restoration of degraded lands** to reduce the impact of disasters, and the secure land rights for displaced populations.
Uganda National Climate Change Policy (2015)	The policy recognises that climate change intensifies disaster risks, including droughts, floods and landslides; promotes **EWS, risk assessments** and **disaster preparedness planning**; presses the need to strengthen institutional capacity at all levels to **anticipate, prevent, and manage climate-induced disasters,** ensuring that development efforts are risk-informed and resilient to extreme weather events.
Disaster Preparedness and Management Policy (2010)	The policy establishes a framework for **preparedness, mitigation, response and recovery** from disasters. It encourages **institutional coordination, EWS,** and the **decentralised management of disasters**. It also enables the integration of disaster risk management into **development planning**, promotes **community-based disaster preparedness**, and ensures protection for vulnerable groups in emergencies.
The Uganda Forestry Policy	The policy recognises the forest's role in reducing disaster risks, including **soil erosion, flooding and landslides.** It supports the protection of forests in fragile ecosystems, such as on steep slopes and riverbanks, that act as natural buffers against climate-induced disasters; it promotes community-based forest management to enhance **local capacity** in reducing environmental vulnerabilities.
The Water Statute (1995)	The statute enhances disaster management by promoting measures that reduce the impacts of **water-related disasters**, including **floods and droughts**. It mandates proper planning for water infrastructure and encourages community engagement in **managing water risks**. It minimises water scarcity by protecting watersheds and regulating water extraction, and supports emergency response planning during climate-induced crises.
The Gender Policy (1997)	The policy enhances **gender-responsive disaster management** by considering the **needs and vulnerabilities of all genders** in disaster preparedness, response, and recovery. It calls for **empowering women and marginalised groups to take active roles in community-based disaster risk reduction, decision-making, and resilience-building efforts,** which improves the effectiveness and inclusiveness of disaster interventions.
National Acts	
National Forestry and Tree Planting Act (2003)	The Act focuses on disaster risk reduction through protecting forests that **reduce erosion, stabilise soils, and buffer against floods and landslides**. It encourages **community involvement** in forest management and restoration of fragile ecosystems

Frameworks, Policies, Plans and Acts	Relevance to Disaster Emergency Response
	for enhancing **resilience to climate-induced disasters** and improving local adaptive capacities.
National Climate Change Act (2021)	Advocates are working to reduce climate-related disaster risks in vulnerable sectors such as agriculture, water, and health. It enhances the capacity to **anticipate and respond to climate-induced disasters**, including floods, droughts, and heatwaves, through systematic planning and cross-sectoral coordination.
National Disaster Preparedness and Management Act (2021)	The Act seeks to strengthen **disaster preparedness, response, and recovery** mechanisms. It establishes a framework for **coordinating national disaster response** and integrates **disaster risk reduction** across sectors. It empowers the government to **declare disaster zones**, mobilize resources, and ensure effective management of disaster situations; promotes **community-based preparedness** and includes funding mechanisms to provide timely and efficient responses to disasters, enhancing resilience to both natural and human-made disasters.
The National Environment Act (NEA) 2019	The NEA primarily focuses on environmental management, but its provisions indirectly support disaster management efforts. The Act, through regulating activities such as land use and resource extraction helps mitigate environmental degradation that can lead to disasters, including floods and landslides; empowers local governments to monitor activities within their jurisdictions to prevent significant environmental impacts, contributing to disaster risk reduction
The National Water Policy (1999)	The policy focuses on sustainable water use to reduce the occurrence and impact of water-related disasters, including floods and droughts. It advocates for community capacity building through participatory water management, empowering local populations to plan, monitor and respond to water-related emergencies; advocates for infrastructure that can manage and store water during extreme weather events, helping to safeguard lives and livelihoods during climate-induced disasters.
The Water Act (1997)	The Act empowers the Minister to regulate water use during shortages, including droughts, and to prohibit the use of specific water sources on health grounds. It also mandates systematic monitoring of water flow and rainfall for EWS and preparedness for water-related disasters, including floods and droughts; provides for the establishment of water user groups and sanitation committees at the community level, to enhance local capacity in managing water resources and respond to water-related emergencies effectively.
Land Act, 1998	The Act primarily focuses on land tenure and management, but its provisions have indirect implications for disaster management. Secure land tenure can empower landowners and communities to invest in land improvements and adopt practices that reduce vulnerability to disasters such as floods and landslides.

7.0 Institutional Arrangement

Disaster Management Structure

The government's responsibility for disaster management lies within the Office of the Prime Minister. This mandate is executed through the Department of Relief, Disaster Preparedness, and Management, the lead agency for disaster preparedness and management. The department coordinates the country's risk reduction, prevention, preparedness, mitigation, and response actions. However, the policies emphasise that these mandates must be executed in consultation with line ministries, humanitarian and development partners, Local Governments, and the Private sector.

The Minister responsible for disaster preparedness and management reports to the President. In consultation with the Cabinet, the president declares an area of the nation in a state of disaster. The Cabinet is the body that produces government policy and advises the President on disaster management.

The standing committee of the Cabinet is the Ministerial Policy Committee (MPC), which handles cross-sectoral matters relating to disaster preparedness and management. The purpose is to ensure that disaster preparedness and management are mainstreamed in Uganda's governance. Disaster Management Policy also establishes an Inter-Agency Technical Committee, which is comprised of focal point technical officers from line ministries, UN agencies, NGOs, and relevant stakeholders. The Permanent Secretary of the Office of the Prime Minister chairs the committee.

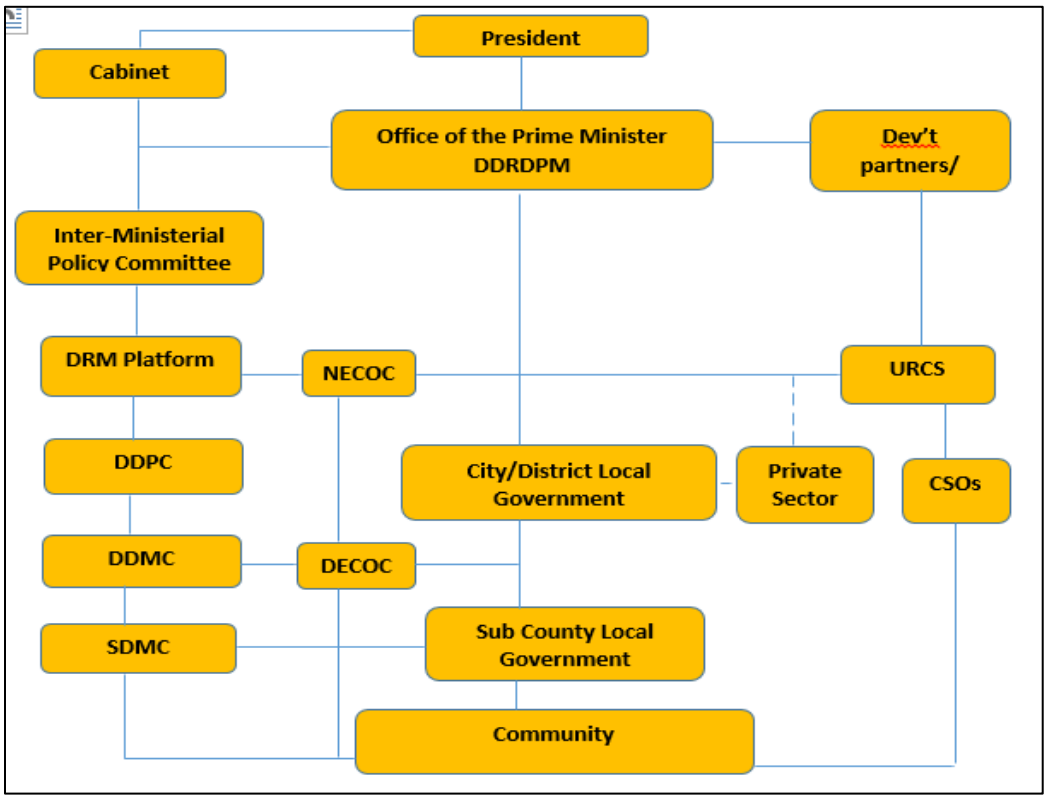

Figure 1: Disaster risk management in Uganda

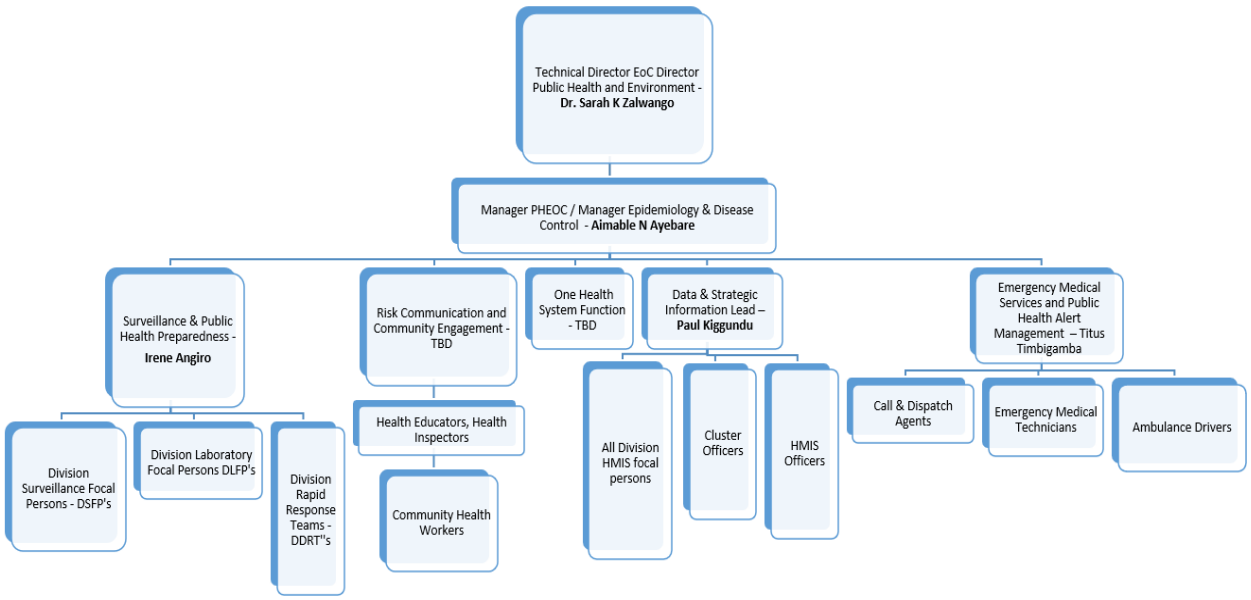

Figure 2: KCCA – Public Health Emergency Operations Centre (PHEOC) Organogram

8.0 Strengths, weaknesses, opportunities and threats to emergency response in the city

Strengths

1. Established Institutional Framework: Kampala Capital City Authority (KCCA) has a dedicated Directorate of Public Health Emergency Operation Centre (DPHEOC).
2. Strong collaboration among government Ministries, Departments and Agencies (MDAs), NGOs, humanitarian partners, and community groups.
3. Some functional weather monitoring and flood early warning systems are in place.
4. Presence of police, fire brigade, and health emergency response teams with trained personnel.
5. A relatively good road network facilitates the quick mobilisation of response teams.
6. Active community-based organisations involved in awareness and preparedness activities.

Weakness

1. High population growth and informal settlements strain emergency response capacity.
2. Poor drainage and inadequate waste management exacerbate flooding and fire risks.
3. Insufficient funding, equipment, and personnel for a comprehensive emergency response.
4. Lack of up-to-date, reliable hazard and vulnerability data for timely decision-making.
5. Inefficient information sharing between agencies and to the public during emergencies.
6. Inadequate community education on emergency response.

Opportunities

1. Adoption of GIS, mobile apps, and social media for real-time hazard monitoring and communication.

2. Training and skills development for emergency responders and community volunteers.
3. Alignment with national and international frameworks like the Sendai Framework and Uganda's NDC.
4. Engagement with the private sector for resource mobilisation and logistical support.
5. Funding and programs to strengthen infrastructure and reduce vulnerability to climate change impacts.
6. Opportunity to integrate emergency response into urban development and land use planning.

Threats

1. Increasing frequency and intensity of floods, fires, and other hazards.
2. Uncontrolled urban sprawl and informal settlements in hazard-prone areas.
3. Economic challenges limiting investments in emergency response infrastructure.
4. Risk of terrorist attacks requires heightened security and emergency preparedness.
5. Outbreaks of diseases can overwhelm emergency response systems.
6. Bureaucratic delays and overlapping mandates can hamper timely response.

9.0 Challenges faced in emergency response

The critical challenges faced in responding to emergencies in Kampala City are hereby listed below:

1. Emergency response units often operate with limited financial support, affecting logistics, procurement of equipment, and overall preparedness.
2. There is a lack of dedicated contingency funds to respond quickly to emergencies.
3. Congested roads, informal settlements, and inadequate drainage systems hinder the rapid deployment of emergency services.
4. Some areas are inaccessible during floods or severe weather events.
5. Weak coordination among government MDAs, humanitarian actors, and local authorities leads to duplication of efforts or gaps in response.
6. Limited capacity to monitor, forecast, and disseminate early warning messages to communities in real-time.
7. Low community access to and trust in emergency communication channels, especially in informal settlements.
8. The City's growing population, particularly in unplanned urban settlements, increases exposure and complicates evacuation and relief operations.
9. Urban sprawl into hazard-prone areas (e.g., wetlands, floodplains) intensifies emergency impacts.
10. Lack of clarity in institutional roles and mandates during emergencies delays decision-making.
11. Many residents lack knowledge of emergencies and do not have household-level preparedness plans.
12. Cultural beliefs and misinformation can hinder timely evacuation or response to official alerts.

10.0 Emergencies in Kampala Capital City

The emergencies that predispose KCC can be categorised into two classes. These are Major emergencies (Floods, Human Epidemics, Crop and livestock diseases, Fires, **collapsing buildings, Crime, Road accidents, Drought, Waste slides) and Minor emergencies (Water, Air and Noise pollution, Land conflicts, invasive species, Hailstorms, Windstorms, earthquakes**). These emergencies are hereby explained below:

10.1 Drought emergencies

10.1.1 Hazard profiling

A prolonged drought refers to a period characterised by significantly below-normal average precipitation, resulting in extended shortages in water availability, whether atmospheric, surface, or groundwater. These events can last for months or even years and are known to impact ecosystems, agriculture, and urban economies severely. These dry spells are attributed to variations in rainfall intensity caused by the topographical setup, environmental degradation, including the cutting down of trees, encroachment on wetland ecosystems, and poor farming practices. The impacts include unexpected scorching heat waves, water scarcity, loss of livelihoods, increased prevalence of pests, parasites and diseases, and conflicts with neighbouring communities over public water resources. There is also reduced crop yield, which leads to food insecurity.

Exposure: The entire City, including people, croplands, and river systems, are exposed to the risks of prolonged dry spells. The City's population of over 1.5 million is exposed to dry spells and their associated impacts, including reduced water availability and food production, with informal settlements and vulnerable groups most affected. Approximately 7.5 km² of urban cropland—mainly smallholder farms in peri-urban and wetland fringe areas are exposed to rainfall variability, primarily due to limited access to irrigation. Urban streams and drainage channels also experience reduced flows during dry spells, impacting domestic use and urban farming.

Vulnerability: All residents of the City are considered 100% vulnerable due to the direct impact on water access, food production, and public health. Agricultural vulnerability is also significant, as smallholder farmers dominate urban farming in the area and typically lack irrigation infrastructure, leaving their crops defenceless against rain failure. The vulnerability of commercial farmland, although smaller in extent, is also notable due to its economic implications. Water systems, especially rivers serving as informal water sources, are moderately vulnerable to depletion during extended dry periods.

Risks: The City has experienced several emergencies as a result of prolonged dry spells. In 2016, 2022, and 2025, households in Kawempe Division reported increased spending on water as shallow wells dried up and the water table dropped, forcing many to purchase water from bicycle vendors who often sourced from unsafe points. Urban agriculture suffered significant losses in 2017, 2022, and 2025, particularly peri-urban backyard gardens failed. The 2021 dry spell hit urban livestock farmers especially hard, as water scarcity and rising feed prices led to widespread losses of poultry and goats.

10.1.2 Responses to be undertaken to drought emergencies

Communication: KCCA and community-based organisations should prioritise awareness campaigns and sensitisation programs focused on drought preparedness and climate change

adaptation. Climate change messages could be disseminated through partnerships with financial institutions, local NGOs (including My Tree Initiative and MUGYI where applicable), and faith-based groups to educate residents on drought mitigation practices, including tree planting, sustainable water use, and conservation.

Roles and responsibilities: Disaster Risk Management Committees (DRMCs), alongside community-based and faith-based organizations, should take on key coordination roles for drought response activities such as tree planting, water distribution, and supporting vulnerable households. These actors could also help in monitoring food security and triggering community support during prolonged dry spells.

Responses: Tree planting campaigns should be scaled up in areas prone to heat stress, particularly along roads and in homesteads, to help mitigate the effects of drought and reduce soil moisture loss. Institutions such as KCCA, in collaboration with the Ministry of Water and Environment and development partners, should consider installing rainwater harvesting systems in schools and public buildings to improve community water security. Public awareness about installing water tanks in residential and commercial premises should also be strengthened.

Incident command system: ICS structure should be reinforced by KCCA and division-level authorities to improve coordination of drought response. Where possible, collaboration with local partners, including DRMCs, CBOs, and faith-based institutions, should support the equitable distribution of drought relief resources such as food, water, and sanitation supplies.

Evacuation: Although full-scale evacuations are uncommon during droughts, temporary support systems should be in place for the most vulnerable, including elderly and low-income residents without access to clean water. Faith-based institutions could provide interim support through food, water, and shelter during peak heat or water scarcity periods.

Training and drills: KCCA, in collaboration with development partners, should organize regular training and community drills on rainwater harvesting, water conservation techniques, and drought-resilient agriculture. These sessions could be targeted at schools, youth groups, and local leaders to build long-term capacity.

Information management: Real-time climate and drought-related data (e.g., rainfall, temperature, soil moisture trends) should be collected and analyzed through partnerships with agencies like UNMA and supported by platforms such as GeoCLIM or RainWatch. Community feedback mechanisms could be developed to improve the targeting and effectiveness of response interventions. These localized reports will enhance response mechanisms in the City.

Recovery: Communities across the City should be encouraged to adopt drought-resilient practices such as cultivating cassava, sweet potatoes, and utilizing sack gardens that require minimal water. Citywide, community-based savings groups particularly those led by women could play a vital role in providing financial support to vulnerable households during prolonged dry spells. Partnerships with religious institutions and community organizations in the entire City should also be leveraged to coordinate the distribution of essential recovery items, including food, clean water, and hygiene supplies.

10.2 Flood emergencies

10.2.1 Hazard profiling

Flooding in Kampala, is primarily caused by flash floods, river/channel overflow, and inadequate urban drainage systems. These hazards are triggered by intense rainfall, flat topography, wetland encroachment (e.g., Lubigi, Nakamiro, Nsooba), and widespread surface sealing due to urbanization. Human activities such as settlement in wetlands, poor garbage disposal, and blocked drains exacerbate the severity and frequency of flood events.

Exposure: The exposure to flood hazards is widespread, especially in informal and unplanned settlements, including Bwaise, Nabulagala, Katwe, and Nabisaalu. These areas host a dense population and critical urban infrastructure, including schools, health centres, and key transport routes. Markets, electric lines, and business areas are also situated in flood-prone zones, making the impact of floods both economically and socially devastating.

Vulnerability: The vulnerability of City residents to floods is aggravated by several interlinked factors. Many residents live in substandard housing constructed in areas with no flood protection. The drainage systems are often outdated, blocked, or inadequate to handle the volume of stormwater. Vulnerability is further increased by degraded wetlands that previously served as natural buffers. The majority of the population in affected areas has limited financial resources, low levels of flood risk awareness, and minimal capacity to relocate to safer zones. Enforcement of land use regulations is weak, and people, including women, children, the elderly, and people with disabilities, face disproportionate risks during flood events due to mobility, health, and access constraints.

Risks: The City regularly experiences emergencies linked to flooding. These include the displacement of thousands of residents, loss of property, livelihoods, lives, including tragic deaths of children as seen during the November 2024 and April 2025 floods, and outbreaks of waterborne diseases such as cholera and an increase in malaria due to stagnant water. Flood events lead to temporary closures of schools, health centers, and markets, severely affecting livelihoods and public services. Roads become impassable, disrupting transportation and emergency response services. The recurrent nature of these emergencies' strains household incomes, affects education continuity, and increases urban poverty. Notable flood hotspots within Kampala include poorly drained areas, low-lying areas intersected by dense informal settlements. These areas are frequently submerged during heavy rains, putting thousands of residents, critical infrastructure, and economic activities at high risk.

10.2.2 Responses to be undertaken to flood emergencies

Communication: Effective communication during flood emergencies is essential. The City should establish a comprehensive communication strategy that utilizes community WhatsApp groups, SMS alerts, local radio stations, and public address systems to disseminate timely flood warnings and updates. Door-to-door sensitization campaigns by community leaders and NGOs should be regularly conducted to ensure information reaches all residents, especially in vulnerable neighborhoods.

Roles and responsibilities: KCCA should act as the primary coordinator for flood disaster risk management across all City divisions, supported by national agencies, including the Office of the Prime Minister, which can aid in mobilising emergency relief. Local Division Authorities should be empowered to mobilize communities, disseminate early warnings, and coordinate resource distribution. The Uganda Police and Fire Brigade should maintain readiness for search and rescue operations throughout the City and especially in flood-prone areas. Non-governmental and

community-based organisations, including the Uganda Red Cross Society (URCS), ACTogether Uganda, and Hope for Youth Uganda, should continue to play critical roles in community sensitisation, provision of emergency relief supplies, and support for long-term urban flood resilience.

The Ministry of Water and Environment should also offer technical support through watershed management guidance and hydrological data sharing. At the same time, the Ministry of Health should ensure disease surveillance and provide emergency medical care during flood events, particularly in vulnerable urban wetlands and informal settlements across the City.

Responses: Emergency teams should be deployed immediately in flood-affected areas to conduct rescue operations and support relocation efforts. Temporary shelters should be designated to flood-prone areas in all divisions, with relief items such as food, clean water, blankets, and medicines distributed equitably. Post-flood recovery actions should include drainage system desilting, water chlorination, and vector control.

Incident command system: A City ICS should be formally established with clear leadership at the division level to ensure standardized flood emergency response across Kampala. The system should integrate key functional areas, including operations, planning, logistics, and finance, to support coordinated, timely, and accountable emergency management. Each division should designate a trained Incident Commander (e.g., the Division TC or Disaster Officer) supported by inter-agency teams. The ICS should also include a central coordination hub at KCCA headquarters to streamline decision-making, resource allocation, and communication with national-level actors such as the Office of the Prime Minister and the Ministry of Water and Environment. Regular simulation drills and capacity building should be conducted to enhance preparedness and operational readiness in the City.

Evacuation: Evacuation safe paths and authorized shelters should be charted, indicated clearly, and disseminated across the City. The procedures should be integrated into local disaster management planning and disseminated through the radio, SMS, billboards, and in community-level meetings. This ought to be designed for individual vulnerable groups, including the disabled, the elderly, pregnant women, and infants, to provide for inclusive access and proper support in the evacuations. Public schools, community centres, and places of worship ought to be pre-designated and prepared to act as shelters temporarily, for example, with clean drinking water, bedding, light, and first aid kits. The local authorities and community stakeholders should be empowered to carry out safe and orderly evacuations and transport arrangements by Uganda Police and KCCA to accommodate those who do not have individual means of transport.

Training and drills: Standard drills and simulation training should be institutionalised in all the flood-risk zones of Kampala. These should include community leaders, teachers, youths, and health workers in first aid, rescue procedures, early warning, and emergency response. Locally acceptable training manuals using simple language and local terms should be prepared. Schools, markets, and health units should be drilled through simulation to improve coordination and prepare the community.

Information management: Develop and maintain a centralised Flood Information Management System (FIMS) that integrates real-time hydrological, meteorological, and infrastructure data to support timely, evidence-based decision-making during floods. This system should be accessible to all relevant agencies and stakeholders, enabling coordinated alerts, risk mapping, damage assessments, and response tracking across all divisions.

Recovery: Post-flood recovery should also encompass systematic relief distribution, restoration of essential services, and psychosocial care. Drive cleaning, clearing of drains, and environmental sanitation should be encouraged and facilitated with the support needed for active citizen participation. All these would restore normalcy, reduce public health hazards, and enhance community ownership in building long-term resilience. For sustainability purposes, local governments should form recovery task forces at the divisional level and provide technical assistance, resources, and incentives to encourage people's involvement in rebuilding.

10.3 Fire emergencies

10.3.1 Hazard profiling

Fires represent one of the most critical hazards faced in the City, causing significant loss of life, property damage, atmospheric pollution, and water contamination. Illegal electrical connections cause fires, poor spatial planning results in congested environments, unsafe storage and proximity of fuel sources, the widespread use of charcoal cooking stoves in market restaurants, candles, and, in some cases, deliberate arson. Kampala has multiple fire hotspots concentrated around fuel stations, markets, and industrial areas. Notably, the area surrounding the Banda Mogas Depot is highly vulnerable, as any fuel leakage there could trigger a large-scale hazardous fire. In Makindye Division, recurrent market fires have been reported in Kikubamutwe-Kabalagala, Salama, Ggaba, and Nakivubo markets, resulting in severe loss of merchandise, injuries, and fatalities. Kawempe Division has experienced frequent market fires in Kawempe I and furniture workshop fires in Bwaise I industrial area. In contrast, similar furniture fires have affected Makerere I and Makerere III areas. Central Division, including Owino Market, the Former Pack Yard Market, the Ministry of Health headquarters, Kibuye market, Ndeeba Timber stalls, and other congested zones, has also suffered significant fire incidents. Many fuel stations in Kampala fail to meet safety standards, often clustered closely without adequate fire prevention equipment, exacerbating fire risks and the potential for rapid fire spread.

Exposure: The populations and assets exposed to fire hazards in the City are extensive. Market traders and their customers in busy, congested markets are particularly at risk, as are residents and businesses near clustered fuel stations. Workers in industrial zones like Bwaise I face heightened risk due to combustible materials and dense workshop layouts. Additionally, densely populated informal settlements are fire-prone. Public buildings, including the Ministry of Health headquarters and other tall structures in the Central Division, are also exposed to potential fire damage.

Vulnerability: People, including market vendors, often have limited capacity to respond swiftly to fires, increasing their risk of injury and loss. Residents in informal settlements live in homes constructed from flammable materials and lack basic fire safety infrastructure. Women and children are particularly at risk of being trapped during sudden fire outbreaks in homes or markets. Informal workers in industries such as furniture making face occupational dangers from fire, while emergency responders often lack adequate equipment and resources to contain large fires effectively.

Risks: Kampala City experiences frequent fire emergencies that result in deaths, injuries, missing persons, and extensive property destruction. For instance, the 2018 Owino Market fire caused massive losses to hundreds of traders and disrupted livelihoods. Fires in the Bwaise I industrial area have destroyed multiple furniture workshops and injured workers. Mysterious fires around the Banda Mogas Depot remain a constant threat of catastrophic incidents. Market fires are a recurring problem in divisions, regularly causing business interruptions and human suffering.

10.3.2 Responses to be undertaken to fire emergencies

Communication: There is currently no formal early warning system dedicated to fires in Kampala. Information is typically disseminated through informal networks, word of mouth, and announcements by police and fire brigade teams during incidents. Therefore, a formal, fire early warning system should be developed and integrated into the existing disaster communication network. This system must incorporate multiple channels of SMS alerts, community radios, local television, mobile apps, and public address systems to ensure inclusive, real-time dissemination of fire warnings. Community liaison officers should be trained to manage localized announcements in informal settlements. Additionally, KCCA should establish a 24/7 toll-free fire emergency hotline and ensure its widespread publication across all divisions.

Roles and responsibilities: Well-defined job descriptions and coordination structures must be created between KCCA, Uganda Fire Brigade, Uganda Police, Ministry of Health, market authorities, and community organisations. A multi-agency Fire Risk Coordination Committee (FRCC) must be created at the divisional level to coordinate fire risk mitigation, response planning, and incident review. Increased operational capacity, additional equipment, vehicles, and manpower must be provided to the Fire Brigade to respond across all five divisions effectively. Civil society organisations should be official stakeholders in awareness generation, grassroots outreach, and advocacy for vulnerable populations, including elderly and disabled persons, during crises in the City.

Responses: There should be an SOP for City fire response, including minimum response times, roles of the responders, recording incidents, and post-response debriefing. Coordination procedures among the different agencies, such as the Fire Brigade, police, health services, and KCCA, should be delineated under the SOP for a coordinated and effective response. Emergency access roads in high-hazard and residential zones need to be enforced, clearly marked, and kept up to date to allow for the speedy passage of fire engines and ambulances. Fire hydrants and emergency water supplies need to be listed, restored, and safeguarded from obstruction or misuse, with frequent tests to ensure they work. In areas with a scarce supply of hydrants, standpipe water sources, or static water tanks, these should be established. Divisional response teams must be set up and equipped with firefighting packs, mobile pumps, protective gear, and first aid boxes to provide initial containment until the Fire Brigade can take over.

Incident command system: A municipal ICS system for firefighting incidents should be institutionalised, and a Fire Incident Commander should be assigned in each division. Field units (Police, fire brigade, and ambulance), control center, and support functions coordination should be provided within the system. Incident tracking and radio communication equipment through electronic means should be made available to enhance coordination. Implementing lessons learned and updating personnel roles should be followed by regular reviews and updates of ICS procedures after every significant incident.

Evacuation: A multi-risk fire evacuation plan should be tailored to each division's hazard profile, factoring in population density, local risk areas, and urban layout. Key actions include installing visible signs, escape routes, muster points, and emergency lighting in markets, public buildings, petrol stations, and schools. KCCA should map safe zones and designate permanent evacuation centres equipped with clean water, toilets, lighting, and first aid—accessible to the elderly, children, and persons with disabilities. Priority evacuation training should target schools, hospitals, markets, and elderly homes. Community task forces must be formed and trained to support evacuations and

coordinate with emergency services. Regular evacuation drills, jointly run by local authorities, are essential to test readiness and build public resilience.

Training and drills: Obligatory quarterly fire drill should be done in all schools, markets, and multi-storey residential complexes, jointly with the Fire Brigade and NGOs. It should cover the demonstration of the practical use of fire extinguishers, evacuation in safety, first aid in an emergency, and crowd management. There must be a module on fire safety at the primary and secondary school levels to instil early sensitivity and response. Fire readiness awareness week should be an annual event through public demonstrations, fire safety exhibitions, school-based interactive contests, and local language training material production. A City training certification should be developed for building managers, market leaders, and community task forces to provide uniformity and standardisation of fire safety training.

Information management: A real-time, GIS-linked Fire Information Management System (FIMS) must be created to capture, analyze, and geolocate fire incidents, response time, cause, and damage assessments. The system must accommodate mobile reporting by field crews and must be accessible to emergency managers, City planners, and humanitarian actors. Fire danger map bi-annual updates have to inform urban planning, zoning, and permit issuance. Parish-level community fire danger profiles need to be prepared so as to inform targeted fire prevention and predict possible high-risk zones for infrastructure upgrade. Accessibility of the public can be achieved through a mobile app and local radios where the public can report risks, receive issued alerts, and obtain access to fire safety information.

Recovery: Post-fire recovery needs to comprise large-scale damage assessment, psycho-social intervention, emergency livelihood intervention, and planning for long-term reconstruction. Pre-positioned relief kits of food items, clothing, shelter materials, etc., at the division level for instant deployment need to be held in readiness. CBOs, religious communities and Local youth associations need to be involved in recovery operations in clean-up, debris removal, and rebuilding efforts to develop social cohesion. Sensitization to fire insurance should be made a priority, especially for market vendors, to increase financial stability and speed up recovery. Fire vigilance by the community and neighbourhood watch schemes must be fostered to reduce arson and accidental fire cases, as supported with minimal training and hotline linkages with emergency response teams. Long-term recovery must also involve rehabilitation of livelihood, including vocational training for affected youths and business continuity support to small-scale traders.

10.4 Land conflict emergencies

10.4.1 Hazard profiling

Land conflicts in Kampala arise from disputes over ownership, boundaries, and land use rights, driven by rapid urbanization and competing demands for limited land resources. The hazard manifests through family wrangles, public land disputes, administrative boundary disagreements, and market land ownership controversies. Notable hotspots include Namanve on the Kampala-Wakiso boundary, Makerere Hill road in Kawempe Division, Kalerwe and Usafi markets, and areas around Ggaba shoreline with the migrating floating island. These conflicts often escalate to legal battles, physical confrontations, and disruption of socio-economic activities, creating a persistent hazard to peaceful coexistence and urban development.

Exposure: Populations directly exposed to land conflicts include residents and traders occupying contested areas such as Kalerwe Market and Owino Market in Central Division, families in Nakawa and Makindye Divisions experiencing internal land wrangles, and industrial investors encroached upon by boundary disputes. Furthermore, administrative and municipal authorities encounter challenges in service delivery and revenue collection due to unclear boundaries, such as those between Kawempe and Central Division, or between Kampala and Wakiso at Namanve. The exposed population consists of thousands of households, market vendors, developers, and local government entities.

Vulnerability: Vulnerable groups within these exposed populations include informal settlers who often lack legal land titles or formal documentation, making them easy targets for eviction without compensation. Many residents in informal settlements have experienced sudden evictions due to land claims by private developers or government projects. Women, especially widows or those without male relatives, frequently have weaker land claims due to customary inheritance practices, leaving them marginalized in land disputes. Marginalized ethnic minorities and youth groups, who have limited representation in local decision-making, also face increased vulnerability.

Small-scale traders in contested markets such as Kalerwe, Usafi, and Owino struggle financially when land ownership is uncertain, limiting their ability to invest or expand their businesses. The floating island community on Lake Victoria near Ggaba is particularly vulnerable. This island periodically shifts its location due to water currents and storms, making farming unpredictable and sometimes forcing families to abandon their plots temporarily. These residents have no formal land titles and face constant risk of losing their livelihoods. The low legal literacy, where many individuals do not understand their rights and legal processes required to resolve disputes. Bureaucratic delays and corruption limit access to dispute resolution bodies. The government efforts to prevent illegal land grabbing and encroachment remain insufficient, as enforcement of land laws is weak, and informal power dynamics often influence outcomes in favor of powerful investors.

Risk: Land conflicts often cause violent evictions, destruction of homes and businesses, forced displacement, and disrupted market activities. In Nakawa's industrial area, clashes between developers and residents have led to business closures and heightened security. At the Kampala-Wakiso boundary near Namanve, administrative disputes delay infrastructure projects, sparking protests. Market land disputes in Kalerwe and Usafi create legal uncertainty, threatening traders' livelihoods. Seasonal flooding worsens conditions for the floating island community near Ggaba, causing crop loss and displacement. These crises affect thousands, strain local services, and risk escalating poverty and social unrest, highlighting the need for coordinated response efforts.

10.4.2 Responses to be taken to land conflict emergencies

Communication: To enhance communication during land conflict crises, KCCA needs to develop a Land Conflict Communication Strategy. The strategy will need to institutionalize the deployment of local council proclamations, public address systems, and traditional leadership to deliver regular, persistent messaging. Secondly, the City will need to optimise the use of digital media, including Facebook, WhatsApp, and Twitter, to post real-time information on conflicts as well as mediation efforts. Joint efforts with local radio stations like CBS FM, Bukedde and Radio Simba should be institutionalised to provide timely information to all communities, including slums. An Early Warning Communication Protocol should be introduced and anchored in warning through SMS, loudspeakers, and local notice boards to alert residents when tensions are escalating. The system will be supplemented by strategic communication material in local languages for easy accessibility and inclusiveness.

Roles and responsibilities: A City-level framework of Land Conflict Response is necessary, which must be functional and clearly outline the duties and roles of all stakeholders. Coordination must be spearheaded by KCCA, complemented by the enforcement of land use policy, urban planning requirements, and fast-track mediation services. Legal and regulatory oversight by the Ministry of Lands, Housing and Urban Development, processing of confirmation of land titles, and compliance with land law in the nation are required. Urban, division, and parish local governments are at least needed to resolve conflicts at the local level and engage stakeholders at the early steps of the conflict process. The Uganda Police Force must uphold law and order during tense periods and enforce court judgments. The judiciary should be mandated to expedite the hearing of time-sensitive cases of land conflict. It is essential that these non-state actors, like the Uganda Land Alliance, human rights defenders, and legal aid centres, are legally recognised as official mediators, lawyers, and public educators on land rights.

Responses: KCCA has to establish and deploy Rapid Land Conflict Response Teams (RLCRTs) in all divisions, comprising trained mediators, legal authorities, law enforcement officers, and local leaders. The teams should ensure they respond quickly to land tensions, de-escalate them, and provide relief to aggrieved societies in a speedy manner. Best practices like stopping development works in areas of contention until resolution, providing temporary protection to the aggrieved, and issuing court orders against unlawful expropriation need to be upscaled at the City level. An example is that the experience in the Kalerwe market and Usafi market clashes should be used to create a standard procedure for resolving disputes. Moreover, partnerships with legal clinics and NGOs must be enshrined in the system to provide on-site legal help as well as quick mediation to conflict communities.

Incident command system: Within KCCA's Disaster Risk Management framework, a dedicated Incident Command System (ICS) for land conflict incidents must be instituted. This system should define standardized command structures, lines of communications, and coordination procedures between entities such as KCCA, Police, Ministry of Lands, community leaders, and humanitarian partners. Each department needs to have a well-defined Land Conflict Incident Commander who is responsible for imposing response measures, coordinating with stakeholders, and documenting the decisions made. In order to improve response effectiveness, secured radio communication channels and electronic incident dashboards need to be created for the use of command centres and field teams. Regular post-incident analysis needs to be performed as an effort to document lessons learned and hence adjust ICS policies and response plans accordingly.

Evacuation: KCCA must develop a Citywide Land Conflict Evacuation Plan, specifically addressing incidents such as violent evictions or inter-communal violence. Every division must also identify and pre-select safe sites of evacuation, such as schools, community halls, or places of worship, equipped with basic facilities like water, sanitation, bedding, and lighting. Police and local government councils must organize evacuations with well-defined roles and transport systems. There should be a top priority given to vulnerable groups such as women, children, older persons, and the disabled. The plan must be accompanied by sensitization campaign in the community to inform residents regarding evacuation processes, services offered, and safe return methods. Improvement in shelter planning and protection of displaced individuals should be guided by what happened during the 2023 Nakawa disaster.

Training and drills: Building preparedness capacity, there should be institutionalized regular training and simulation exercises of land conflict situations in each division. There should be quarterly workshops with a focus on targeting local council leaders, police officers, KCCA enforcement authorities, and civil society mediators for conflict resolution, negotiation, and legal capacity. The simulation exercises simulating boundary disputes, eviction cases, and public protests should be practiced together with the communities in building actual-life preparedness. There must be a uniform syllabus for institution-based training by institutions such as Makerere University, Uganda Land Alliance, and Uganda Human Rights Commission to work on it. Public programs must also be initiated to educate people about their right to land, the mediation process, and recourse to law.

Information management: KCCA must establish a centralised Land Conflict Information Management System (LCIMS) with GIS, mobile data collection, and a real-time decision-maker's dashboard. The system must utilise a conflict hotspot map through participatory approaches, including community mapping and stakeholder interviews. Risk layers of informal settlements, pending land title applications, and conflict-prone areas need to be mapped to inform urban planning and service delivery. They must publish bi-annual risk assessments of land conflict and apply them to inform zoning, infrastructure investment, and allocation of public land. Mobile-based reporting systems must also be made available through which complaints, alerts, and incident reports are received real-time by community members and leaders. Interoperability with existing land registries and national databases must be enhanced to reduce duplication and confusion regarding ownership.

Recovery: Land conflict crises have to be reclaimed from an organized, step-by-step approach. The interventions in the short term should involve the provision of emergency relief Temporary shelter, food, water, and clothing to displaced individuals. KCCA should work together with humanitarian agencies in the provision of psychosocial support services to victims of eviction, especially women and children. Medium-term recovery efforts must address return, relocation, or resettlement procedures with the help of legal assistance and livelihood recovery schemes like business grants or new market stalls substitution. Long-term recovery must concentrate on land tenure regularisation, the establishment of secure land documentation systems, and the building of local land governance institutions to avoid recurrences. Besides, increased Citywide fire and property insurance sensitisation needs to incorporate land security cover to enable the population to guard their claims and investments. Involvement of community youths, religious groups, and community associations in the rebuilding can help to bring reconciliation and resilience.

10.5 Road accident emergencies

10.5.1 Hazard profiling

Road accidents are a significant problem in highly congested areas. The accidents are mainly caused by reckless driving, overspeeding, driving under the influence of alcohol and drugs, and the poor state of road infrastructure, inadequate enforcement of traffic regulations, corruption among law enforcement officials, and unregulated Boda Boda operations. Black spots around roundabouts are a result of poor road design, limited signage, overcrowding, poor visibility at night, and the encroachment of markets and vendors onto the roadsides, which narrows passageways and increases the likelihood of crashes.

Exposure: The people most exposed to accidents are those who interact with the road network daily. These include motorcyclists (especially Boda-Boda riders), who often operate informally with limited safety training, and are at high risk due to over speeding and inadequate adherence to traffic

rules. Pedestrians, particularly children, women, and the elderly, are regularly exposed as they navigate roads that lack designated crossings or traffic calming measures. Market vendors, schoolchildren, and commuters who cross or walk along busy roads in areas like Kalerwe and Bwaise are also highly exposed. Passengers of public transport vehicles, including taxis and motorcycles, are equally at risk, often riding without helmets or seatbelts.

Vulnerability: Groups, including children and students, who walk to school unaccompanied, are less able to assess road safety hazards. Women and the elderly, due to mobility limitations and slower reflexes, are more likely to be seriously injured in the event of an accident. Informal sector workers such as Boda-Boda riders and roadside vendors face heightened vulnerability due to their economic dependence on mobility and their limited access to health care or insurance in case of injury. Low-income families bear a disproportionate burden when road accidents occur, as they may be unable to afford treatment, rehabilitation, or loss of income caused by injuries or fatalities.

Risk: When accidents occur, they frequently lead to emergencies requiring rapid and coordinated response. These emergencies often result in fatalities or severe injuries needing urgent medical intervention. In addition, road accidents create significant traffic congestion, which can delay ambulances and other first responders. Infrastructural damage, such as broken road barriers or damaged traffic lights, is typical, and access to nearby health facilities like Kawempe Referral Hospital or Mulago National Hospital may be hindered during peak traffic periods or severe weather. These emergencies stretch already limited resources and overwhelm urban systems, particularly when multiple incidents happen simultaneously.

10.5.2 Responses to be undertaken to road accident emergencies

Communication: In order to respond to road accidents in the City promptly, communication systems need to be upgraded. The government and the authorities in charge of emergency response need to create awareness for emergency hotlines like 999 and the Uganda Red Cross Society contact number 0800 222 333. This should be done by conducting special media campaigns, putting up notices, and incorporating them in road safety awareness campaigns. There must be live warning and updates offered through SMS, WhatsApp groups, local radio include and social media sites. Community radios must be subsidized to broadcast messages during emergencies, particularly in underserved communities. A centralized and digitized information platform should also be created to enable effective communication between the public and emergency responders.

Roles and responsibilities: There must be well-defined role and responsibility among the stakeholders i.e., KCCA, Uganda Police, Uganda Red Cross Society, Ministry of Health, and hospitals so that there is an effective and timely response to road accidents. Memorandums of understanding (MoUs) and SOPs) must be established that outline inter-agency partnership in times of emergencies. LC1 chairpersons and community leaders should be incorporated into the response system since they tend to be first on the scene and have connectivity with the support of the community. Adding Boda Boda stage leaders, school crossing guards, and market vendors can make the response coordination at the initial stages before official responders arrive stronger.

Responses: People in accident-prone suburbs will have to be mobilized and empowered to respond to accident scenes in a safe manner, such as guiding traffic, shielding victims from secondary injuries, and administering first aid if necessary. Improvement of the road infrastructure such as fixing permanent traffic lights, zebra crossings, speed humps, rumble strips, and conspicuous road signs near schools, marketplaces, and busy road intersections must also be given importance and ensured. The

authorities would further perform regular road safety audits and public consultations to locate new hotspots of accidents. Promoting popular support, for instance, use of petitions in Kawempe division, ensures local safety needs get matched with interventions from government and encourages a culture of shared responsibility in maintaining road safety.

Incident command system: The ICS framework offers a systematic approach to handling intricate emergency incidents. Kampala's implementation of the ICS has to be followed up by official ICS training for all emergency responders including police officers, traffic police within KCCA, Uganda Red Cross members, and emergency hospital personnel. Every ICS section (Operations, Planning, Logistics, and Finance/Admin) should have established roles and communication protocols. Simulation training from previous crashes will improve coordination and response. Introduction of new communications technology (radios, mobile apps) to link ICS staff with field units and command centers will enhance real-time decision-making and resource mobilization. Involving community leaders and volunteers in the ICS system can enhance field efficiency and information sharing.

Evacuation: Evacuation of accident victims should be via clearly marked, well-communicated paths. In cases of high-density or impassable areas, a backup plan should be in place. The ambulance services from agencies like St. John Ambulance Uganda, Uganda Red Cross Society, and KCCA should be well-equipped and manned to respond quickly. In high-density areas, Boda Boda riders trained by the community play a crucial role in addressing the challenge of access. Traffic police, ambulance attendants, and trained civic responders must coordinate to facilitate the smooth transfer of patients to hospitals. Regular drills on evacuation routes, response times, and inter-agency coordination should be conducted to identify and correct areas of weakness in operations.

Training and drills: Regular training in first aid, road safety, and emergency response should be conducted for front-line groups like Boda Boda riders, school traffic wardens, local councillors, private taxi drivers, and community health workers. The training should include first aid, safety of the scene of first response, emergency communication, and treatment of victims. Simulation training must be scaled up to simulate a greater variety of situations and engage community members, schools, markets, and transport centers. Translating training exercise lessons into policy and practice will improve readiness and resilience in the City.

Information management: Proper, timely, and complete collection of data on road accidents forms the backbone of prevention and response. Standardization of data collection methods should be done through coordination between the Uganda Police Force, KCCA Transport Directorate, and Ministry of Health to inform response and prevention. GIS and spatial analysis tools in QGIS or ArcGIS should be employed to identify accident hotspots. There should be real-time sharing of data on such systems as the Road Crash Information System (RCIS) and interfacing it with traffic command centers, hospitals, and emergency command centers. This will enable evidence-based decision-making for investment in infrastructure, enforcement, and public awareness campaigns. Transparency in reporting and public access to accident data can also enhance community participation in road safety.

Recovery: Successful post-accident care services should comprise medical care, rehabilitation, legal assistance, psycho-counseling, and social reintegration. Such rehabilitation and trauma services should be provided by facilities including Mulago National Referral Hospital, Kawempe Hospital, and Rehabilitation Centres, with augmented funding to increase such services. Legal aid services must be enhanced and provided to victims of accidents and their relatives for lodging complaints to the police, making insurance claims, and legal procedures to receive justice and fair compensation. Greater

cooperation among NGOs, local authorities, and civil society will increase recovery rates while reducing the social and economic costs of road accidents in the long term.

10.6 Crop pests and diseases emergencies

Hazard profiling

In Kampala City, urban and peri-urban agriculture is increasingly threatened by a range of crop pests and diseases that undermine food security and livelihoods, particularly for low-income households. Common pests include the Fall Armyworm (Spodoptera frugiperda), which severely affects maize and cereal crops. Banana Bacterial Wilt (BBW) and Black Sigatoka are major threats to banana plantations, while Cassava Mosaic Disease (CMD) and Cassava Brown Streak Disease (CBSD) reduce cassava yields. Coffee Wilt Disease (CWD) also impacts backyard coffee plants. Additionally, vegetable pests such as aphids and whiteflies attack tomatoes, cabbages, and leafy greens. These biological hazards are worsened by factors typical of urban settings, including poor waste management, climate variability, limited pest surveillance, and lack of access to disease-resistant crop varieties or early warning systems.

Exposure: Although Kampala is largely urban, divisions with active urban farming face frequent pest and disease outbreaks. Key hotspots include Kyanja, Busega and Mutundwe (Rubaga), Kawempe, and parts of Makindye like Kisugu and Ggaba, which are affected by banana bacterial wilt (BBW), cassava mosaic disease (CMD), cassava brown streak disease (CBSD), Fall Armyworm, and vegetable pests. Wetland farming zones in Butabika and Luzira also experience similar issues. Contributing factors include unregulated farming, uncertified planting materials, and limited agricultural extension support

Vulnerability: The most vulnerable groups include smallholder and backyard farmers, many of whom operate in informal settlements with poor sanitation and insecure land tenure. Women and youth make up a large proportion of this workforce and often lack access to pest management knowledge, agricultural inputs, and decision-making power. Low-income peri-urban residents who depend heavily on a single staple crop such as cassava or banana are especially susceptible to crop failure. Tenant households farming in wetlands or on road reserves are also vulnerable, given the absence of formal agricultural services and pest control support. Financial constraints and lack of proper storage or irrigation infrastructure further increase their risk.

Risk: Pest and disease emergencies in Kampala arise when infestations rapidly spread, causing major crop losses and threatening food security. BBW has led to total banana failures in parts of Rubaga and Nakawa, while Fall Armyworm has caused maize losses exceeding 60% in Kawempe and Kyanja. CMD and CBSD have severely impacted cassava in areas like Ggaba and Busega. These emergencies worsen with pesticide misuse, posing health risks and reducing crop yields, which drive up food prices and increase household vulnerability.

Responses to be undertaken in pest and disease emergencies

Communication: Early warning and quick response require transparent communication in pest and disease emergencies. Community radios, local television, mobile SMS platforms, and local council networks should supplement the use of these systems to disseminate timely warnings. Local languages such as Luganda and other major local languages should be used in the interpretation of messages to enhance understanding and participation by the community. Two-way communications between extension workers and farmers should also be improved to enable rapid reporting and rapid feedback.

Roles and responsibilities: Clear roles and proper coordination between the stakeholders are essential. MAAIF has to be strengthened to spearhead policy development, emergency proclamation, and mobilization of national resources. DAOs have to coordinate local surveillance, evaluation, and response activities efficiently. FAO, CABI, and USAID NGOs have to be utilized for technical assistance, supply of inputs, and farmers' training. And farmer cooperatives and local governments should also be mobilized to conduct grassroots pest detection, reporting, and implementing control measures.

Responses: Quick field surveys have to be conducted in peri-urban high-risk agricultural areas in a bid to pinpoint pest hotspots early. Effective control measures such as chemical spraying, biological control, and mechanical clearing have to be used with strict observance of the safety of pesticide application. Disease- and pest-resistant varieties have to be propagated to reduce damage and enhance resistance. There ought to be local quarantines in regions that are hit by such diseases as Banana Bacterial Wilt and Maize Lethal Necrosis to avoid their spread.

Incident command system: Maintaining a structured Incident Command System (ICS) with clearly outlined roles in operations, planning, logistics, and finance is also essential to enable a speedy and effective response to pest and disease outbreaks. Appointment of experienced KCCA or District Agricultural Officers as Incident Commanders will enable effective coordination and leadership on the ground. The system will enable effective communication, timely decision-making, and accountability of national, district, and community actors to enhance the transparency and effectiveness of emergency responses. Regular training and capacity building of ICS personnel, and regular review and after-action analysis, will also enable the filling of gaps and enhancing the readiness of the system for future emergencies. The convergence of modern communication technologies and systems for information sharing in the ICS environment will likewise improve resource mobilization and situational awareness.

Evacuation: While evacuation is rare in pest emergencies, aerial spraying of farmlands near populous communities might require evacuation. Reasonable evacuation strategies and temporary relocation zones planned in consultation with local councils, health departments, and emergency medical services will protect at-risk populations like children and patients. Proactive and transparent distribution of evacuation strategies to impacted communities should be guaranteed to provide protection and compliance.

Training and drills: There is a need to continually develop capacity to enhance pest and disease emergency preparedness. Continuous training of farmers, extension agents, community scouts, and Village Health Teams (VHTs) in Integrated Pest Management (IPM), organic pest control, and safe application of pesticides should be a priority in minimizing environmental and health hazards. Pre-season simulation training drills within riskier divisions such as Kawempe, Makindye, and Nakawa are advised to try out and refine coordination mechanisms among all concerned, like local leaders and farmer groups. The on-field exercises facilitate the building of confidence levels, the development of roles, and communication challenges ahead of time. Additionally, encouraging farmer field schools and peer-to-peer learning networks will enhance learning transfer and foster community ownership of pest management activities. Dependence on cooperation with NGOs and institutions may generate new methods of control and improve technical capability.

Information management: There is a need to expand the use of digital monitoring platforms, such as the PlantVillage Nuru app and e-extension websites, for real-time detection, monitoring, and early reporting of pests. It will improve the quality and quantity of geo-tagged information on pests, enabling targeted intervention by broadening the use of smartphones among peri-urban and urban farmers. Establishment of integrated data sharing and analysis systems that bring together MAAIF, KCCA, NARO, institutions, and NGOs will ensure timely and evidence-based decision-making. Institutionalization of regular data review and feedback mechanisms should be utilized in improving the pest forecasting models and increasing community outreach. Additionally, training data collectors and community scouts in digital resources and data privacy will enhance the validity and security of the information system.

Recovery: Recovery schemes should empower households affected by the disaster to resume farming activities as soon as possible by providing technical assistance, necessary equipment, and certified disease- and pest-resistant seed varieties. Making available low-cost inputs like seeds and bio-pesticides, along with small loans or revolving funds, will enable poor farmers to invest in their farms again and recover their livelihoods. Encouraging the formation and consolidation of farmer-producer groups and cooperatives enhances collective bargaining power, resource pooling, and rapid dissemination of recovery inputs. Harvesting and scaling up successful local models, such as the resistant crop seed distribution initiative among farmers, can be leveraged as replicable best practices across Kampala's farming communities. Also, integrating climate-smart agriculture techniques and diversification strategies into recovery strategies will increase resilience in the long term against future pest and disease attacks.

10.7 Livestock parasites, vectors and diseases

10.7.1 Hazard profiling

Livestock in the City are highly vulnerable to various diseases caused by parasites and vectors, which pose significant economic and public health challenges. Key hazards include East Coast Fever (ECF), a tick-borne disease primarily transmitted by the brown ear tick (Rhipicephalus appendiculatus), along with anaplasmosis, babesiosis, heartwater, foot and mouth disease (FMD), African swine fever (ASF), and anthrax. Poultry in particular suffer from Newcastle disease, Gumboro, and fowl typhoid, which are widespread in densely populated urban settlements. These diseases often escalate into emergencies due to poor veterinary infrastructure, close proximity of animals to humans, and inadequate biosecurity practices in many informal farming settings.

Exposure: Hazard mapping and community consultations identified livestock disease hotspots across all five Kampala divisions. Kawempe and Lubaga divisions reported frequent cases of tick-borne diseases and ASF. Makindye was affected by ASF and Newcastle disease, especially in Ggaba and Buziga. Nakawa had high disease prevalence around Kyanja and the Industrial Area, while Central Division recorded poultry outbreaks in densely populated areas like Kisenyi and Owino Market.

Vulnerability: The populations include urban smallholder livestock farmers, abattoir workers, and informal traders. These groups often operate in densely populated areas with poor drainage, limited access to veterinary services, and close human-animal interaction, which increases the risk of zoonotic transmission. Backyard farming of pigs and poultry is prevalent but poorly regulated, making these areas extremely vulnerable to disease outbreaks. Similarly, the Industrial area presents a significant public health risk due to its high concentration of livestock movement and slaughter operations, where exposure to anthrax and other diseases is elevated.

Risk: Several recent disease outbreaks highlight the emergency nature of livestock hazards in Kampala. In 2023, African swine fever led to the loss of over 1,000 pigs in multiple neighborhoods, severely disrupting pork supply chains. An ECF outbreak in peri-urban areas caused up to 60% mortality among smallholder cattle. Newcastle disease also swept through poultry farms, triggering high bird mortality and economic losses for small-scale traders. In the Industrial Area, suspected anthrax cases prompted temporary abattoir closures and emergency disinfection protocols.

10.7.2 Responses to be undertaken in livestock vectors and disease emergencies

Communication: KCCA needs to increase its communication through multiple platforms, such as local radio, community loudspeakers, LC1 mobilisation, and SMS, to alert affected neighbourhoods on time during livestock vector and disease emergencies. Coordination and regular information among agencies will enhance the public's awareness and adherence to control activities. Formalized relationships with the media and local leaders will ensure the timely and mass dissemination of vital information

Roles and responsibilities: To ensure an adequate response, the City needs to set and institutionalise clear roles and responsibilities among the major actors, including MAAIF, City Veterinary Office, Division Veterinary Officers, KCCA, local councils, police, and NGOs. Improved coordination and sharing of resources among these actors will enable more effective disease control, enforcement, and outreach efforts within the community. Bi-monthly joint review and planning meetings need to be established to clear mandates and enhance coordination.

Responses: KCCA should be prepared to apply quarantine enforcement, vaccination, movement restriction, culling, and treatment against epidemics quickly. Increasing the number of mobile veterinary clinics and ensuring ready access to vaccines, acaricides, and other commodities at strategic locations will improve response levels. Applying strict culling and disinfection regulations, particularly in risk zones such as abattoirs, will contain disease transmission.

Incident command system: A strong Incident Command System (ICS) is necessary to ensure a coordinated multi-agency response to livestock emergencies. There needs to be trained Incident Commanders and specialised teams for operations, logistics, planning, and communications. Ongoing ICS training and simulation exercises will enhance capacity and provide joint decision-making without barriers at the Emergency Command Center, with all stakeholders involved.

Evacuation: Although complete evacuation of animals is not required, the City should establish proper protocols for containment and quarantine, such as temporarily housing the animals within the affected area. Emergency response should involve evacuation protocols for exposed or vulnerable personnel, e.g., abattoir staff, with referral to the health authorities. Movement of livestock between and from affected disease areas needs to be strictly controlled to avoid onward transmission of the disease.

Training and drills: KCCA should invest in ongoing capacity development of animal health staff, council members, and disaster committees through routine training in disease detection, reporting, and response. Simulation exercises in high-risk areas will enhance readiness and coordination among actors, for instance, sensitizing slaughterhouse operators to zoonotic risks and correct handling practices.

Information management: Enhancing digital data collection and management infrastructure is necessary to enable real-time monitoring and informed decision-making. Scaling up the use of mobile platforms and GPS tracking to geo-reference outbreaks, augmenting with GIS mapping for situational awareness, and creating regular reporting lines with academic and international partners will enhance targeting of interventions and overall transparency.

Recovery: Post-disaster recovery must focus on restocking affected farmers with better breeds of animals, cheaper feeds, and vaccines. Psychosocial recovery activities must be included to enable households to cope with economic loss. The City should promote biosecurity training, and efforts should be made to encourage the promotion of farmer associations and cooperatives to enhance their resilience. Long-term investment in veterinary care and provision of essential urban animal housing will minimize future risk of disease.

10.8 Human epidemics emergencies

10.8.1 Hazard profiling

Kampala Capital City frequently experiences public health emergencies resulting from human epidemic diseases, including Sudan Virus Disease (SVD), cholera, typhoid, dysentery, HIV/AIDS, and rabies. These outbreaks are exacerbated by high population density, poor sanitation, limited access to clean water, and inadequate health service coverage in some areas. The City's vulnerability to epidemics has been underscored by the recent SVD outbreak in January 2025, which registered 12 confirmed cases, 2 probable cases, and 4 deaths. The index case was a health worker, and 534 contacts were identified and monitored. Cholera outbreaks have also been common, particularly in areas with poor drainage and sanitation such as Bwaise I–III, Katanga, and Kisenyi. To note, HIV/AIDS remains a persistent epidemic, especially in Kawempe Division, which has a prevalence rate higher than the national average of 7.2%. Rabies cases have emerged due to the growing population of stray dogs and cats in settlements like Kamwokya, Kisenyi, and Kagugube.

Exposure: Epidemic outbreaks in Kampala tend to cluster in specific urban areas with known risk factors. Katanga slum (Makerere III Parish) is notorious for frequent cholera outbreaks due to its proximity to open sewage and lack of piped water. Kisenyi I–III in Central Division hosts a high concentration of transient populations, refugees, and low-income earners, making it a hotspot for both cholera and SVD transmission. Bwaise, located in Kawempe Division, regularly floods during the rainy season, overflowing latrines and contaminating water sources—ideal conditions for typhoid and cholera. Kalerwe Market, one of the largest in the City, poses risks due to poor sanitation and high foot traffic, increasing the chances of disease spread. Kamwokya is also exposed to rabies due to high numbers of stray animals. Health centers in these areas are often overwhelmed during outbreaks.

Vulnerability: Vulnerability to epidemics is highest among populations living in informal settlements where access to clean water, health care, and sanitation services is inadequate. Children under five, the elderly, pregnant women, sex workers, and street-connected youths are particularly at risk due to poor immunity, limited awareness, and social marginalization. During the SVD outbreak in January 2025, two children and one elderly woman died due to delayed diagnosis and poor access to care. Health workers, such as those in Kisenyi Health Centre IV, are vulnerable due to high exposure rates and inadequate PPE. Refugees living in congested hostels in Old Kampala and Mengo were among the contacts monitored during the SVD outbreak.

Risk: KCCA, working with the Ministry of Health (MoH) and partners such as WHO, UNICEF, and Médecins Sans Frontières (MSF), activated its Epidemic Preparedness and Response Plan. Mobile health teams conducted door-to-door contact tracing, while isolation units were set up at Mulago Hospital, Naguru Hospital, and Kisenyi Health Centre IV. Cholera treatment centers (CTCs) were established in Bwaise and Katanga, with WASH supplies distributed by Uganda Red Cross Society. The WHO/MoH ring vaccination trial for SVD was launched in Rubaga and Makindye for exposed individuals. In addition, emergency stockpiles of oral rehydration salts, IV fluids, and PPE were deployed to key facilities. Public sanitation campaigns were intensified in Kalerwe and Owino markets to contain the spread of diarrheal diseases.

10.8.2 Responses to be undertaken in pest and disease emergencies

Communication: KCCA should institutionalize a multichannel, multi-lingual risk communication strategy that enhances early warning and risk reduction in the face of health emergencies. Pre-eminent radio messages in local languages (Luganda and Swahili), SMS text message warning, social media campaign, community loudspeakers, and printed IEC material should be used pre-emptively, not on a reactive basis, to areas upon verification of an outbreak. KCCA needs to establish a central public health information portal for outbreaks, symptoms, and health facility status in real-time. Telco arrangements need to be institutionalised through memoranda of understanding to enable the quick dissemination of health warnings across the City. Religious and cultural leaders need to be institutionally linked into the risk communications system of the City in order to amplify behavior change messages through sermons, funerals, and group assembly.

Roles and responsibilities: KCCA must establish coordination mechanisms across all sectors involved in epidemic management. There should be a multi-agency urban health emergency task force that is coordinated by KCCA's Directorate of Public Health and engages MoH, Uganda Veterinary Authority, NGOs, refugee-serving agencies, and private sector health actors. Routine role-specific training and simulation exercises should be conducted to help simplify mandates and enhance operational interlinkages, particularly at division and parish levels. Local Councils (LCs) and local community stakeholders, such as VHTs and LC1 chairpersons, must be assisted through facilitated guidance and training to report early warning signs and implement household-level containment.

Responses: The City needs to put in place an independent Epidemic Response Unit (HRU) alongside the Public Health Department with rapid deployment capability, mobile logistics, and stand-by staff trained to handle outbreaks. ERU also needs to have an adequate stock of essential supplies like PPEs, vaccines, oral rehydration salts (ORS), and chlorine tablets to be quickly dispatched in hotspot areas. Annual institutionalisation of mass dog vaccination and stray dog control should decrease the threat of rabies, particularly in the entire City. Modular Cholera Treatment Centres (CTCs) for human conditions like cholera and viral hemorrhagic fevers should be kept in Kampala, ready to be deployed quickly into informal settlements during outbreaks.

Incident command system: The ICS should be codified in KCCA's disaster risk management SOPs and legally backed by a City ordinance. The ICS structure must be resourced with permanent staff, backup personnel, and emergency operation kits. Each City Division should have a Division-level Incident Coordination Hub, with clear reporting lines to the City ICS. The ICS should use interoperable communication systems and ensure continuity of operations through remote coordination platforms in case of mobility restrictions. All outbreak responses must follow the ICS chain of command to avoid conflicting directives from multiple actors.

Evacuation: KCCA should establish localized epidemic containment and partial evacuation procedures, particularly for high-density informal settlements such as Katanga, Kisenyi, and Naguru. These should have procedures on community cordons, contact tracing areas, temporary closure of markets, relocation of vendors, and emergency commodities (e.g., clean water supply, food, mobile toilets). Evacuation protocols should always prioritize vulnerable members like the elderly, disabled individuals, and contract workers. There should be fixed health-screening stations at public transport terminals, such as Old and New Taxi Park, especially during local or national warnings for outbreaks.

Training and drills: An annual urban epidemic preparedness training program, with targeted modules for frontline health workers, school health clubs, refugee leaders, and informal settlement coordinators, should be institutionalised in all divisions. Health facility staff should be trained in mass casualty triage, biosafety, and epidemic containment. Training should be accredited and count toward continuing professional development. Simulation drills should be carried out in high-risk divisions and should include both biological (e.g., Ebola) and environmental (e.g., cholera) outbreak scenarios. Emergency drills in public schools and major hospitals, including Mulago and Kawempe referral, should be scaled up to assess readiness.

Information management: KCCA should enhance its disease surveillance by setting up a Kampala Epidemic Surveillance and Early Warning Centre. The centre should amalgamate community health worker reports, hospital reports, and GIS-based maps of disease hotspots. Contact tracing applications and digital self-reporting of symptoms should be scaled up among urban refugees and informal sector workers. DASHBOARDS should be provided daily with real-time data to be shared with media, hospitals, and humanitarian agencies. Weekly situation epidemiological reports (ESRs) must include disaggregated data by site, age, and gender to support equitable response.

Recovery: Post-epidemic recovery needs to extend beyond restocking and rehabilitation of infrastructure to encompass survivor support, psychosocial counselling services and confidence in public institutions. Rehabilitation of sanitation and water facilities, particularly in high-risk areas for cholera, should be accompanied by extended WASH education. Recovery investment has to be directed towards enhancing informal health units, expanding urban immunization coverage, and educating urban youth on community health surveillance. There should be a special Urban Health Emergency Recovery Fund that will enable the facilitation of rapid livelihood recovery among households affected by illness or quarantine, especially workers in the informal sector. It will enhance economic resilience and prevent social unrest due to disease emergencies.

10.9 Criminal emergencies

10.9.1 Hazard profiling

Crime remains one of the most persistent threats to safety and security in Kampala, the Capital City. The city experiences high rates of crimes such as petty theft, housebreaking, mobile phone snatching, armed robbery, gender-based violence (GBV), and cybercrime. Contributing factors include high levels of unemployment, especially among youth, poverty, drug and alcohol abuse, and urban inequality. Informal settlements, with poor lighting and inadequate police presence, are particularly vulnerable. The high population density and unregulated growth of Kampala further contribute to increased criminal activity. Crime hotspots include areas such as Kisenyi, Katwe, Bwaise, and Kabalagala, where drug trafficking, prostitution, and gang activities are common. Markets like St. Balikuddembe (Owino) and Kisekka are known for pickpocketing and mobile phone theft. Isolated

dark streets in areas such as Kamwokya, Kansanga, and Namuwongo also attract criminal elements, especially at night. Political protests and land-related disputes sometimes escalate into violent clashes, further compromising public safety.

Exposure: The entire population of Kampala is exposed to crime risks, particularly residents of informal settlements, business owners, women, and school-going children. Street vendors and informal workers, especially those operating during early or late hours, face high exposure to robbery. Commuters using public transport, such as taxis and boda bodas, are vulnerable to pickpockets and bag snatchers. Women and girls are especially exposed to sexual harassment and GBV, particularly in unlit areas or during long commutes. Business premises located in high-crime areas face frequent burglaries and vandalism, leading to economic losses.

Vulnerability: Women, children, persons with disabilities, the elderly, and informal traders are particularly vulnerable to crime. Children are at risk of abuse, trafficking, and recruitment into criminal gangs. Women and girls are disproportionately affected by domestic violence, sexual harassment, and rape, particularly in slum areas. People with disabilities and the elderly may be unable to defend themselves or escape from dangerous situations. Informal workers operating without formal protection or security measures face exploitation, robbery, and assault.

Risk: Criminal activities in Kampala often escalate into emergencies with City-wide implications. A recent example includes the attempted assassination of General Katumba Wamala in 2021, which sparked fear and widespread security operations. In 2022, a criminal gang killed multiple individuals in Lukuli-Nanganda, triggering community displacement. In Kitintale and Naguru, derelict structures have become crime dens for drug abuse, rape, and gang activity. These incidents result in dozens of deaths annually, hundreds of injuries, and extensive psychological trauma and property loss for residents.

10.9.2 Responses to be undertaken in criminal emergencies

Communication: Effective crime response communication should be pursued through active public participation through different channels. KCCA and Uganda Police Force should continue to employ community policing campaigns, SMS notifications, FM radio stations, and social media platforms to issue announcements and create public awareness of crime prevention. Public address systems needs to be employed in public spaces to warn the public, and community barazas and locality WhatsApp groupings are suitable channels for local intelligence gathering and reporting of crime. KCCA should produce and disseminate Information, Education, and Communication (IEC) materials encouraging personal protection, security of property, and watchfulness in communities.

Roles and responsibilities: It is encouraged that the Uganda Police Force remain the preferred first responder in all crime response and prevention. The KCCA Directorate of Gender, Community Services, and Production should increase its role in responding to the social components of crime, in the form of assisting vulnerable groups such as GBV survivors. Local Councils (LCs) and Community Development Officers (CDOs) should be capacitated and empowered to adequately mobilise the communities, collect crime information, and make referrals to responsible service providers promptly. Additionally, the Ministry of Gender, Labour and Social Development should continue to play its supervisory role in ensuring protection and care for vulnerable people, and the Directorate of Public Prosecutions (DPP) should continue to play its role of leading the prosecution of major criminal cases in ensuring justice and deterrence in the City.

Responses: High-risk crime rapid response teams composed of community liaison officers, LDUs, and police officers must be maintained and staffed to deal with high-risk crimes. They must be given top priority to cover the regions of Katwe (mob justice), Kisenyi (armed robbery), and Mutungo (land confrontations) and other areas. Medical facilities, including Mulago National Referral Hospital and Kisenyi Health Centre IV, must provide basic medical services, particularly to GBV and assault survivors. Domestic violence survivors should be referred to specialized facilities such as Naguru Teenage Information and Health Centre or TASO Uganda for trauma and medical care. Safe shelters with temporary accommodation, legal assistance, and trauma counselling should be maintained and increased by KCCA and its allies, such as UWONET and ActionAid. The police and auxiliary security personnel also need to keep carrying out intensified patrols and operations in crime-prone areas, arresting suspects and ensuring quick prosecution in concert with the DPP.

Incident command system: The ICS of criminal emergencies should be commanded by the Division Police Commanders at all Police Stations. The Operations Section should be endowed with crime intelligence officers and community policing units. The Planning Department should also have crime analysts and computer experts who interpret monitoring data and trends to determine concentrated patrol action. The Logistics Department should provide a proper supply of communication equipment, patrol cars, and protective uniforms for risky operations. The Finance and Administration Department should oversee budgeting, salaries, and crime data administration through systems tied to the CID.

Evacuation: Although evacuations during civil unrest are rare, the safety of vulnerable populations at risk in places like schools, markets (e.g., Owino), and government buildings should be given priority. During times of disturbance and protests, KCCA and the Police should organise crowd management, ad hoc transport arrangements, and provision of temporary shelter. Humanitarian assistance by the Uganda Red Cross Society and Non-Governmental Organisations like the Refugee Law Project must be incorporated into City-wide emergency preparedness initiatives to both benefit affected populations as well as ensure security.

Training and drills: KCCA, in partnership with Uganda Police and civil society agencies, should provide periodic capacity-building training in crime prevention, response to emergencies, GBV case management, and community safety. These trainings would be addressed to KCCA staff, community leaders, police personnel, and volunteers—and particularly those working in divisions such as Makindye, Kawempe, and Nakawa. Simulation training exercises would simulate the response to crime scenarios, e.g., GBV cases in informal settlements such as Kamwokya or civil disturbances in such places as Katwe. Training must focus on child protection, maintaining crime scenes, and employing first response procedures.

Information management: There ought to be one centralized crime data system run collaboratively by Uganda Police Force's ICT Directorate and KCCA's Urban Safety and Law Enforcement Division that should track all the reported crimes, the arrests, services provided to the victims, and the court verdicts. GIS-based systems, including those in the Naguru GIS Lab, should keep mapping hotspots surrounding neighborhoods. The platforms enable evidence-based decision-making and strategic police deployment. The monthly crime trends have to be forwarded to local security committees, civil society, and KCCA departments to inform policy and operations.

Recovery: Post-harm recovery services should comprise psychosocial treatment offered through facilities such as Butabika Hospital's trauma unit and GBV care centers operated by CEDOVIP and

Raising Voices. Rehabilitation of offenders' children in Luzira Detention Centre, especially, should be expanded through programs operated by Africa Prisons Project. Support of survivors of land violence should be given by organizations in partnership with agencies such as the Legal Aid Clinic (LAC). Infrastructures compromised by the emergencies must be restored through collaboration with the Ministry of Internal Affairs. KCCA has to facilitate community reintegration activities (e.g., youth livelihoods and peacebuilding) dialogue through collaboration with the Safer Cities Programme, ACTV, and other community stakeholders for social cohesion reconstruction and prevention of future violence.

10.10 Hailstorm emergencies

10.10.1 Hazard Profiling

Hailstorms are a significant weather-related hazard in Kampala Capital City, typically forming during the onset of rainy seasons. These storms are caused by strong updrafts within cumulonimbus clouds, producing ice pellets (hailstones) that can range from 5 mm to 15 cm in diameter. Though often short-lived, hailstorms are highly destructive and can severely impact urban agriculture, infrastructure, and livelihoods. In Kampala, hailstorms are particularly frequent and intense along the Lake Victoria shoreline, especially in the divisions of Makindye and Nakawa.

Exposure: Kampala's exposure to hailstorms is widespread. The entire urban population, estimated at 388,665 people, is at risk, especially those engaged in backyard or small-scale farming. Areas in low-lying neighbourhoods near wetlands, such as Bwaise and Makerere III, are especially vulnerable. Infrastructure, including roads, schools, peri-urban farms, and small-scale irrigation systems, is frequently damaged during hail events. The most exposed assets include croplands (covering 1.99 km^2), smallholder livestock farms, and informal settlements located in poorly drained zones.

Vulnerability: Small-scale farmers face the most significant climate vulnerability in Kampala due to limited adaptive capacity. The vast majority of the City's cropland, estimated at over 90% is under subsistence farming, with little access to irrigation or crop insurance. Riverbank zones spanning over 9 km, particularly in flood-prone areas, are vulnerable to hailstorm-triggered erosion and sedimentation. Livestock farming is also at risk; for instance, in 2016, NAADS-supported piggery projects in Makindye II reportedly suffered total losses during a severe hailstorm. In recent years, urban farms have experienced water stress and crop failure after hailstorms damaged water harvesting and irrigation systems.

Risk: Several response mechanisms have been implemented to address hailstorm risks in Kampala. The Uganda National Meteorological Authority (UNMA), in partnership with KCCA, issues early warnings at the beginning of the rainy season, which are disseminated through radio, social media, and community noticeboards. Community-based organizations like Murafiki United Green Youth Initiative and My Tree Initiative play a critical role in raising awareness, distributing tree seedlings, and engaging youth in environmental restoration. Faith-based institutions contribute to immediate response efforts by providing hot meals, water, and emotional support to affected families, particularly in densely populated areas.

10.10.2 Responses to be undertaken to hailstorm emergencies

Communication: The initial warning dissemination infrastructure for hailstorms should be led by the Uganda National Meteorological Authority (UNMA). Additionally, dispersal through local FM radios, local WhatsApp groups, bulk SMS notifications, and public notice boards should be

supplemented by KCCA and the local division offices. These channels need to be optimised in the high-risk areas to enable proper and complete dissemination of weather alerts for proper preparedness and timely response.

Roles and responsibilities: DRM Unit should persist in coordinating City-level response to hailstorms. UNMA should remain engaged in providing accurate forecasts, but in liaison with local community-based organisations such as Murafiki United Green Youth Initiative and My Tree Initiative, which play a larger role in sensitisation of the communities and ecosystem restoration. It is recommended that partnerships with religious groups and NGOs, such as Caritas Uganda, KYD, and Absa Bank Uganda, be strengthened to provide emergency shelter, psychosocial support, and material aid during recovery.

Responses: Emergency relief to hailstorms would include the quick provision of necessary commodities like food, clean water, and sanitation kits to the affected regions. Relief to farmers whose livestock have been destroyed should be part of the emergency relief program in regions like Makindye. Cleaning-up operations and drainage restoration should be undertaken speedily by local authorities, assisted by KCCA engineering staff and community volunteers.

Incident command system: The ICS platform should be established for coordination. Each of the ICS sections, Operations, Planning, Logistics, and Finance/Administration, should be audited and reinforced on an ongoing basis through purpose-specific training, inter-agency exercises, and real-time simulations. Cross-agency coordination with UNMA, Uganda Red Cross Society, Kampala Metropolitan Police, and municipal technical departments must be increased in a bid to increase combined response capability. The coordinated action such as that witnessed hailstorm in some areas where relief distribution, cleaning of roads, and shelter management were done effectively should be documented as a best practice and replicated in all divisions. The ICS system should also provide for early response teams at the community level to ensure that a response is provided quickly in informal settlements and high-risk communities. SOPs should be revised annually to incorporate lessons learned and emerging climate risks.

Evacuation: KCCA should formulate and regularly revise evacuation plans for areas affected by hailstorms in the City. Written agreements with public schools, churches, and community halls to be used as shelters need to be made. The vulnerable groups old people, disabled persons, expectant mothers, and children need to be given priority. Community leaders should participate in evacuation exercises, and early warning systems (radio, SMS, PA system) need to be enhanced to facilitate timely evacuations.

Training and drills: Enhanced routine hailstorm preparedness training and simulation drills should be undertaken, especially in high-risk areas, including slum areas and markets. Training should cover emergency sheltering, evacuation to safety, first aid, and liaison with authorities. Partnerships with Uganda Red Cross Society and local NGOs should be sustained for the purpose of strengthening schools, market, and community safety volunteers' capacity building.

Information management: KCCA should continue leveraging the DesInventar database of disasters and GIS technology to track hailstorm impacts and map hotspots of vulnerability. Spatial analytical methods should be integrated into urban planning to support data-driven targeted interventions. Community monitoring should be scaled up with mobile platforms and manual tools in all divisions to support improved real-time tracking and disaster reporting.

Recovery: Post-hailstorm recovery activities should be directed towards ecological rehabilitation through green urban initiatives. Promotion of climate-resilient urban agriculture, hail-resistant seed and farm input distribution should also be sustained. Women's groups and savings groups need to be empowered to offer microloans for recovery at the household level. KCCA should invest in the restoration of infrastructure, particularly roads, drainage, and public utilities, and promote rainwater harvesting systems in schools to enhance long-term climate resilience.

10.11 Air pollution-related emergencies

10.11.1 Hazard profiling

Air pollution in Kampala is primarily driven by a combination of vehicle emissions, industrial fumes, open waste burning, and dust from unpaved roads and construction activities. The key pollutants of concern include carbon monoxide (CO), nitrogen oxides (NOx), particulate matter (PM2.5 and PM10), volatile organic compounds (VOCs), and general dust. The most significant contributors to these pollutants are taxis, Boda Bodas (motorcycle taxis), heavy trucks, small-scale industries (such as metal workshops, garages, and paint shops), and informal open-air waste incineration. Pollution hotspots in Kampala include traffic-dense areas, industrial zones and residential-commercial mix zones.

Exposure: According to the 2024 National Population and Housing Census by the Uganda Bureau of Statistics (UBOS), Kampala's resident population stands at approximately 1.88 million people. However, the City's daytime population swells to about 2.5 million due to daily commuters. This dense urban environment exposes the entire population to varying degrees of air pollution. This is primarily due to their proximity to high-emission sources such as traffic congestion, roadside commerce, and dense residential activities. Land uses at significant risk encompass schools, health facilities, open markets, informal roadside businesses, residential areas, and peri-urban farms situated along polluted roads.

Vulnerability: Groups including children and the elderly are more susceptible to respiratory illnesses; pregnant women face risks such as miscarriage due to PM 2.5 exposure; individuals with pre-existing respiratory conditions suffer from asthma and bronchitis; and informal workers such as street vendors and roadside traders spend long hours in polluted environments. Low-income communities living near pollution sources and major roads also face heightened vulnerability due to limited access to healthcare and protective measures.

Risk: Air pollution has triggered numerous public health emergencies across Kampala, including spikes in asthma attacks, chronic cough, bronchitis, respiratory infections, and an increase in pregnancy complications. Educational disruptions have been reported due to student absenteeism and discomfort in heavily polluted areas. The City also faces economic emergencies linked to air pollution, including increased building maintenance costs, depreciation of property values, decreased roadside crop yields, and the need for emergency road cleaning and repairs in certain areas.

10.11.2 Responses to be undertaken to hailstorm emergencies

Communication: Multi-media warning communication interventions, including utilisation of local FM radios, community health workers, school clubs, and local council barazas for early warning dissemination and public awareness creation, should be up-scaled. The main messages are to highlight health effects, the use of masks, the prohibition of open burning of waste, and the encouragement of

tree planting and clean cooking stoves. The messages have to be presented in a manner that is suitable for local literacy levels and cultural environments to promote inclusivity.

Roles and responsibilities: KCCA should also continue to direct air pollution response, with distinct mandates for enforcement and coordination in the City. It should work together with NEMA, the Ministry of Health, and research institutions such as AirQo in a bid to ensure real-time monitoring, regulatory enforcement, and public health response. Community leaders and NGOs need to be enabled in sensitization and enforcement at the grassroots level, while schools and health facilities need to incorporate air quality education and protocols into their day-to-day functions.

Responses: Short-term measures would involve air quality monitoring in real time, mask distribution, and temporary closure of polluting industries. Medium-term measures would include increasing clean transport initiatives, enforcing prohibitions on open burning, and orienting health workers on pollution-related diseases. Long-term measures need to be implemented, including reforestation, adoption of clean energy sources (e.g., LPG and electric stoves), and incorporation of environmental education in school curricula.

Incident command system: The ICS framework for DRM should be sustained and reinforced through regular training and exercises. Every department should have an adequately trained Risk Champion who will further serve as the Incident Commander. ICS units (Operations, Planning, Logistics, and Finance/Admin) should continue to make coordinated deployments, collect data, manage resources, and document, particularly in congested areas like Kisenyi, Bwaise, and Katwe.

Evacuation: Although mass evacuations are not yet planned, KCCA should scale up short-term preventive measures like providing stay-indoors guidance and diverting people's walking traffic when pollution levels are high. Schools and workplaces in at-risk areas should be equipped with plans for temporary closure in cases of severe pollution.

Training and drills: KCCA, with the support of organizations like the Ministry of Health and NGOs, should conduct regular training in handling air pollution response among health staff, teachers, community leaders, and school children. First aid for respiratory illness, waste management practices, and the use of clean energy should be covered. School and market simulation exercises should be ramped up to enhance local capacity.

Information management: Air quality data from AirQo monitors and GIS technologies should be systematically collected and analysed to inform targeted interventions. KCCA must enhance feedback channels through community reporting, bulletins, and focus groups to ensure the information is utilized to inform evidence-based policy and urban planning.

Recovery: Schools, churches, and community organisations should be encouraged to undertake tree planting activities as part of long-term resilience and recovery efforts. Medical camps in areas of pollution should be made possible with assistance from KCCA to facilitate early detection and treatment of respiratory diseases, particularly among the vulnerable. Outreach and health surveillance on a sustained basis should be conducted through partnerships with health centres and community workers.

10.12 Wastewater pollution-related emergencies

10.12.1 Hazard Profiling

The wastewater hazard in Kampala stems from the uncontrolled discharge of untreated or inadequately treated wastewater into the environment. This includes both blackwater (sewage) and greywater from kitchens, bathrooms, and laundries. Sources of pollution are both point sources, such as malfunctioning sewer systems, leaking pipes, and overflows from wastewater treatment plants like Bugolobi and Ggaba, and non-point sources such as surface runoff and stormwater that pick up contaminants from unplanned settlements. Industrial pollution is particularly rampant in areas like Ntinda Industrial Zone and Namanve, where several factories discharge untreated effluent into nearby streams. In Banda, car garages release oily wastewater into storm drains, contaminating the Nakawa water catchment. Additionally, open drains—especially in informal settlements frequently carry a dangerous mix of domestic sewage and industrial pollutants. During heavy rains, these conditions are exacerbated, with toilets in slums such as Katwe and Kisenyi often overflowing and releasing raw sewage into the streets, posing severe health and environmental risks.

Exposure: The exposure to wastewater pollution is particularly high in areas near drainage channels, wetlands, and Lake Victoria. Informal settlements in Bwaise, Namuwongo, Katanga, and Kisenyi are among the most exposed due to poor housing conditions, lack of proper sanitation, and reliance on contaminated water sources. Markets such as Kibuye and Nateete are also exposed, as vendors operate close to contaminated drainage systems. Public exposure increases significantly during the rainy season when flooding causes raw sewage to mix with stormwater and spread through communities.

Vulnerability: The most vulnerable groups include low-income households in flood-prone areas, where frequent backflow of drainage channels carries sewage into living spaces. The urban poor often rely on shallow wells or unprotected springs like Kisenyi Spring for drinking water and healthy facilities, which become contaminated during rainy seasons. The visually impaired, persons with disabilities, and elderly residents in slums often lack the physical means to escape during flooding events.

Risk: Several wastewater-related emergencies have occurred in recent years. In 2023, after a week of torrential rain, parts of Makindye experienced latrine collapses and flooding of open drains, resulting in a typhoid outbreak that affected over 300 residents. In 2022, an industrial effluent spill in Luzira polluted Lake Victoria's shoreline, leading to fish deaths and temporary bans on fishing. In 2021, a blocked sewer line at Ggaba landing site caused sewage to spill into the lake, contaminating water used by both residents and fish processors. Such emergencies underscore the need for rapid response and proper monitoring.

Responses to be undertaken to wastewater pollution emergencies

Communication: KCCA should improve partnerships with UCC, telecommunication companies, and community radios to provide timely, localized wastewater risk warnings through SMS and radio programming in the local language. WhatsApp forums and barazas could be made institutional for the dissemination of hygiene advice and emergency information, in particular, to the vulnerable populations in high-risk zones. Safe hygiene messages can be customised to encourage water boiling and staying away from flooded zones.

Roles and responsibilities: KCCA needs to have line coordination with major agencies, including NEMA (for mitigating pollution), NWSC (for response infrastructure), and Kampala Metropolitan Police (for public safety and regulation of access). NGOs and CSOs like WaterAid and the Uganda Red Cross Society should be included in formal coordination frameworks for WASH response. Mandate for each stakeholder should be incorporated in the City's wastewater contingency and readiness planning.

Responses: Vacuum truck deployment for latrines and open drain cleaning should be continued on an immediate basis. Emergency water purification tablets, ORS, hygiene kits, and mobile toilets must be pre-positioned and installed with early warning notifications. Local opinion leaders and health centre partnerships must ensure last-mile delivery of life-saving WASH services. NWSC must use mobile pumping units for emergency response when critical treatment plants fail.

Incident command system: KCCA's EOC and divisional ICS frameworks need to function around the clock with a specific focal person in every division. There should be regular simulation drills to rehearse ICS operations during wastewater incidents, e.g., say. ICS elements, including Operations, Planning, Logistics, and Finance/Admin, should be updated and appropriately funded. The involvement of GIS analysts and public health officers in emergency planning should be made obligatory.

Evacuation: KCCA should standardise evacuation protocols for flood-risk and wastewater-exposed settlements. School, church, and community center rental for temporary shelters must consider accessibility and gender in WASH facilities. Shelters must be provided with clean water, mosquito nets, and emergency medicine, supplemented by mobile clinics.

Training and drills: Quarterly multi-stakeholder exercises must mimic epidemics of wastewater-borne diseases or infrastructure collapse. All exercises, sanitation officers, boda-boda riders, LC1 chairmen, market vendors, and school administrators should always be engaged. Exercises must build capacity in rapid containment, case referral, and proper waste disposal. Factory managers operating in industries also require spill containment training.

Information management: KCCA should maintain up-to-date GIS maps of sewerage networks, pollution hotspots, and high-risk catchment neighborhoods. Real-time data from AirQo, sanitation agencies, and citizen platforms such as U-Report and toll-free hotlines should inform evidence-based decision-making. This information should be in place to guide zoning, investment in climate-resilient infrastructure, and enforcement of effluent discharge regulations.

Recovery: Post-disaster recovery would target quick assessment, physical infrastructure repair and recovery of interrupted WASH services. NWSC and KCCA would have to concentrate on the repair and strengthening of weak infrastructural sewerage systems and treatment plants. Spending on resilient infrastructure, such as elevated toilets and enhanced drainage, must be increased in informal settlements. Wetland recovery activities should be scaled up to increase natural wastewater purification.

10.13 Noise pollution related emergencies

10.13.1 Hazard profiling

Noise pollution in Kampala, the Capital City, has become an increasingly significant environmental and public health issue. The main contributors include high traffic from motorcycles (boda bodas),

taxis, and buses, along with unregulated religious activities, especially from Pentecostal churches, and entertainment establishments like bars and nightclubs. Construction sites and small-scale industrial activities in residential and commercial zones further worsen the problem. These issues are intensified by weak urban planning and land use enforcement, which have allowed residential areas to develop alongside noisy operations. Noise pollution hotspots include Kisenyi and Katwe, where commercial activity, nightclubs, and religious gatherings converge in dense neighbourhoods. In Makerere-Kavule, road congestion and ongoing construction works contribute to sustained high noise levels. Industrial areas like Namanve are known for constant machinery operation, while Nakawa and Banda often experience noise from garages and trucks.

Exposure: The population exposed to noise pollution in Kampala includes a wide demographic, particularly in high-density settlements. School children attending classes near noisy churches, bars, and roads, as observed in neighbourhood areas, are directly affected, experiencing reduced concentration and poor academic performance. Patients and healthcare providers in hospitals such as Mulago and Nsambya, located near major roads and busy neighborhoods, are also exposed. Furthermore, informal traders and daily commuters in busy transport hubs like Old Taxi Park and Kibuye junction bear constant exposure to high decibel levels.

Vulnerability: Children are highly vulnerable to noise pollution, which can impair concentration and cognitive development. For instance, pupils in Kisenyi struggle to focus due to constant noise from nearby garages and a bus terminal. Elderly individuals, such as a resident of Makerere Kavule, have developed hypertension linked to noise from overnight church services. Patients in hospitals like Naguru face disrupted rest due to nearby traffic and construction noise. Low-income residents in areas like Banda and Bwaise are also at risk due to poor housing and limited enforcement of noise regulations.

Risk: Noise pollution trigger both immediate and long-term emergencies. In 2023, Kawaala residents protested against a nightclub for disrupting sleep with loud music. In Bwaise, a 70-year-old woman suffered a hypertensive crisis linked to overnight church noise. School children in Katwe struggle to concentrate due to nearby taxi stages and garages. Traffic noise in busy areas like Clock Tower also heightens accident risks by impairing auditory awareness among road users.

10.13.2 Responses to be undertaken to Noise pollution emergencies

Communication: KCCA should come up with intensified sensitization public campaigns aimed at fighting the health impacts of noise pollution, including loss of hearing, sleep disturbances, and emotional distress. The campaigns should be complemented with local radio networks like Radio Simba, CBS FM, and Capital FM for extended reach. There is also a need to utilise its own official social media channels to post real-time updates, promote noise control regulations, and interact with the public. There should be regular public hearings by LC leaders and environment officers held regularly in such high-risk areas. Visible communication through signboards and posters should be furnished to the public places, including schools, hospitals, markets, and taxi parks, with messages on permissible noise levels and against its violation. There should be an SMS noise complaint system for real-time noise complaints across the entire City, allowing individuals to report disturbances promptly.

Roles and responsibilities: The Public Health and Environment Departments of KCCA should also lead in ensuring interdepartmental coordination of emergency response actions to mitigate noise pollution. They should engage other stakeholders, like the Environmental Protection Unit of the

Uganda Police Force for enforcement action and security interventions, and the National Environment Management Authority (NEMA) for regulatory intervention. Division Urban Councils, LC1, and LC2 governments ought to supplement grassroots mobilisation by conducting community sensitisation, conflict mediation, and enforcement of the noise control law. These tasks should be clearly outlined in Kampala's noise pollution response plan.

Responses: There should be a properly trained rapid response team of environmental officers, public health officers, acoustics specialists, and law enforcers. They ought to be dispatched in urgency to noise nuisance hotspots, especially in the vicinity of churches, bars, markets, and industrial areas. Their mandates should comprise recording noise with decibel meters, identification of defaulting sources, issuing corrective measures, and temporarily closing down operations that exceed permissible levels of noise. Where necessary, warnings and penalties according to the environmental and public health regulations of Kampala should be given. The teams should comprise mental health staff to offer psychosocial assistance to affected residents who are exposed to long-term noise.

Incident command system: A well-established and enforced ICS should be in place for noise pollution incidents. Incident Commanders have led the response, and should be a senior officer of the Environmental Health Department, with coordinated support from committed sections. Enforcement officers and sound experts must be part of the Operations Section. The Planning Section must include GIS analysts and data officers mapping hotspots and analyzing trends. The Logistics Section should manage sound monitoring equipment, transportation, and protective gear. The Finance and Administration Section should manage budget needs, enforcement fees, and case documentation. This structure will ensure coordinated, timely, and accountable response to major noise events.

Evacuation: Contingency measures should be established for short-term relocation or shielding of vulnerable groups, like patients in a healthcare center, old people, or pupils near chronic noise sources. Where acceptable noises or posing severe health threats exist, open soundproof shelter or ear protective equipment use should be entertained. In areas where resettlement is not feasible, measures for the installation of noise barriers and improved insulation in institutions need to be accelerated as a stopgap measure.

Training and drills: Upgrading response to noise pollution emergencies requires regular training for KCCA enforcement officers, LC chairmen, and public health officers. Training should cover the use of noise-measuring equipment (e.g., decibel meters), interpretation of legal limits, community mobilization techniques, and negotiation with offenders. Regular simulation drills, e.g., mock raids on high-sound premises such as nightclubs and construction sites, should be practiced to test response readiness and improve inter-agency coordination.

Information management: There must be a digital one-stop center for complaint handling on noise pollution that is fully rolled out and served by KCCA. The portal must record complaints from citizens, measure decibel levels, record enforcement actions, and track resolution dates. Integration with the GIS dashboard will enable real-time mapping of hot spot zones for noise to guide focused interventions. There should be regular analysis of data to guide trends and decision-making. Summary reports shall be prepared for submission to the City Executive Committee and stakeholders for policy review and strategic planning.

Recovery: Post-incident management should aim to incorporate the mitigation of noise pollution into Kampala's urban development master plan. Enforce land use planning regulations to avoid noisy

activities in sensitive locations, such as schools, health centers, and residential areas. Urban greening activities, like tree planting, must be invested in by KCCA to act as sound buffers.

Impacted residents should be provided with services such as hearing tests, mental counselling, and community education classes. Best practices for every noise pollution crisis should be recorded and implemented to enhance legislation, policy, and response processes to provide long-term City resiliency.

11.0 Summary of hazards in Kampala Capital City

As per 2025, the hazards that were perceived by the interviewed stakeholders in the five divisions of Kampala Capacity to be the most severe and common were poor solid waste management and air pollution followed by road accidents, crime, noise pollution, air pollution, water pollution, fires, land conflicts, human epidemics, crop pests and diseases, floods and soil erosion.

The hazard severities have increased overtime since 2018 in all the divisions in the city. These hazards are more pronounced in the divisions of Kawempe, Kampala Central and Makindye, where the frequency of recurrence is relatively higher, indicating a higher need for humanitarian support and strengthened hazard preparedness and response measures.

The hazards have continued to cause havoc in the city, resulting in loss of life, destruction of property, displacement of people, and loss of income, among other consequences. The divisions highly impacted are characterised by high poverty rates, informal settlements, and wetland degradation that have increased their vulnerabilities to the hazards.

Table 2: Hazard Risk Assessment Profile for Kampala Capital City

	HAZARD	HAZARD TYPE	MAKINDYE		LUBAGA		KAWEMPE		CENTRAL		NAKAWA		OVERALL	
			Yr 2018	Yr 2025	Yr 2018	Yr 2025	Yr 2018	Yr 2025	Yr 2018	Yr 2025	Yr 2018	Yr 2025	Yr 2018	Yr 2025
1	Earth Quake	Geological	L	M	L	L	L	L	L	M	L	L	L	VL
2	Soil erosion	Geological	M	H	M	L	M	H	L	L	M	M	M	H
3	Lightning	Climatological		M		L		L		L		M		L
4	Windstorms	Climatological		M		L		H		H		L		M
5	Hailstorms	Climatological	M	M	M	L	M	L	L	M	M	M	M	L
6	Long Dry Spells	Climatological	M	L	M	L	M	M	L	L	M	L	M	M
7	Flood	Hydrological	H	H	H	L	H	H	H	VH	H	M	H	H
8	Crop pests and diseases	Biological	L	M	L	L	L	M	L	VL	L	L	L	H
9	Livestock, parasites, vectors and diseases	Biological	L	L	L	VL	L	VL	L	M	L	L	L	L
10	Human Epidemic	Biological	H	H	H	L	H	H	H	H	H	M	H	H
11	Vermin/ Problem animals	Biological	L	M	L	L	L	M	L	L	L	M	L	M
12	Invasive species	Biological	M	M	M	L	M	M	L	L	L	L	L	L
13	Fires	Human induced and technological	M	H	M	L	L	L	H	H	M	M	H	H
14	Land conflicts	Human induced and technological	M	H	M	L	M	H	M	M	M	M	M	H
15	Environmental degradation/ Solid waste	Human induced and technological	H	H	H	L	H	H	H	VH	H	M	H	VH
16	Air pollution	Human induced and technological	M	M	M	L	M	H	H	H	M	M	M	VH
17	Water Pollution	Human induced and technological	H	M	M	L	M	M	H	H	M	L	H	H
18	Noise pollution	Human induced and technological	M	M	M	L	M	M	H	H	M	L	M	H
19	Crime	Human induced and technological	M	H	M	M	M	H	H	L	M	H	M	H
21	Road Accidents	Human induced and technological	M	H	M	L	M	M	H	H	M	M	M	H
	TOTAL			H		L		H		H		M		

Key: V**H**- Very High Risk**, H**- High Risk, **M-** Medium Risk, **L** – Low Risk, V**L** – Very Low Risk

12.0 Emergency Response Actions

12.1 Emergency scenarios

The development of this emergency response plan considered three scenarios: localised emergencies (location-specific), Widespread emergencies (incidents with higher loss), and no emergencies (preparedness). These scenarios are explained as follows:

Localised emergencies (location specific): These are emergencies that occur in a smaller area, for example, a building, and affect fewer people. These emergencies can be effectively managed at a local scale and also take a shorter time.

Widespread emergencies (higher loss incidences): These are emergencies that occur on a larger scale – potentially affecting many households (with widespread casualties, injuries or livelihoods). The emergencies surpass the handling capacities of the divisions/wards and therefore necessitate support from Kampala City Council Authority, but also take a longer time, causing devastating impacts. In addition, these emergencies are multisectoral, affecting multiple sectors, including major roads, powerlines, communication networks, and critical facilities such as health facilities, water sources, and schools, among others.

Emergency preparedness: Emergency preparedness is the **ongoing, proactive process of developing capabilities and mechanisms** that enable communities, organisations, and governments to effectively anticipate, respond to, and recover from the impacts of hazards. It encompasses actions taken before a disaster strikes to minimize loss of life, injury, property damage, and disruption, and to facilitate rapid and orderly relief and recovery.

Floods, Human Epidemics, Crop and livestock diseases, Fires, **Collapsing buildings**, Crime, Road accidents, Drought) and Secondary emergencies (Water, Air and Noise pollution, Land conflicts, invasive species, Hailstorms, Windstorms, Earthquakes).

12.2 Responses to Emergency Scenarios

12.2.1 Localized emergencies (location-specific)

To strengthen localized emergencies, there is a need to underscore the following emergency response actions:

1) **Promote Rapid Detection and Reporting:** Establish clear, accessible channels for the public to report incidents (e.g., emergency hotlines, community leaders, local police).

2) **Introduce Immediate First Responder Action:** Empower and equip local police, fire services, and community first responders (households) to take decisive initial actions.

3) **Develop Ward and division Incident Commands:** Form a delegation of authority (Ward/Division Disaster Management Committees) to manage localized incidents at the lowest possible administrative level (e.g., community), with clear escalation protocols.

4) **Strengthen Effective Local Communication:** Invest in communication systems between local responders and the City Emergency Operations Center (EOC).

5) **Increase Pre-positioned Local Resources:** Invest in the procurement of emergency essential equipment (first aid kits, fire extinguishers, ropes, basic tools) and supplies (blankets, water purification tablets) at the community level.

6) **Support Community Inclusion and Engagement:** Mobilise and train community volunteers and local leadership to understand their roles and responsibilities in managing localised emergencies.

7) **Develop Clear Escalation Protocols:** Activate protocols to combat incidents at the City, division and wards. These should include knowing when a localized emergency exceeds local capacity and requires City assistance, and how to request it rapidly.

8) **Increase Training and Drills:** Mobilise and sensitise communities on managing common localised emergencies.

12.2.2 Widespread emergencies (higher loss incidences)

To prepare for widespread emergencies, the City needs to improve the following measures.

Strengthen coordination between KCCA Emergency Centre and the National Emergency Coordination and Operations Centre (NECOC): During this phase, KCCA and the Office of the Prime Minister need to improve coordination and collaboration by strengthening or harmonising operational capacities. There is a need to support the operational activities of the City and National Disaster Technical Working Groups. As a result, improved coordination will strengthen early warning systems and review of policy and legal frameworks, among others.

Develop/harmonise emergency assessment tools and information management systems: There is a need to develop simple emergency data collection and assessment tools to facilitate reporting of emergencies in the City. The City/Division Disaster Risk Management Committee members should be trained on how to harmonise tools to avoid collecting redundant data and duplication. This data should further be stored in a well-developed information system for future reference and analysis.

Strengthen logistical and supply chains in the City: The service providers of humanitarian aid should be reviewed and annually updated to ensure that they can provide critical non-food items during widespread emergencies. For improved delivery of supplies, the slum areas, for instance, are often congested due to poor planning. As such, there is a need to define/mark emergency transport routes to deliver such aid to the affected communities/households.

Conduct rapid public awareness campaigns: The communities need to be continuously sensitised using community and City communication channels, such as radios, Television, and community announcers, on the direct and indirect effects of emergencies, as well as on how to prepare and recover.

12.3 Proposed Emergency Notification and Response Actions

12.3.1 Phase 1: Detection, Notification & Initial Assessment

- Objective: Rapidly identify, verify, and assess the initial scope of an emergency.
- Actions:
    1. Immediate Reporting & Logging (KCCA Call Center):
        - Action: KCCA's 24/7 toll-free call center (0800-990-000) serves as the primary intake point. All reports (public, KCCA field staff, EWS alerts, partner agencies) are immediately logged with precise details (time, location, nature of incident, severity).
        - Reflection: This leverages an existing KCCA asset. Ensuring it's always fully staffed, trained, and technically robust (power backup, redundant lines) is crucial. A single, recognised emergency number is key.
    2. Rapid Triage & Cross-Agency Notification:
        - Action: Call center operators/designated EOC staff perform quick initial triage based on pre-defined criteria (e.g., "threat to life," "multi-structure fire," "widespread flooding").
        - Action: Immediate alerts are sent to key agencies (UPF, Fire Brigade, MoH) and relevant KCCA departmental directors (Public Health, Engineering, Physical Planning, Solid Waste Management), and KCCA Executive Director.
        - Reflection: Pre-defined criteria prevent delays. Automated alert systems can expedite this for known hazards (like flood EWS).
    3. Initial Incident Assessment Team (IIAT) Deployment:
        - Action: Pre-trained, multi-disciplinary KCCA teams (e.g., divisional staff, engineers) rapidly deploy to the scene (target: within 15-30 minutes for urban areas). Equipped with comms (radios, mobile phones), GPS, and digital assessment forms.
        - Purpose: To quickly verify the incident, confirm exact location, assess immediate impacts (casualties, visible damage, affected population), and identify initial resource needs.
        - Action: Transmit concise, accurate preliminary reports (including photos/videos if safe) back to the EOC coordinator/lead department in real-time.
        - Reflection: These are KCCA's eyes and ears. Their speed and accuracy directly determine the effectiveness of the subsequent response. Regular training and well-maintained equipment are vital.

12.3.2 Phase 2: Command, Control & Coordination (EOC Activation)

- Objective: Establish centralized command, control, and coordination for all response efforts.
- Actions:
    1. EOC Activation Decision & Staging:
        - Action: Based on IIAT reports or pre-defined hazard thresholds, the EOC is activated. Activation levels (e.g., Level 1: Monitoring; Level 2: Partial; Level 3: Full) guide staffing and operations.
        - Action: Pre-designated EOC staff and liaisons from core partner agencies (UPF, Fire, MoH, Uganda Red Cross, NWSC, UMEME, OPM-DDPM) are immediately notified and report to the EOC for 24/7 operations (for full activation).
        - Reflection: Clear triggers are essential. The physical EOC must be resilient (power backup, redundant comms) and strategically located.
    2. Establish Unified Command (UC):
        - Action: Senior leadership from KCCA (Executive Director or designated Incident Commander), UPF, Fire Brigade, and MoH establish UC at the EOC. Other agencies (e.g., UPDF) integrate as needed.
        - Purpose: To jointly determine incident objectives, overall strategy, and resource priorities. All major strategic decisions are made collaboratively.
        - Action: The Incident Command System (ICS) structure is immediately implemented, with KCCA personnel and partner representatives filling key functional sections (Operations, Planning, Logistics, Finance/Administration).
        - Reflection: UC prevents "turf wars," ensures a single, coordinated strategy, and optimises resource allocation. ICS provides a scalable, standardised management system.
    3. Establish Common Operating Picture (COP):
        - Action: The EOC becomes the central information hub. All incoming data (field reports, partner updates, public calls) is meticulously collected, verified, analysed, and synthesised.
        - Action: A dedicated Planning Section (within ICS) maintains a real-time GIS-enabled COP, displaying affected areas, deployed resources, critical infrastructure status, hazard zones (e.g., live flood extent), and casualty estimates.
        - Reflection: The COP is the "single source of truth." It's vital for informed decision-making and ensures everyone is working from the same facts. Investing in robust GIS capabilities is paramount.

12.3.3 Phase 3: Operational Response

- Objective: Implement direct actions on the ground to save lives, stabilise the incident, and meet immediate needs.
- Actions (Executed Concurrently under UC Direction):
    1. Life-Saving & Immediate Threat Mitigation (KCC/Partners):
        - Search and Rescue (SAR):
            - Action (KCCA Support): Provide crucial local site knowledge (e.g., layout of informal settlements, specific vulnerabilities, access points), assist in crowd management, and identify potential victims.
            - Action (UPF/Fire/UPDF): Lead technical SAR operations (e.g., structural collapse, water rescue), casualty extraction.
            - Action (Community/CERTs): Immediately activate and guide pre-trained Community Emergency Response Teams (CERTs) and local volunteers for initial light SAR, rapid first aid, and guiding professional teams in dense, hard-to-reach areas.
            - Reflection: This prioritizes life. Acknowledging the community as first responders in informal settings is critical.
        - Emergency Medical Services (EMS) & Mass Casualty Management:
            - Action (KCCA Public Health/MoH): Establish Casualty Collection Points (CCPs) near incident sites for rapid triage, stabilization, and initial medical care, including psychosocial first aid.
            - Action (KCCA/MoH/Partners): Rapidly dispatch KCCA's ambulances (and others) for patient transport to appropriate health facilities with confirmed capacity.
            - Reflection: Efficient triage and transport save lives. Early psychosocial support addresses immediate trauma.
        - Fire Suppression:
            - Action (Fire Brigade): Rapidly deploy personnel and apparatus to extinguish fires, contain spread, and protect adjacent structures.
            - Action (KCCA): Clear access routes, identify and secure water sources (with NWSC), manage traffic, and support immediate evacuation from fire-threatened zones.
            - Reflection: Speed is paramount in fire response, especially in densely packed areas.
    2. Public Health & Environmental Safeguards (KCCA Public Health/Solid Waste/Partners):
        - Disease Surveillance & Control:
            - Action: KCCA Public Health (with MoH) activates heightened surveillance for potential epidemic-prone diseases (e.g., cholera after floods, measles).
            - Action: Deploy rapid response teams for outbreak investigation, containment (isolation, contact tracing), and emergency vaccination campaigns if required.
        - Emergency Water, Sanitation & Hygiene (WASH):
            - Action (KCCA/NWSC): Ensure immediate access to safe, clean water (e.g., water bowsers, purification tablets) in affected areas and shelters.

        - Action (KCCA Solid Waste Management): Rapidly deploy mobile latrines and enhance waste collection/disposal in affected areas and temporary shelters to prevent disease spread.
        - Action: Disseminate critical hygiene messages through all communication channels.
    - Reflection: In Kampala, public health is as critical as physical rescue. Proactive WASH interventions prevent secondary crises.
3. Evacuation & Shelter Management (KCCA Social Services/Education/Partners):
    - Action: UC/KCCA PIO issues clear, actionable evacuation orders via multi-channel EWS.
    - Action: KCCA Engineering/UPF clear and secure designated evacuation routes, specifically identifying paths through informal settlements for vulnerable populations.
    - Action: Coordinate transportation (KCCA fleet, public transport, private sector) for safe evacuation, explicitly prioritizing vulnerable groups (elderly, persons with disabilities, pregnant women, unaccompanied children) and assisting those from informal settlements.
    - Action: Activate and manage pre-identified safe shelters, ensuring security, basic needs (food, water, sleeping materials), specific provisions for gender-segregated facilities, and accessibility for all.
    - Reflection: This is a logistically complex area. Plans must be detailed for diverse populations and urban challenges.
4. Security & Public Order (UPF/UPDF/KCCA):
    - Action (UPF/UPDF): Establish security perimeters, manage traffic, prevent looting, and maintain public order at aid distribution points and shelters.
    - Action (KCCA): Provide local intelligence to security forces and assist in community liaison to maintain calm and cooperation.
    - Reflection: Security is foundational for all other response efforts.
5. Logistics & Resource Management (KCCA Logistics/EOC):
    - Action: Rapidly deploy pre-positioned emergency stockpiles (food, water, shelter kits, medical supplies) from strategically located warehouses.
    - Action: Activate pre-negotiated contracts with private sector suppliers for rapid procurement of additional supplies and services (e.g., heavy machinery, fuel).
    - Action: Establish secure, efficient, and accessible distribution points for humanitarian aid, ensuring equitable and transparent allocation, with a focus on vulnerable populations.
    - Reflection: Efficient logistics are the backbone of response. Pre-planning for procurement and distribution is critical.
6. Critical Infrastructure Protection & Restoration (KCCA Engineering/Utilities):
    - Action: Conduct rapid damage assessments of essential infrastructure (roads, bridges, drainage systems, water pipes, power lines, communication towers).
    - Action: Prioritize immediate repairs for critical access routes and essential utility services (with NWSC, UMEME, telecom providers).
    - Reflection: Restoring basic services quickly aids in stabilizing the situation and fostering early recovery.
7. Public Communication & Media Relations (EOC PIO/KCCA):

- Action: The EOC's Public Information Officer (PIO) is the sole authorized KCCA spokesperson.
- Action: Conduct regular (e.g., every 4-6 hours) press briefings. Disseminate critical information, warnings, and instructions via all established multi-channel platforms (local radio, TV, KCCA website, official social media, SMS alerts, community leaders).
- Action: Proactively monitor social media and community reports to identify and counter misinformation/rumors rapidly, maintaining public trust.
- Reflection: Accurate, consistent, and timely communication is crucial for managing public expectations and facilitating cooperation.

12.3.4 Transition to Early Recovery

- Objective: Bridge immediate response to long-term recovery, initiating efforts to restore normalcy.
- Actions:
  1. Rapid Damage and Needs Assessment (RDANA) – Ongoing:
     - Action: Formal teams (KCCA Planning, Engineering, Public Health, Social Services, with partners) conduct detailed assessments of physical damage, health impacts, displacement figures, and immediate recovery needs.
     - Action: Utilise standardised digital tools for efficient data collection, feeding into the EOC's COP.
     - Reflection: Data informs resource allocation and effective recovery planning.
  2. Debris Management:
     - Action (KCCA Solid Waste Management): Implement a plan for rapid collection and disposal/recycling of debris, prioritizing critical infrastructure and public health threats.
     - Reflection: Clear debris for access and to prevent secondary hazards.
  3. Basic Service Restoration & Livelihood Support:
     - Action (KCCA Engineering/Public Health/Partners): Continue focused efforts on permanent repair of critical infrastructure (roads, drainage, water supply).
     - Action: Ensure sustained provision of essential services in affected areas and shelters.
     - Action (KCCA Social Services/Partners): Initiate early livelihood support programs.
     - Reflection: A swift return to basic services helps people stabilize and look towards the future.
  4. Phased Demobilization & Initial Lessons Learned:
     - Action (UC/EOC): Gradually scale down EOC operations and release non-essential deployed personnel and resources.
     - Action: Conduct immediate, informal debriefings with key operational staff (e.g., within 24-48 hours) to capture initial successes, challenges, and lessons learned. This data feeds into a more formal After-Action Review process.
     - Reflection: This fosters continuous improvement for future responses.

12.4 Prioritised Emergency Response Actions

12.4.1.1 Result areas

For KCCA to effectively manage local and widespread emergencies, but also prepare for future events, the responses are categorised into five broad result areas. **The result areas include 1) Emergency monitoring and assessment; 2) Emergency Coordination; 3) Emergency Investments; 4) Emergency Preparedness and Response; and 5) Community involvement in Emergencies**. These result areas are hereby explained below:

1. **Emergency monitoring and assessment:** Emergency monitoring is a continuous, systematic process of observing and tracking relevant indicators before an emergency to identify potential threats and during an emergency to track its progression, secondary hazards, and the effectiveness of initial response actions. An emergency assessment is a structured process that gathers and analyses information immediately after an emergency and throughout the response phase. This process determines the extent of damage, the immediate and evolving needs of affected populations, existing capacities, and the resources required for an effective humanitarian response and early recovery.

2. **Emergency Coordination:** Emergency Coordination is the strategic and operational process of bringing together diverse stakeholders – including government entities (national, district, local), humanitarian organizations (UN agencies, international NGOs, national NGOs), civil society, security forces, the private sector, and affected communities – to ensure a coherent, timely, effective, and equitable response to an emergency.

3. **Emergency Investments:** Emergency investment refers to the proactive and strategic allocation of financial and other resources to enhance a community's, organization's, or nation's capacity to prepare for, respond to, and recover from various types of emergencies.

4. **Emergency Preparedness and Response:** This is a critical framework that societies, organisations, and individuals utilise to minimise the impact of various hazards and ensure a swift, effective recovery. It's a continuous cycle that involves proactive measures before an event, immediate actions during an event, and sustained efforts to return to normalcy afterwards.

5. **Community involvement in Emergencies:** This is an active and meaningful participation of local residents, community groups, and local leaders throughout all phases of emergency management: prevention, mitigation, preparedness, response, and recovery. It emphasises a "bottom-up" approach, recognising that communities are often the first responders and possess unique knowledge, resources, and social networks that are crucial for effective disaster management.

12.4.1.2 Prioritized Emergency Response Result areas

Emergency response actions were prioritized according to the above result areas as presented below:

12.4.1.2.1 Emergency monitoring and assessment

Action 1.1: Support the recruitment of staff to fill the EOC human resource structure to support emergency monitoring (weather forecasts, drainage systems, structural integrity) and assessment, but also in the departments of Physical Planning, Public Health Services and Environment

Action 1.2: Conduct regular refresher multi-sectoral staff and disaster committee members training on emergency monitoring and assessment to report on hazard events effectively

Action 1.3: Conduct participatory mapping exercises with community members in vulnerable areas on emergency monitoring using simple tools such as mobile phones to enhance reporting

Action 1.4: Produce and disseminate annual or seasonal emergency profiles or bulletins reflecting emergency assessments to inform preparedness interventions

Action 1.5: Increase the availability of emergency monitoring tools such as GPS units, GIS software, drones, satellite imagery etc, in the emergency coordination centre and divisions to facilitate continuous emergency monitoring

Action 1.6: Strengthen the City Emergency Coordination Centre with improved budgetary allocations to operationalize the staff structure, space and purchase of equipment

Action 1.7: Develop emergency monitoring protocols and SOPs on how to monitor and assess emergencies with clear steps, but also reporting

Action 1.8: Establish formal and community-based early warning systems on the major streams (such Nsooba) and Lake Victoria shoreline, interlinked with the emergency coordination centre, to monitor floods

12.4.1.2.2 Emergency Coordination

Action 1.1: Strengthen or operationalise multi-sector emergency response technical working groups through review of terms of engagement to increase, for example frequency of meetings

Action 1.2: Create or operationalize SOPs/ terms of references to strengthen multi-sector coordination regarding rapid emergency damage assessment, evacuation protocols, mass casualty management, logistics coordination, and aid distribution

Action 1.3: Develop a multi-agency and partner response protocol (health, security, environment etc) to conduct regular (e.g., daily or bi-daily during response) joint briefings to share updates and clarify operational priorities.

Action 1.4: Conduct regular, multi-agency, multi-hazard simulation exercises and drills (tabletop, functional, full-scale) involving all key stakeholders to prepare for emergency responses

Action 1.5: Set up emergency operation centers (EOCs) in divisions operating under a 24/7 activation protocol during significant incidents

Action 1.6: Establish a 24/7 emergency call center to coordinate emergency response actions

Action 1.7: Develop a centralized and shared inventory of available resources (personnel, equipment, vehicles, supplies) across all the divisions in the City

Action 1.8: Strengthen/establish a dedicated KCC emergency contingency fund to facilitate investments in emergency preparedness, response and recovery interventions

12.4.1.2.3 Emergency Investments

Action 1.1: Invest in the procurement of emergency equipment (e.g. computers, Radio communication systems, software, fire extinguishers, and fire) to facilitate assessment and timely dissemination of early warning information, storage of emergency data and mitigation of emergencies by the Emergency Operations Centre

Action 1.2: Invest in upgrading emergency critical facilities (drainage systems, reinforcing public buildings - hospitals, schools against seismic activities and floods) to increase their emergency resilience

Action 1.3: Facilitate the real-time data integration with UNMA, and multi-channel dissemination communication platforms (such as SMS, local radio, community PA systems) to increase the availability of early warning information

Action 1.4: Invest in conducting recurring community trainings and development of modules /manuals for reference purposes and guidance by the KCCA staff, using in-house or external experts

Action 1:5 Redesign or improve the status of critical infrastructure to facilitate immediate emergency response actions such as establishment of permanent and temporary warehouses and stocking them with, for example, non-food items (non-food items, hygiene kits, water purification tablets, basic medical supplies, temporary shelter materials, communication equipment, etc).

12.4.1.2.4 Emergency Preparedness and Response

Action 1.1: Install or reinforce the operationalization of early warning systems (i.e., fire, floods) and dissemination of early warning information, such as seasonal weather forecasts, using various modes of communication (e.g., SMS alerts, local radio, public address systems, community leaders, KCCA's social media/app)

Action 1.2: Increase the frequency of multi-agency emergency drill and simulation conducted annually, including the participation of KCCA divisions, private sector, partners and community representatives

Action 1.3: Support the formation and operationalization of City, Division and Ward disaster management committees to oversee emergency preparedness and response

Action 1.4: Support the integration of emergency preparedness and response actions in sectoral planning and budgets

Action 1.5: Strengthen the formal inter-agency coordination of emergency preparedness and response by supporting frequent meetings (e.g., KCCA's Emergency Response Committee) and joint planning sessions.

Action 1.6: Increase the frequency of emergency refresher trainings on preparedness and response involving EOC personnel, public health teams, engineers, and divisional staff and key partner agency personnel trained in Incident Command System (ICS), EOC operations, rapid damage assessment, first aid, and provision of basic psychosocial support

Action 1.7: Procure additional emergency response equipment, such as ambulances, fire trucks, and engineering vehicles that are operational and maintainable to reduce emergency response time

Action 1.8: Support the enforcement of land use and environmental laws by developing and publishing emergency vulnerable areas to mitigate wetland encroachments and construction of illegal structures in emergency-prone areas

Action 1.9: Support the development of division emergency contingency plans to inform the planning and implementation of emergency preparedness and response interventions

Action 1.10: Support the development and/or update (after every 2 years) of City and division multi-hazard, risk and vulnerability profiles to guide emergency preparedness and response planning

Action 1.11: Build emergency response public-private partnerships (private sector, academia, NGOs, and civil society organisations) to enhance resilient infrastructure and innovative financing by leveraging their expertise, resources, and networks

12.4.1.2.5 Community involvement in Emergencies.

Action 1.1: Conduct joint emergency workshops and sensitisation campaigns with diverse urban and peri-urban community members (including women, youth, elderly, persons with disabilities, and urban refugees) to identify and map local hazards (e.g., specific flood pathways, fire choke points, unsafe structures, disease hotspots like stagnant water sources).

Action 1.2: Map community emergency vulnerabilities (e.g., location of isolated individuals, lack of safe evacuation routes, reliance on informal business) and available resources (e.g., safe community buildings, accessible open spaces, local skilled labor, informal supply networks) to reduce emergencies

Action 1.3: Re-map existing urban community structures (e.g., Local Councils (LCs) I-V, informal youth groups, women's groups, religious institutions, traditional leaders, market associations, slum dweller federations and identify trusted community leaders and key influencers to support the proposed emergency response measure

Action 1.4: Mobilise and sensitise communities in the implementation of emergency response measures such as providing practical - hands-on training tailored to local emergencies like basic First Aid, Light Search and Rescue (e.g., moving debris, safely accessing collapsed structures), basic Fire Safety & Suppression (e.g., use of extinguishers, safe evacuation from fire), provision of psychosocial First Aid (PFS) and peer support and how to conduct emergency communication (e.g., hand signals, simple radio use, effective mobile phone communication).

Action 1.5: Train community leaders and CDMC/CERT members in basic incident management, coordination, resource identification, communication protocols, and basic record-keeping relevant to their local context to strengthen emergency response

Action 1.6: Conduct regular localized emergency response drills (e.g., fire drills in markets, flood evacuation drills in specific zones – Bwaise, Nakawa) conducted by community CDMCs/CERTs

Action 1.7: Facilitate community access to micro-grants from external partners (NGOs, donors) or credit from government programmes (such as Emyooga, Parish Development Model) to facilitate community-driven emergency response actions and vulnerabilities

Action 1.8: Develop and facilitate emergency response agreements with local businesses and organizations for resource sharing in emergencies

Action 1.9: Establish clear protocols for emergency communication and coordination between community members and formal emergency services (police, fire, EMS) to avoid over-centralisation of command in the initial hours.

Action 1.10: Develop an emergency transparent mechanism/protocol/database to strengthen accountability and feedback on aid distribution to reduce opportunities for corruption and ensure equitable access.

13.0 Emergency Implementation Plan

13.1 Introduction

A comprehensive Emergency Response Plan (ERP) (Table 2) is aimed at strengthening the City's preparedness, response, and recovery capacity is presented under this section. The implementation framework for the ERP for KCCA is structured to offer guidance for operationalizing the plan through coordinated multi-agency actions, strategic investments, community involvement, and continuous monitoring. This framework will ensure that all actors are aligned to deliver a safer, more resilient Kampala through clearly defined roles, timelines, resources, and accountability mechanisms.

Table 3: Implementation framework

Outcome, Output and Activities	*Short-term*	*Medium-term*	*Long-term*	*Responsibility (Lead + Collaborators*
Medium term-Outcome 1: Real-time hazard detection and risk analysis to support timely and informed emergency response actions in the City is realized				
Output 1.1: Routine multi-hazard vulnerability and risk assessments conducted and shared among key stakeholders				
Action 1.1.1 *Support the recruitment of staff to fill the EOC human resource structure to support emergency monitoring (weather forecasts, drainage systems, structural integrity) and assessment but also in the departments of Physical Planning, Public Health Services and Environment.*	*x*			KCCA HR, KCCA Directorate of Public Health & Environment, MoPS
Action 1.1.2 *Conduct regular refresher multi sectoral staff and disaster committee members training on emergency monitoring and assessment to effectively report on hazard events.*	*x*			KCCA, URCS, Makerere University, OPM, MoH
Action 1.1.3 *Conduct participatory mapping exercises with community members in vulnerable areas on emergency monitoring using simple tools such as mobile phones to enhance reporting.*	*x*			KCCA, Citizens, Local Councils, URCS
Action 1.1.4 *Produce and disseminate annual or seasonal emergency profiles or bulletins reflecting emergency assessments to inform preparedness interventions.*		*x*		KCCA, UNMA, Directorate of Water Resources, Makerere University
Action 1.1.5 *Increase the availability of emergency monitoring tools such as GPS units, GIS software, drones, satellite imagery etc. in the emergency coordination centre and divisions to facilitate continuous emergency monitoring.*		*x*		KCCA, MoICT, OPM, Development Partners
Action 1.1.6 *Strengthen the City Emergency Coordination Centre with improved budgetary allocations to operationalize the staff structure, space and purchase of equipment.*		*x*		KCCA, MoFPED, OPM
Action 1.1.7 *Enhancing monitoring and reporting mechanisms for tracking climate-sensitive WASH outcomes.*		*x*		KCCA, MoH, NWSC, Ministry of Environment
Action 1.1.8: *Establish formal and community based early warning systems on the major streams (such as Nsooba) and Lake Victoria shoreline interlinked with the emergency coordination centre to monitor floods.*			*x*	KCCA, UNMA, Directorate of Water Resources, Community leaders
Medium term-Outcome 2: Institutional collaboration and coordination mechanisms is strengthened for timely and effective multi-agency emergency response				
Output 2.1: Multi-agency coordination protocols, including communication and reporting tools, developed and institutionalized				

Outcome, Output and Activities	*Short-term*	*Medium-term*	*Long-term*	*Responsibility (Lead + Collaborators*
Action 2.1.1 *Strengthen or operationalise multi sector emergency response technical working groups through review of terms of engagement to increase for example frequency of meetings.*	*x*			KCCA, OPM, Uganda Police, UPDF, MoH
Action 2.1.2 *Create or operationalize SOPs/ terms of references to strengthen multi sector coordination regarding rapid emergency damage assessment, evacuation protocols, mass casualty management, logistics coordination, and aid distribution.*	*x*			KCCA, URCS, MoH, Police, UPDF
Action 2.1.3: *Develop a multi-agency and partner response protocol (health, security, environment etc.) to conduct regular (e.g., daily or bi-daily during response) joint briefings to share updates and clarify operational priorities.*		*x*		KCCA, OPM, URCS, MoH, Uganda Police
Action 2.1.4: *Conduct regular, multi-agency, multi-hazard simulation exercises and drills (tabletop, functional, full-scale) involving all key stakeholders to prepare for emergency responses.*		*x*		KCCA, UPDF, Uganda Police, URCS, Educ. Institutions/Makerere University
Action 2.1.5: *Set up emergency operation centers (EOCs) in divisions operating under a 24/7 activation protocol during significant incidents.*			*x*	KCCA, MoFPED, OPM, UCC
Action 2.1.6: *Establish a 24/7 emergency call center to coordinate emergency response actions*		*x*		KCCA, MoICT, Telecom Providers
Action 2.1.7: *Develop a centralized and shared inventory of available resources (personnel, equipment, vehicles, supplies) across all the divisions in the City.*	*x*			KCCA, Divisional Offices, MoLG
Action 2.1.8: *Strengthen/establish a dedicated KCC emergency contingency fund to facilitate investments in emergency preparedness, response and recovery interventions*		*x*		KCCA, MoFPED, Development Partners, OPM
Medium term-Outcome 3: City infrastructure and resource capacity are enhanced to support rapid and sustained emergency interventions				
Output 3.1: Strategic emergency equipment and infrastructure (e.g., ambulances, flood pumps, firefighting units) procured and distributed based on risk mapping and dedicated budget lines for emergency preparedness and response integrated into KCCA and partner development plans				
Action 3.1.1: *Invest in the procurement of emergency equipment (e.g. computers, Radio communication systems, software, fire extinguishers, fire) to facilitate assessment and timely dissemination of early warning information, storage of emergency data and mitigation of emergencies by the Emergency operations centre*	*x*			KCCA, OPM, MoICT
Action 3.1.2: *Invest in upgrading emergency critical facilities (drainage systems, reinforcing public buildings - hospitals, schools against seismic activities and floods) to increase their emergency resilience.*			*x*	KCCA, MoWT, MoH, Ministry of Water and Environment
Action 3.1.3: *Facilitate real-time data integration with UNMA and utilise multi-channel dissemination communication platforms (such as SMS, local radio, and community PA systems) to enhance the availability of early warning information.*		*x*		KCCA, UNMA, Media Houses

Outcome, Output and Activities	*Short-term*	*Medium-term*	*Long-term*	*Responsibility (Lead + Collaborators*
Action 3.1.4: *Invest in conducting recurring community trainings and development of modules /manuals for reference purposes and guidance by the KCCA staff using inhouse or external experts.*		*x*		KCCA, URCS, NGOs, Universities/Makerere University
Action 3.1.5: *Redesign or improve the status of critical infrastructure to facilitate immediate emergency response actions such as the establishment of permanent and temporary warehouses and stocking them with, for example, non-food items (non-food items, hygiene kits, water purification tablets, basic medical supplies, temporary shelter materials, communication equipment, etc.).*			*x*	KCCA, OPM, MoWT, URCS
Medium term-Outcome 4. Citywide readiness and capacity to effectively respond to and recover from emergencies are increased				
Output 4.1: City emergency response teams (CERTs) trained, equipped, and regularly engaged in simulation drills				
Action 4.1.1: *Install or reinforce the operationalization of early warning systems (i.e., fire, floods) and dissemination of early warning information, such as seasonal weather forecasts using various modes of communication (e.g., SMS alerts, local radio, public address systems, community leaders, KCCA's social media/app)*	*x*			KCCA, UNMA, UCC, MoICT
Action 4.1.2: *Increase the frequency of multi-agency emergency drill and simulation conducted annually, including the participation of KCCA divisions, private sector, partners and community representatives.*	*x*			KCCA, URCS, UPDF, Local Councils
Action 4.1.3: *Support the formation and operationalization of City, Division and Ward disaster management committees to oversee emergency preparedness and response.*	*x*			KCCA, Divisional Leaders, LCs
Action 4.1.4: *Support the integration of emergency preparedness and response actions in sectoral planning and budgets.*		*x*		KCCA, Sector Planning Units, MoFPED
Action 4.1.5: *Strengthen the formal inter-agency coordination of emergency preparedness and response by supporting frequent meetings (e.g., KCCA's Emergency Response Committee) and joint planning sessions.*	*x*			KCCA, OPM, Sectoral Agencies
Action 4.1.6: *Increase the frequency of emergency refresher trainings on preparedness and response involving EOC personnel, public health teams, engineers, divisional staff) and key partner agency personnel trained in Incident Command System (ICS), EOC operations, rapid damage assessment, first aid, and provision of basic psychosocial support.*		*x*		KCCA, URCS, Makerere University, MoH
Action 4.1.7: *Procure additional emergency response equipment, such as ambulances, fire trucks, and engineering vehicles that are operational and maintainable to reduce emergency response time.*		*x*		KCCA, OPM, MoLG, MoFPED
Action 4.1.8: *Support the enforcement of land use and environmental laws by developing and publishing emergency vulnerable areas to mitigate wetland encroachments and construction of illegal structures in emergency-prone areas*			*x*	KCCA, NEMA, MoLHUD
Action 4.1.9: *Support the development of division emergency contingency plans to inform the planning implementation of emergency preparedness and response interventions*		*x*		KCCA Divisions, MoLG
Action 4.1.10: *Support the development and/or update (after every 2 years) of City and division multi hazard, risk and vulnerability profiles to guide emergency preparedness and response planning.*		*x*		KCCA, Universities, UNMA

Outcome, Output and Activities	*Short-term*	*Medium-term*	*Long-term*	*Responsibility (Lead + Collaborators*
Action 4.1.11: *Build emergency response public-private partnerships (private sector, academia, NGOs, and civil society organizations) to enhance resilient infrastructure and innovative financing by leveraging their expertise, resources, and networks.*		*x*		KCCA, Private Sector Foundation, Chamber of Commerce
Medium term-Outcome 5. Communities are empowered and are actively participating in emergency preparedness and response initiatives				
Output 5.1 Continuous public awareness and education campaigns conducted on risk reduction, emergency reporting, and self-help strategies				
Action 5.1.1: *Conduct joint emergency workshops and sensitization campaigns with diverse urban and peri urban community members (including women, youth, elderly, persons with disabilities, and urban refugees) to identify and map local hazards (e.g., specific flood pathways, fire choke points, unsafe structures, disease hotspots like stagnant water sources).*	*x*			KCCA, URCS, LCs, NGOs, Community Groups
Action 5.1.2: *Map community emergency vulnerabilities (e.g., location of isolated individuals, lack of safe evacuation routes, reliance on informal business) and available resources (e.g., safe community buildings, accessible open spaces, local skilled labor, informal supply networks) to reduce emergencies.*	*x*			KCCA, Community Groups, Local Councils
Action 5.1.3: *Re-map existing urban community structures (e.g., Local Councils (LCs) I-V, informal youth groups, women's groups, religious institutions, traditional leaders, market associations, slum dweller federations and identify trusted community leaders and key influencers to support the proposed emergency response measure.*	*x*			KCCA, Local Councils, Community-Based Orgs
Action 5.1.4: *Mobilise and sensitise communities in the implementation of emergency response measures such as providing practical - hands-on training tailored to local emergencies like basic First Aid, Light Search and Rescue (e.g., moving debris, safely accessing collapsed structures), basic Fire Safety & Suppression (e.g., use of extinguishers, safe evacuation from fire), provision of psychosocial First Aid (PFS) and peer support and how to conduct emergency communication (e.g., hand signals, simple radio use, effective mobile phone communication).*		*x*		URCS, KCCA technical team, NGOs, MoH
Action 5.1.5: *Train community leaders and CDMC/CERT members in basic incident management, coordination, resource identification, communication protocols, and basic record-keeping relevant to their local context to strengthen emergency response.*		*x*		KCCA, URCS, NGOs
Action 5.1.6: *Conduct regular localized emergency response drills (e.g., fire drills in markets, flood evacuation drills in specific zones – Bwaise, Nakawa) conducted by community CDMCs/CERTs.*		*x*		KCCA, CDMCs, Local Councils
Action 5.1.7: *Facilitate community access to micro-grants from external partners (NGOs, donors) or credit from government programmes (such as Emyooga, Parish Development Model) to facilitate community-driven emergency response actions and vulnerabilities.*			*x*	KCCA, MoFPED, PDM Secretariat, NGOs
Action 5.1.8: *Develop and facilitate emergency response agreements with local businesses and organizations for resource sharing in emergencies.*		*x*		KCCA, Private Sector, Business Associations

Outcome, Output and Activities	***Short-term***	***Medium-term***	***Long-term***	***Responsibility (Lead + Collaborators***
Action 5.1.9: *Establish clear protocols for emergency communication and coordination between community members and formal emergency services (police, fire, EMS) to avoid over-centralization of command in the initial hours.*	*x*			KCCA, Police, Fire Brigade, Community Leaders
Action 5.1.10: *Develop an emergency transparent mechanism/protocol/database to strengthen accountability and feedback on aid distribution to reduce on opportunities for corruption and ensure equitable access.*		*x*		KCCA, Civil Society, NGOs, OAG

13.2 Costing of Actions

The table below provides a detailed breakdown of costs to undertake ERP activities and will serve a guide planning, resource mobilization, and effective implementation of disaster risk management and resilience-building.

Table 4: Detailed Costing of Actions

Output/Actions	Cost (in Millions UGX)					
	Total	2026	2027	2028	2029	2030
Grand Total: UGX 8,816.26 million (≈ UGX 8.81671billion)	**8,816.26**	**2,171.93**	**1,667.05**	**1,693.39**	**1,634.85**	**1,649.49**
Output 1.1: Routine multi-hazard vulnerability and risk assessments conducted and shared among key stakeholders	**1,536.69**	**409.80**	**300.05**	**285.41**	**285.41**	**256.14**
Action 1.1.1: Support the recruitment of staff to fill the EOC human resource structure to support emergency monitoring and assessment, but also in the departments of Physical Planning, Public Health Services and Environment.	365.88	73.18	73.18	73.18	73.18	73.18
Action 1.1.2: Conduct regular refresher multi-sectoral staff and disaster committee members training on emergency monitoring and assessment to report on hazard events effectively.	146.35	29.27	29.27	29.27	29.27	29.27
Action 1.1.3: Conduct participatory mapping exercises with community members in vulnerable areas on emergency monitoring using simple tools such as mobile phones to enhance reporting.	80.49	21.95	14.64	14.64	14.64	14.64
Action 1.1.4: Produce and disseminate annual or seasonal emergency profiles or bulletins reflecting emergency assessments to inform preparedness interventions.	36.59	7.32	7.32	7.32	7.32	7.32
Action 1.1.5: Increase the availability of emergency monitoring tools such as GPS units, GIS software, drones, satellite imagery etc. in the emergency coordination centre and divisions to facilitate continuous emergency monitoring.	190.26	73.18	43.91	29.27	29.27	14.64
Action 1.1.6: Strengthen the City Emergency Coordination Centre with improved budgetary allocations to operationalize the staff structure, space and purchase of equipment.	439.05	146.35	73.18	73.18	73.18	73.18
Action 1.1.7: Enhancing monitoring and reporting mechanisms for tracking climate-sensitive WASH outcomes.	73.18	14.64	14.64	14.64	14.64	14.64
Action 1.1.8: Establish formal and community-based early warning systems on the major streams and Lake Victoria shoreline interlinked with the emergency coordination centre to monitor floods.	204.89	43.91	43.91	43.91	43.91	29.27
Output 2.1: Multi-agency coordination protocols, including communication and reporting tools, developed and institutionalised	**2,127.99**	**509.31**	**406.87**	**403.94**	**403.94**	**403.94**
Action 2.1.1 Strengthen or operationalise multi-sector emergency response technical working groups through review of terms of engagement to increase, for example, frequency of meetings.	36.59	7.32	7.32	7.32	7.32	7.32

Action 2.1.2 Create or operationalise SOPs/ terms of references to strengthen multi-sector coordination regarding rapid emergency damage assessment, evacuation protocols, mass casualty management, logistics coordination, and aid distribution.	32.2	11.71	7.32	4.39	4.39	4.39
Action 2.1.3: Develop a multi-agency and partner response protocol to conduct regular joint briefings to share updates and clarify operational priorities.	61.47	14.64	11.71	11.71	11.71	11.71
Action 2.1.4: Conduct regular, multi-agency, multi-hazard simulation exercises and drills involving all key stakeholders to prepare for emergency responses.	219.53	43.91	43.91	43.91	43.91	43.91
Action 2.1.5: Set up emergency operation centers (EOCs) in divisions operating under a 24/7 activation protocol during significant incidents.	731.77	146.35	146.35	146.35	146.35	146.35
Action 2.1.6: Establish a 24/7 emergency call center to coordinate emergency response actions	234.17	117.08	29.27	29.27	29.27	29.27
Action 2.1.7: Develop a centralized and shared inventory of available resources across all the divisions in the City.	80.49	21.95	14.64	14.64	14.64	14.64
Action 2.1.8: Strengthen/establish a dedicated KCC emergency contingency fund to facilitate investments in emergency preparedness, response and recovery interventions	731.77	146.35	146.35	146.35	146.35	146.35
Output 3.1: Strategic emergency equipment and infrastructure procured and distributed based on risk mapping and dedicated budget lines for emergency preparedness and response integrated into KCCA and partner development plans	**2,165.99**	**497.60**	**424.43**	**424.43**	**409.80**	**409.80**
Action 3.1.1: Invest in the procurement of emergency equipment to facilitate assessment and timely dissemination of early warning information, storage of emergency data and mitigation of emergencies by the Emergency Operations Centre	439.05	87.81	87.81	87.81	87.81	87.81
Action 3.1.2: Invest in upgrading emergency critical facilities to increase their emergency resilience.	**1,097.63**	**219.53**	**219.53**	**219.53**	**219.53**	**219.53**
Action 3.1.3: Facilitate the real-time data integration with UNMA and multi-channel dissemination communication platforms to increase the availability of early warning information.	117.08	29.27	29.27	29.27	14.64	14.64
Action 3.1.4: Invest in conducting recurring community trainings and development of modules /manuals for reference purposes and guidance by the KCCA staff using inhouse or external experts.	73.18	14.64	14.64	14.64	14.64	14.64
Action 3.1.5: Redesign or improve the status of critical infrastructure to facilitate immediate emergency response actions such as the establishment of permanent and temporary warehouses and stocking them with for example nonfood items	439.05	146.35	73.18	73.18	73.18	73.18

Output 4.1: City emergency response teams (CERTs) trained, equipped, and regularly engaged in simulation drills	**1,887.94**	**523.96**	**319.07**	**362.98**	**319.07**	**362.98**
Action 4.1.1: Install or reinforce the operationalisation of early warning systems (i.e., fire, floods) and dissemination of early warning information, such as seasonal weather forecasts, using various modes of communication.	219.53	43.91	43.91	43.91	43.91	43.91
Action 4.1.2: Increase the frequency of multi-agency emergency drill and simulation conducted annually, including the participation of KCCA divisions, private sector, partners and community representatives.	146.35	29.27	29.27	29.27	29.27	29.27
Action 4.1.3: Support the formation and operationalization of City, Division and Ward disaster management committees to oversee emergency preparedness and response.	73.18	14.64	14.64	14.64	14.64	14.64
Action 4.1.4: Support the integration of emergency preparedness and response actions in sectoral planning and budgets.	36.59	7.32	7.32	7.32	7.32	7.32
Action 4.1.5: Strengthen the formal inter-agency coordination emergency preparedness and response by supporting frequent meetings and joint planning sessions.	58.54	11.71	11.71	11.71	11.71	11.71
Action 4.1.6: Increase the frequency of emergency refresher trainings on preparedness and response involving EOC personnel, public health teams, engineers, divisional staff and key partner agency personnel.	109.76	21.95	21.95	21.95	21.95	21.95
Action 4.1.7: Procure additional emergency response equipment such as ambulances, fire trucks, engineering vehicles that are operational and maintainable to reduce emergency response time.	878.1	292.7	146.35	146.35	146.35	146.35
Action 4.1.8: Support the enforcement of land use and environmental laws by developing and publishing emergency vulnerable areas to mitigate wetland encroachments and construction of illegal structures in emergency-prone areas	73.18	14.64	14.64	14.64	14.64	14.64
Action 4.1.9: Support the development of division emergency contingency plans to inform the planning and implementation of emergency preparedness and response interventions	87.81	29.27	14.64	14.64	14.64	14.64
Action 4.1.10: Support the development and/or update of City and division multi-hazard, risk and vulnerability profiles to guide emergency preparedness and response planning.	131.72	43.91	0	43.91	0	43.91
Action 4.1.11: Build emergency response public-private partnerships to enhance resilient infrastructure and innovative financing by leveraging their expertise, resources, and networks.	73.18	14.64	14.64	14.64	14.64	14.64
Output 5.1 Continuous public awareness and education campaigns conducted on risk reduction, emergency reporting, and self-help strategies	**1,097.65**	**231.26**	**216.63**	**216.63**	**216.63**	**216.63**

Action 5.1.1: Conduct joint emergency workshops and sensitisation campaigns with diverse urban and peri-urban community members to identify and map local hazards.	73.18	14.64	14.64	14.64	14.64	14.64
Action 5.1.2: Map community emergency vulnerabilities and available resources to reduce emergencies.	73.18	14.64	14.64	14.64	14.64	14.64
Action 5.1.3: Re-map existing urban community structures and identify trusted community leaders and key influencers to support the proposed emergency response measure.	58.54	11.71	11.71	11.71	11.71	11.71
Action 5.1.4: Mobilise and sensitise communities in the implementation of emergency response measures.	146.35	29.27	29.27	29.27	29.27	29.27
Action 5.1.5: Train community leaders and CDMC/CERT members in basic incident management, coordination, resource identification, communication protocols, and basic record-keeping.	73.18	14.64	14.64	14.64	14.64	14.64
Action 5.1.6: Conduct regular localized emergency response drills conducted by community CDMCs/CERTs.	109.76	21.95	21.95	21.95	21.95	21.95
Action 5.1.7: Facilitate community access to micro-grants from external partners (NGOs, donors) or credit from the government to facilitate community-driven emergency response actions and vulnerabilities.	365.88	73.18	73.18	73.18	73.18	73.18
Action 5.1.8: Develop and facilitate emergency response agreements with local businesses and organizations for resource sharing in emergencies.	36.59	7.32	7.32	7.32	7.32	7.32
Action 5.1.9: Establish clear protocols for emergency communication and coordination between community members and formal emergency services to avoid over-centralization of command in the initial hours.	73.18	14.64	14.64	14.64	14.64	14.64
Action 5.1.10: Develop an emergency transparent mechanism/protocol/database to strengthen accountability and feedback on aid distribution to reduce on opportunities for corruption and ensure equitable access.	87.81	29.27	14.64	14.64	14.64	14.64

13.3 Coordination Arrangements

The coordination of emergency preparedness and response activities will be anchored within the KCCA Emergency Coordination Centre (ECC), which will function as the central hub for emergency communication, planning, and decision-making. The ECC will be supported by divisional Emergency Operations Centers (EOCs) and Ward Disaster Committees to enable decentralized, rapid response. A multi-agency Emergency Response Technical Working Group (ERTWG), chaired by KCCA, will be constituted and include representatives from the Uganda Police Force, UPDF, Uganda Red Cross Society, Ministry of Health, Department of Meteorology, Ministry of Water and Environment, and academic institutions, among others (Table 3). This group will oversee coordination protocols, simulation drills, resource sharing, and communication across agencies. KCCA's Directorate of Public Health and Environment will provide technical leadership and ensure integration of emergency actions into urban planning and service delivery. Coordination protocols and Standard Operating Procedures (SOPs) will guide joint response operations and information sharing. An information database and contacts of different Incident Commanders, representatives from the responsible different MDAs and other Actors in disaster risk management should be created and stored.

Table 5: Stakeholder Roles in the ERP Implementation

Stakeholder / Entity	Key Roles in Emergency Management	Functional Area(s)
Citizens	Volunteering, community participation, peer support, and applying for assistance	Preparedness, Response, Recovery
Office of the Prime Minister (OPM)	Risk profiling, coordination, procurement and distribution of relief items	Coordination, Preparedness, Recovery
KCCA Technical Team	Central coordination, technical support, ambulance deployment, and early warning dissemination	Coordination, Preparedness, Response
Ministry of Health (MoH)	Health response, staffing of health centres, disease prevention (e.g. nets, vaccination)	Preparedness, Response, Recovery
Mulago Referral Hospital (MRH)	First aid and casualty treatment	Response
Uganda Virus Research Institute (UVRI)	Disease surveillance, public health research, specialized testing, and capacity building	Preparedness, Technical Support
National Medical Stores (NMS)	Provision of medical supplies and logistics	Response, Recovery
National Water & Sewerage Corporation (NWSC)	Restoration of water and sewer lines in affected areas	Response, Recovery
Ministry of Water and Environment	Environmental protection, mitigation of environmental risks	Preparedness, Recovery
Directorate of Water Resources	Flood forecasting and early warning	Preparedness, Technical Support
Uganda National Meteorological Authority (UNMA)	Weather forecasting and early warning systems	Preparedness

Ministry of Works & Transport	Enforce transport laws, public awareness on road safety	Preparedness, Response
Uganda People's Defence Force (UPDF)	Search and rescue, logistical and security support	Response
Uganda Police	Public safety, protection of life/property, law enforcement	Response
Uganda Police – Fire Brigade	Fire suppression, evacuation, search & rescue, drills	Response, Preparedness
Uganda Communications Commission (UCC)	Public communication, media management, information dissemination	Communication, Preparedness, Recovery
Uganda Red Cross Society (URCS)	First aid, food & non-food relief, community preparedness, search & rescue	Response, Preparedness, Recovery
Universities & Research Institutions	Research, policy advice, capacity building, data collection	Preparedness, Technical Support

13.4 Financial Mobilization Strategy and Potential Sources

The implementation of the ERP will require substantial and sustained investment in infrastructure, equipment, capacity building, and operations. KCCA will adopt a multi-pronged financial mobilisation strategy that includes allocation of dedicated emergency preparedness and response budget lines within its Medium-Term Expenditure Framework (MTEF). Additional funding will be sought from central government transfers through the Ministry of Finance, Planning and Economic Development (MoFPED) as well as contingency reserves. Development partners, including UN agencies, bilateral donors, and international NGOs, will be engaged for technical assistance and grant financing.

KCCA will also explore the establishment of a City-level Emergency Contingency Fund to provide immediate financing during emergencies. Public-private partnerships (PPPs) will be promoted to mobilise private sector contributions in the form of financial resources, logistics, and specialised technical support. Other sources include community contributions, credit lines under national programs (e.g., Emyooga, Parish Development Model), and special-purpose grants for resilience and disaster risk reduction.

13.5 Anticipated Risks and Their Management

Implementation of the ERP may face several risks, including inadequate or delayed funding, limited inter-agency collaboration, insufficient community participation, weak enforcement of land-use regulations, and the occurrence of multiple concurrent disasters that strain capacity. To manage these risks, KCCA will institutionalise risk-informed planning and integrate contingency measures within the ERP. Budgetary risks will be mitigated by front-loading critical investments and establishing emergency reserves. Inter-agency cooperation will be reinforced through formal MOUs and joint simulation exercises. To ensure community ownership, participatory approaches and continuous engagement with local leaders, women, youth, and vulnerable groups will be prioritised. Legal and policy enforcement will be enhanced through coordination with the National Environment Management Authority (NEMA) and the Ministry of Lands. KCCA will also invest in a real-time

emergency information and accountability system to enable early warnings, rapid reporting, and adaptive response, even under crisis conditions.

14.0 Monitoring, Evaluation, and Learning

14.1 Introduction

The Monitoring and Evaluation (M&E) framework for the Kampala Capital City Authority (KCCA) Emergency Response Plan (ERP) is designed to ensure systematic tracking of the plan's implementation, effectiveness, and impact over time. Given the complexity and multi-sectoral nature of emergency management in Kampala, the M&E system aims to promote accountability, improve decision-making, and enhance preparedness and response capacity. Specifically, the objectives of the M&E system are to:

i. Track the implementation of actions under the five key result areas;
ii. Measure outputs and outcomes against defined indicators and annual targets;
iii. Identify bottlenecks and risks in real time to inform timely corrective actions;
iv. Facilitate learning and adaptation based on evidence and feedback;
v. Report progress to stakeholders, funders, and oversight institutions.

14.2 Institutional Context

The KCCA Directorate of Public Health and Environment will lead the implementation of the M&E system, working closely with the Emergency Coordination Centre (ECC) and M&E focal persons across all departments and divisions. The Emergency Response Technical Working Group (ERTWG) will review M&E findings, while the Planning Unit will integrate performance data into City planning and budgeting processes. External oversight may be provided by the Office of the Prime Minister (OPM) and the Ministry of Local Government (MoLG) to align with national disaster risk management frameworks.

Table 6: M&E Structure and Roles

Level	Entity/Unit	Key Roles in M&E
National Level	Office of the Prime Minister (OPM), Ministry of Local Government (MoLG)	Align ERP M&E with national disaster risk frameworks Conduct periodic evaluations Coordinate inter-ministerial oversight
City Level	KCCA Directorate of Public Health and Environment (DPHE)	Overall coordination of ERP M&E Oversight of data collection and quality assurance Consolidate reports from divisions
	KCCA Planning Unit	Integrate M&E into City plans and budgets Support data analysis and performance reporting
	Emergency Coordination Centre (ECC)	Manage incident-level data and real-time monitoring Maintain dashboards and early warning systems
	KCCA M&E Unit	Provide technical M&E guidance Develop tools, indicators, and frameworks Train divisional M&E staff
Divisional Level	Divisional Offices and Disaster Committees	Collect field-level data Participate in quarterly reviews Report on activity implementation
Community Level	CDMCs, CERTs, Local Councils (LCs), Community Volunteers	Conduct community mapping and feedback collection Monitor local preparedness efforts Report incidents and gaps in response

14.3 Components of the M&E System

The M&E system includes several key components:

a) A Results Framework with outputs, outcomes, indicators, and targets;
b) A data collection and reporting structure linking divisions to headquarters;
c) Tools and templates for activity tracking, outcome monitoring, and evaluation;
d) A digital dashboard hosted by KCCA for real-time reporting and visualization;
e) Annual review and planning sessions to analyze results and refine strategies

14.4 Purpose of Monitoring

Monitoring under the ERP will serve both operational and strategic purposes. It will ensure that emergency preparedness and response activities are implemented on schedule, within budget, and with the intended quality. At a higher level, monitoring will provide evidence to assess how interventions are reducing risks, increasing resilience, and improving response times. It will also help KCCA and partners anticipate emerging hazards or resource gaps.

14.5 Operationalization of the M&E

The M&E system will be operationalised through routine data collection by divisional and sector M&E focal persons, supported by capacity building and standard reporting formats. Quarterly performance tracking, annual work plan reviews, and mid-year updates will feed into City-level reporting. KCCA will incorporate M&E functions into job descriptions and institutional performance reviews to ensure accountability.

14.6 Evaluation Approach

Evaluations will be both formative (during implementation) and summative (at midpoint and end of the ERP cycle). The approach will include performance, process, and impact evaluations to determine the relevance, efficiency, effectiveness, and sustainability of emergency actions. An external independent assessment may be commissioned every two years to enhance objectivity.

14.7 Data Collection Methods

Data will be collected using mixed methods to balance quantitative and qualitative insights. These will include:

a) Surveys and structured reporting forms
b) Key informant interviews and focus group discussions
c) Mobile data collection tools for field-level updates
d) GIS mapping and remote sensing for risk and infrastructure tracking
e) Community feedback mechanisms and public information systems

14.8 M&E Indicators

The ERP M&E system will track a mix of output, outcome, and impact indicators across the five result areas. Indicators will include:

1. **Operational Readiness**: Number of EOCs and call centers established; percentage of functional early warning systems; number of trained responders.
2. **Coordination Effectiveness**: Frequency of inter-agency meetings; number of SOPs developed and used; percentage of partners participating in simulations.

3. **Infrastructure and Investment**: Volume of emergency equipment procured; number of upgraded critical facilities; percentage of budget allocated to ERP.
4. **Preparedness and Response**: Number of drills conducted annually; number of disaster management committees formed; reduction in emergency response time.
5. **Community Engagement**: Number of community workshops held; number of trained CDMC/CERT members; community satisfaction with emergency response services.
6. **Impact Indicators**: Reduction in loss of life and property during disasters; reduced time to recovery; increase in public trust in emergency systems.

Indicators will be disaggregated by location and vulnerable group categories (e.g., women, youth, elderly, PWDs).

14.9 Feedback and Learning Mechanisms

KCCA will institutionalize continuous feedback loops through regular review meetings, community scorecards, and stakeholder forums. Learning briefs, policy recommendations, and adaptation plans will be generated from evaluations and monitoring data. A centralized knowledge management system will be maintained to document lessons learned and ensure continuous improvement in emergency preparedness and response.

14.10 M&E Risks and Management Strategies

Table 7: M&E risks and management strategies

M&E Risks	Description	Risk Management Strategy
Inconsistent Data Collection	Variability in the quality and completeness of data from divisions and partners	Standardized tools and templates, Routine training, and support supervision Use of digital/mobile data collection
Low Stakeholder Participation	Limited engagement in M&E processes by non-KCCA actors	Joint planning and quarterly reviews Formalize M&E roles through MoUs and TORs
Inadequate Funding for M&E	Budget constraints affecting field visits, evaluations, and data systems	Integrate M&E into sector budgets Seek donor support for M&E-specific funding
Delayed Reporting	Late submission of reports leading to missed decisions	Enforce submission deadlines Use real-time dashboards with alerts
Weak Feedback Mechanisms	Failure to use M&E findings for improvement	Institutionalize learning loops Disseminate findings via briefs, bulletins, and town hall forums

Table 8: ERP M&E Framework

Action Performance Indicator	Means of Verification	Baseline (2025)	2026	2027	2028	2029	2030	Data Frequency	Responsible Entity
Medium term-Outcome 1: Real-time hazard detection and risk analysis to support timely and informed emergency response actions in the City is realized									
# of emergency monitoring staff recruited	HR records	0	10	20	30	35	40	Quarterly HR reports	KCCA HR, Emergency Centre
# of trained staff in hazard monitoring	Training reports	0	100	200	300	350	400	Bi-annual training evaluation	KCCA, URCS, Makerere Univ
# of communities involved in participatory mapping	Community reports	5	10	15	20	25	30	Annual reviews	KCCA, Community Dev. Office
# of emergency profiles published annually	Bulletin archive	0	2	2	2	2	2	Annual	KCCA, UNMA
# of monitoring tools acquired (GPS, GIS, drones)	Procurement records	0	10	20	25	30	35	Annual inventory audit	KCCA Procurement Unit
% of climate-sensitive WASH events reported	WASH monitoring logs	10%	30%	50%	70%	85%	100%	Quarterly	KCCA, MoH, Env. Dept.
# of functional flood early warning systems	Site visits, logs	1	3	5	8	10	12	Bi-annual	KCCA, UNMA
Medium term-Outcome 2: Institutional collaboration and coordination mechanisms is strengthened for timely and effective multi-agency emergency response									
# of operational technical working groups	Meeting minutes	1	3	4	5	6	6	Quarterly	KCCA, OPM
# of SOPs/protocols developed	SOP database	0	2	4	5	5	5	Annual	KCCA, MoH, URCS
# of multi-agency simulation exercises	Drill reports	1	3	4	5	5	6	Annual	KCCA, UPDF, Police
# of operational divisional EOCs	EOC operational logs	0	1	3	5	6	7	Annual	KCCA

24/7 Emergency Call Centre established	Call center logs	No	Yes	Yes	Yes	Yes	Yes	Real-time monitoring	KCCA, MoICT
Central resource inventory established	Inventory reports	No	Yes	Updated	Updated	Updated	Updated	Annual updates	KCCA Logistics
Emergency contingency fund established	Budget reports	No	Yes	Yes	Yes	Yes	Yes	Annual	KCCA, MoFPED
Medium term-Outcome 3: City infrastructure and resource capacity are enhanced to support rapid and sustained emergency interventions									
# of emergency equipment procured	Procurement records	0	50	100	150	200	250	Annual asset inventory	KCCA
% of upgraded emergency infrastructure	Site inspections	5%	15%	30%	50%	70%	100%	Annual	KCCA, MoWT
# of real-time data platforms integrated	ICT audit logs	0	2	4	6	8	10	Bi-annual	KCCA, UNMA
# of community trainings held	Training reports	5	10	15	20	25	30	Quarterly	KCCA, NGOs
# of permanent/temporary warehouses equipped	Construction reports	0	1	2	4	5	6	Annual	KCCA, OPM
Medium term-Outcome 4. Citywide readiness and capacity to effectively respond to and recover from emergencies are increased									
# of functional early warning systems	Communication logs	2	4	6	8	10	12	Quarterly	KCCA, MoICT, UNMA
# of disaster committees operational	Committee reports	0	10	20	30	35	40	Annual	KCCA Divisions
% of sector plans integrating emergency actions	Planning reports	5%	25%	50%	75%	85%	100%	Annual	KCCA, Sector Leads
# of refresher trainings for responders	Training reports	2	4	6	8	10	12	Bi-annual	KCCA, URCS
# of new emergency equipment acquired	Procurement records	10	20	30	40	50	60	Annual	KCCA

# of division contingency plans developed	Contingency plan docs	0	5	7	10	10	10	Annual	KCCA Divisions
# of PPPs for emergency response	MOUs signed	0	2	4	6	8	10	Annual	KCCA, Private Sector
Medium term-Outcome 5. Communities are empowered and are actively participating in emergency preparedness and response initiatives									
# of community sensitisation events held	Activity reports	5	15	25	30	35	40	Quarterly	KCCA, NGOs
% of high-risk communities mapped	Mapping reports	20%	40%	60%	80%	90%	100%	Annual	KCCA, LC leaders
# of community leaders trained (CDMC/CERT)	Attendance logs	0	50	100	150	200	250	Bi-annual	KCCA, URCS
# of community drills conducted	Drill reports	0	5	10	15	20	25	Annual	KCCA, Divisions
# of emergency response agreements with local businesses	Signed agreements	0	2	4	6	8	10	Annual	KCCA, Chamber of Commerce
# of complaints/responses logged in the accountability system	System records	0	50	100	150	200	250	Annual	KCCA, Civil Society