

Executive Summary of the Draft Integrated Urban Development Master Plan for Greater Kampala Metropolitan Area

Goals and Objectives of the Project

Goals of the Project

The expected goals of the Project are as follows:

- To realise appropriate management of urban development for Greater Kampala Metropolitan Area (GKMA)
- To contribute to the promotion of sustainable urban growth in GKMA

Objectives of the Project

The objectives of the Project were as follows:

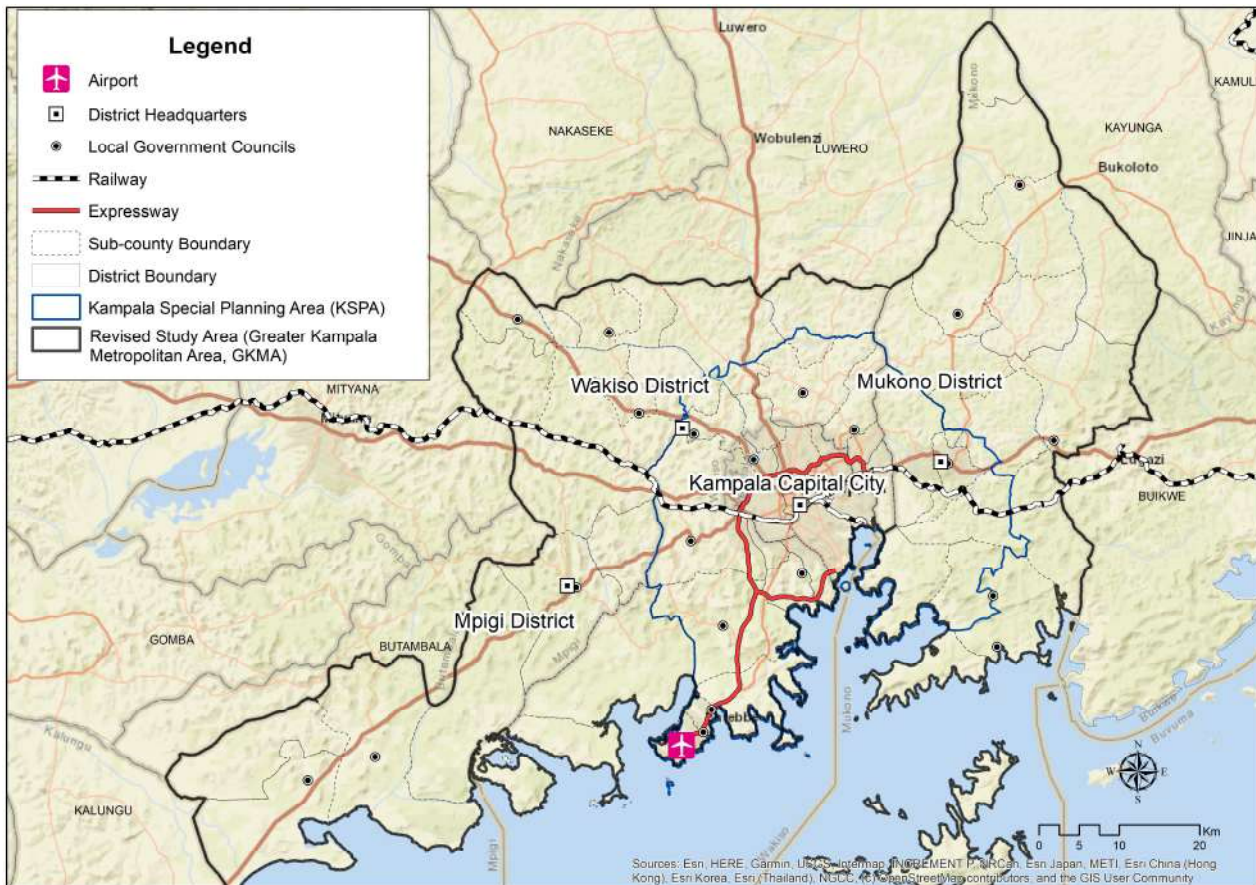
- To formulate a Physical Development Plan for Greater Kampala Metropolitan Area (GKMA-PDP). The target year for GKMA-PDP is set to be the year of 2050.
- To formulate a Physical Development Plan for Greater Kampala Urban Growth Area (GKUGA) (GKUGA-PDP) by upgrading the KPDP. GKUGA-PDP's target year is 2050.
- To formulate a Physical Development Plan for Kampala Capital City (KCC) (KCC-PDP) by upgrading the KPDP. The target year for the KCC-PDP is 2040.
- To prepare guidelines for formulating detailed physical development plans (detailed PDPs) for the formulation of model plans.
- To establish an institutional mechanism (or platform) for promoting collaboration and coordination for implementing the Integrated Urban Development Master Plan for GKMA, which is a three-layer PDP system consisting of GKMA-PDP, GKUGA-PDP, and KCC-PDP

Study Area and Planning Areas of the Project

Study Area for the Project

Initially, the study area and planning area for the Project was Kampala Special Planning Area (KSPA), covering Kampala Capital City and part of Wakiso and part of Mukono Districts. The Kampala Special Planning Area (KSPA) was declared as a special planning area for KPDP by the Ministry of Lands, Housing and Urban Development (MoLHUD) in 2011. However, through a series of discussions with relevant ministries, departments and agencies (MDAs) and local territorial entities in this Project, it was realised that in the surrounding areas of Kampala Capital City, urbanisation has already expanded partly beyond the boundary of KSPA.

Therefore, the revised study area covering the administrative areas of Kampala Capital City, Wakiso District Local Government, Mukono District Local Government and Mpigi District Local Government was agreed as shown in Figure 1.



Source: JICA Expert Team

Figure 1 Revised Study Area covering the Greater Kampala Metropolitan Area (GKMA) consisting of Kampala Capital City, Wakiso District, Mukono District, and Mpigi District

Three Layers of Physical Development Plans and Three Planning Areas in GKMA

Within GKMA, the following three different types of geographical areas (three planning areas) were identified, requiring the formulation of different types of physical development plans (PDPs):

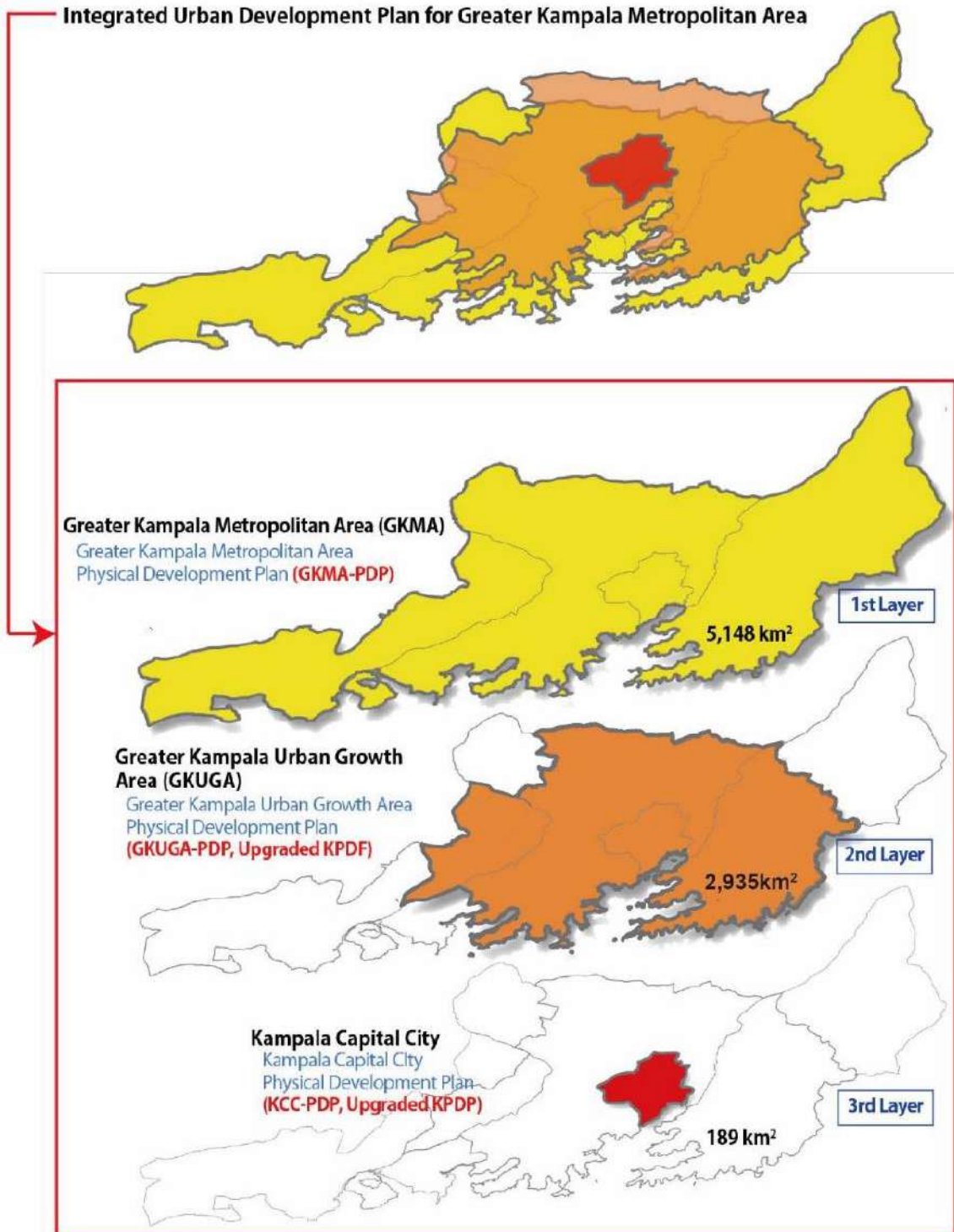
- “Greater Kampala Metropolitan Area (GKMA)” covering the administrative areas of Kampala Capital City and neighbouring three districts, which include both continuously urbanising areas and extensive rural areas. The area size of GKMA is 5,148 km².
- “Greater Kampala Urban Growth Area (GKUGA)” consisting of Kampala Capital City and its surrounding continuously urbanising areas including many municipal areas and towns. The Greater Kampala Urban Growth Area was set by covering the whole of Kampala Capital City, part of Wakiso District, part of Mukono District, and part of Mpigi District. Urban development should be promoted within the boundaries of the urban growth area, while continuous urban development beyond the boundaries of the Urban Growth Area should be discouraged.
- “Kampala Capital City”, which, is a highly urbanised area with national and regional-level functions of government administration, a commerce-service centre, an education centre and a health centre. Such high-level urban functions should service not only in the urban growth area, but also in GKMA, while some national functions are to be provided for the country as a whole.

According to the Physical Planning Act (Amendment 2020), the GKMA-PDP is a Regional Physical Development Plan because the four districts (KCC, Wakiso District, Mukono District and Mpigi District) are covered by GKMA. It was formulated for guiding balanced urban and rural development by setting a Special Planning Area for GKMA. This Special Planning Area for GKMA was declared by the Ministry of Lands, Housing and Urban Development (MoLHUD) based on the recommendation by the National Physical Planning Board (NPPB).

According to the Physical Planning Act (Amendment 2020), the GKUGA-PDP is also a Regional Physical Development Plan because it covers more than two districts. It was formulated for promoting integrated and sustainable urbanisation covering Kampala Capital City and its surrounding urbanising areas found in Wakiso District, Mukono District and Mpigi District, by setting the urban growth area, GKUGA.

According to the Physical Planning Act (Amendment 2020), the KCC-PDP is an Urban Physical Development Plan because KCC is a city which the whole jurisdiction area is highly urbanised.

These three layers of physical development plans are considered as a set of PDPs, which is an integrated development master plan in GKMA as shown in Figure 2.



Source: JICA Expert Team

Figure 2 Three-Layer System of Physical Development Plans in GKMA

GKMA-PDP

Future Vision for GKMA

The overarching Vision of GKMA is as follows:

“A liveable and sustainable metropolitan area with a competitive and innovative hub for Uganda and the East African Region, supported by strengthened infrastructure and developed human capital.”

GKMA’s vision is also intended to guide development and management efforts at the levels of GKUGA and KCC because GKUGA and KCC are part of GKMA.

Development Goals for GKMA

The following four goals were identified to be achieved for seeking this future vision of GKMA:

- [Goal of Economic Sectors Development] Development of urban centres and industrial growth corridors, job creation and investments are promoted for government administration, business sectors, manufacturing sectors and higher education and tourism sectors are promoted, business services and support are provided for manufacturing and other economic sectors within GKMA, as well as in Jinja-Kampala-Mpigi (JKM) Corridor. Taking advantage of improved potentialities of the JKM Corridor, especially due to the construction of the Kampala-Jinja Expressway, GKMA will promote the development of manufacturing industries and other economic sectors in the JKM Corridor, including part of GKMA. To seek this goal would make GKMA and GKUGA a primary centre of corporate businesses and international relation for the inland part of the East African Region, as well as for Uganda.
- [Goal of Integration and Functionality] Spatial integration and urban centre functionality should be enhanced in GKMA, especially in GKUGA, for improvement of economic productivity and social wellness by reducing severe traffic congestion and excessive concentration of urban functions in KCC for enabling better work and life balance in GKMA as a whole.
- [Goal of Liveability] The attainment of a liveable urban environment is promoted for citizens and visitors not only within GKUGA including KCC, but also outside GKUGA within GKMA.
- [Goal of Environmental and Social Sustainability] The environmental and social sustainability of GKMA should be promoted by paying attention to the following aspects:
 - Conservation and wise utilisation of wetland
 - Public accessibility/utilisation and environmental conservation of Victoria Lakefront areas
 - Improvement of residential environment of informal settlements

Socio-Economic Framework for GKMA and GKUGA

Table 1 shows the future population framework for GKMA and GKUGA by short, medium and long term. Table 2 illustrate the change of share of economic sector and growth rates by economic sector.

Population censuses have been conducted in Uganda almost every ten years. This Draft Final Report makes use of population census results up to 2014, which were available at the time of writing. On the other hand, the preliminary results of the latest population census, conducted in May 2024, were published on 27 and 28 June 2024. The preliminary figures include the national population and the population of each district in the country (by sex). At the time of the finalisation work of this Master Plan, consideration will be given to how to utilise these preliminary figures, and this will be reflected in the final version of the Master Plan.

Table 1 Future Population Framework for GKMA

		2014*	2020**	2030**	2040**	2050**
Kampala Capital City	Population	1,507,080	1,685,600	1,972,000	2,180,000	2,234,000
	Annual Growth Rate	-	1.88%	1.59%	1.00%	0.25%
Mpigi District	Population	253,770	301,342	435,000	662,000	998,000
	Annual Growth Rate	-	2.91%	3.74%	4.28%	4.20%
Mukono District	Population	596,804	745,000	1,109,000	1,644,000	2,346,000
	Annual Growth Rate	-	3.77%	4.06%	4.02%	3.62%
Wakiso District	Population	1,997,418	2,852,000	4,530,000	6,609,000	8,564,000
	Annual Growth Rate	-	6.12%	4.73%	3.85%	2.62%
GKMA	Population	4,355,072	5,584,000	8,046,000	11,094,000	14,142,000
	Annual Growth Rate	-	4.23%	3.72%	3.26%	2.46%
Outside Kampala Capital City in GKMA	Population	2,847,992	3,899,000	6,074,000	8,914,000	11,908,000
	Annual Growth Rate	-	5.37%	4.53%	3.91%	2.94%
GKUGA	Population	3,935,000	5,098,000	7,407,000	10,250,000	13,077,000
	Annual Growth Rate	-	4.41%	3.81%	3.30%	2.46%
Outside GKUGA in GKMA	Population	420,000	486,000	639,000	843,000	1,065,000
	Annual Growth Rate	-	2.43%	2.78%	2.81%	2.37%

Source*: UBOS

Source**: JICA Expert Team

Table 2 Future Economic Framework for GKMA

	GRDP (Shilling Billion, at 2009/10 constant prices)	Primary Sector (%)	Secondary Sector (%)	Tertiary Sector (%)
2020 (Estimated)	56,714	17.2	35.5	47.3
2025 (Projected)	75,063	16.1	35.4	48.5
2030 (Projected)	108,400	13.8	35.7	50.5
2035 (Projected)	165,488	11.4	35.4	53.2
2040 (Projected)	259,614	9.2	34.8	55.9

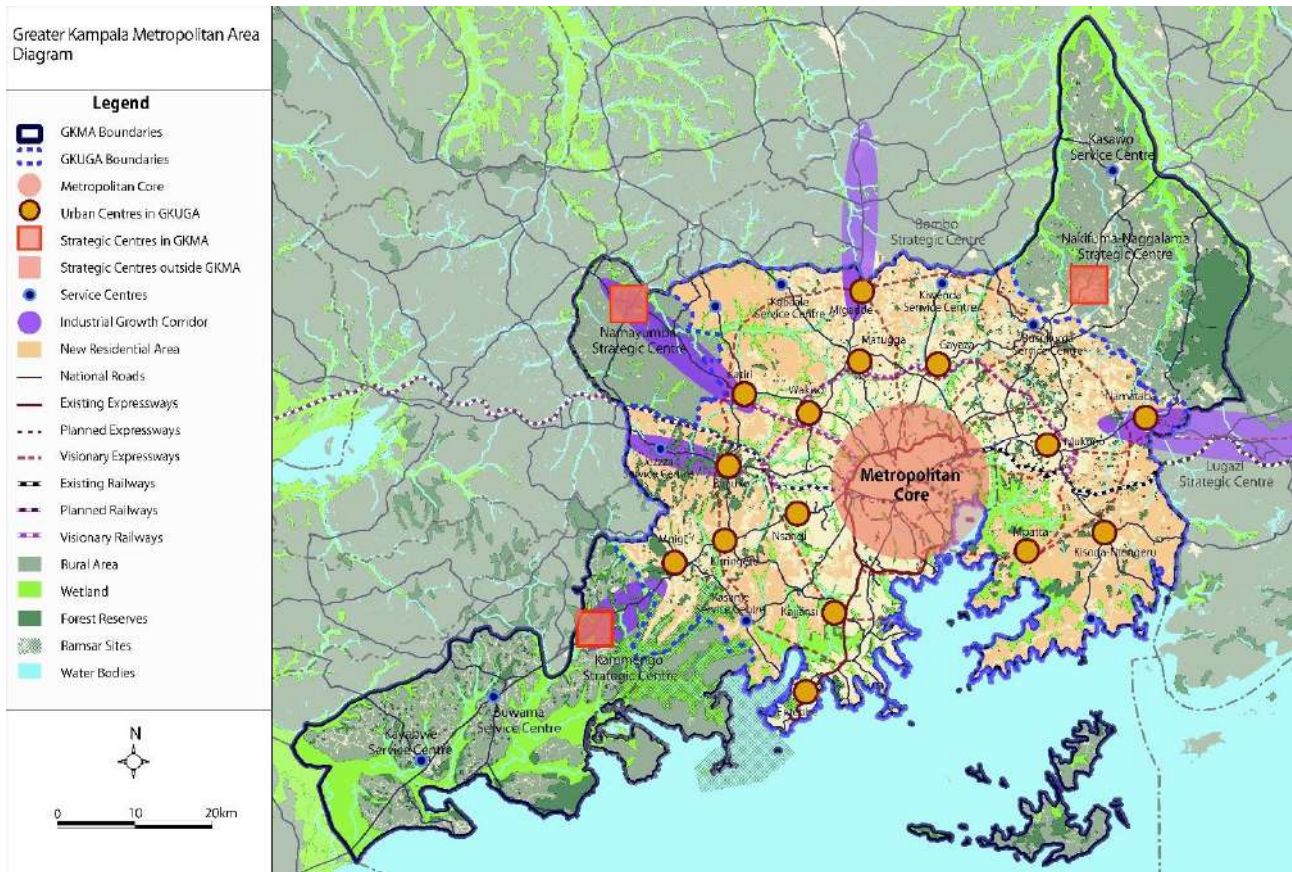
Source: JICA Expert Team

Future Spatial Diagram for GKMA

The future spatial diagram of GKMA is composed of the following four major aspects of spatial development:

- Landscape (Natural Areas)
- Housing (Residential Areas)
- Jobs (Urban Centres and Corridors)
- Connectivity (Transportation)

These different aspects of the future spatial diagram of the GKMA-PDP at the target year 2050 are depicted by different spatial elements. The future spatial diagram as shown in of the GKMA-PDP is prepared for guiding spatial development in GKMA.



Source: JICA Expert Team

Figure 3 Future Spatial Diagram of GKMA

GKUGA-PDP

Development and Management Goals for GKUGA

To get closer to the realising the Vision for GKMA described above, the following five development and management goals should be sought:

- To seek prosperous, stable and green “Urban Economies” by attracting investment in business, manufacturing, international tourism, higher education, and advanced health
- To accommodate high urban functions by developing decentralised urban centres, securing urban mobility and utilising Smart Technology
- To seek inclusive society by developing public transportation
- To manage liveable urban environment with green and open space
- To enhance resilient against climate change and disasters

Overall Issues on Urban Development in GKUGA

The overall issues of GKUGA are as follows:

- Weak business support functions to promote development of economic sectors
- Insufficient infrastructure to support manufacturing and logistics industries in GKUGA outside Kampala Capital City
- Difficulties to transform a mono-centric structure to a multi-nucleus structure in GKUGA
- Too much concentration of urban function in Kampala Capital City causing serious traffic congestion
- Long travelling time
- Large urban population living under poor infrastructure in Kampala Capital City
- Insufficient water supply outside Kampala Capital City
- Insufficient power supply outside Kampala Capital City

- Lack of coordination among local governments for solid waste management
- Insufficient drainage facilities and lack of drainage master plan for outside Kampala Capital City
- Poor sanitation condition in informal settlement
- Degraded wetland due to encroachment caused by population increase and urbanisation, inflow of black water and sedimentation of wetlands
- As the urbanisation occurs rapidly outside Kampala City, water-related pollution would worsen outside Kampala Capital City.
- Urban areas in good condition with appropriate plan have not been developed in the suburban areas outside Kampala Capital City
- Along the radial roads outside Kampala Capital City, administration and commercial centres are developing and the concentration of their functions has already begun. Around such centres, settlement areas for low-income population are emerging, and without proper intervention, densely populated areas without basic infrastructure will be common in the suburban areas as well.

Overall Objectives for Urban Development in GKUGA

The following overall objectives are set for urban development in GKUGA:

- To develop competitive and vibrant economic sectors including not only commercial, services, and government administration, but also manufacturing sector and business sectors that will provide residents of GKUGA with enough employment opportunities in both formal and informal sectors by transforming the monocentric, congested, inefficient and fragmented spatial structure of GKUGA into a polycentric spatial structure within the GKUGA, but also a strongly integrated spatial structure within GKMA as a whole, but also with the JKM Corridor
- To enhance the healthy and resilient residential environment and urban amenity for enjoyable lives of people by providing basic infrastructure and developing urban centres within GKUGA outside Kampala Capital City, as well as within Kampala Capital City
- To promote environmental sustainability of GKUGA in harmony with lakefront areas and wetlands by developing a lakefront metropolitan together with wisely used and conserved wetlands
- To promote social sustainability and attain healthy residential areas by improving high-density and deteriorated environments of slums and supporting residents' livelihood by applying in-situ solutions, as well as paying attention to the economic and financial values of slums

Overall Strategies for Urban Development in GKUGA

Seven most important overall strategies are identified as follows:

1. To facilitate the implementation of the formulated integrated urban development master plan (three layers of physical development plans) in GKMA by establishing an Institutional Framework consisting of a technical coordination group (a compact and multi-sectorial group of government officers) and Joint Coordinating Committee consisting of a variety of MDAs and seven territorial local governments in GKMA
2. To transform the current Monocentric Spatial Structure to a Polycentric Spatial Structure within the GKMA/GKUGA by promoting Metropolitan Centres outside KCC within GKUGA => **Climate Change Strategy**
3. To strengthen a multi-modal public transportation network for supporting the development and operation of the Polycentric Spatial Structure of GKUGA => **Climate Change Strategy**
4. To strengthen the urban core functions in GKUGA by expanding CBDs (Primary Urban Centres) and developing Secondary Urban Centres not only in KCC, but also its surrounding areas within GKUGA
5. To promote development of industrial areas in the JKM Corridor not only by designating Industrial Growth Corridors, but also by providing necessary infrastructure for industrial operation
6. To promote Wetland Conservation and Wise Use by applying different approaches to KCC, GKUGA and GKMA => **Climate Change Strategy**
7. To promotion of land use management of Victoria Lakeshore in GKMA/GKUGA for enhancing public amenity and environmental conservation

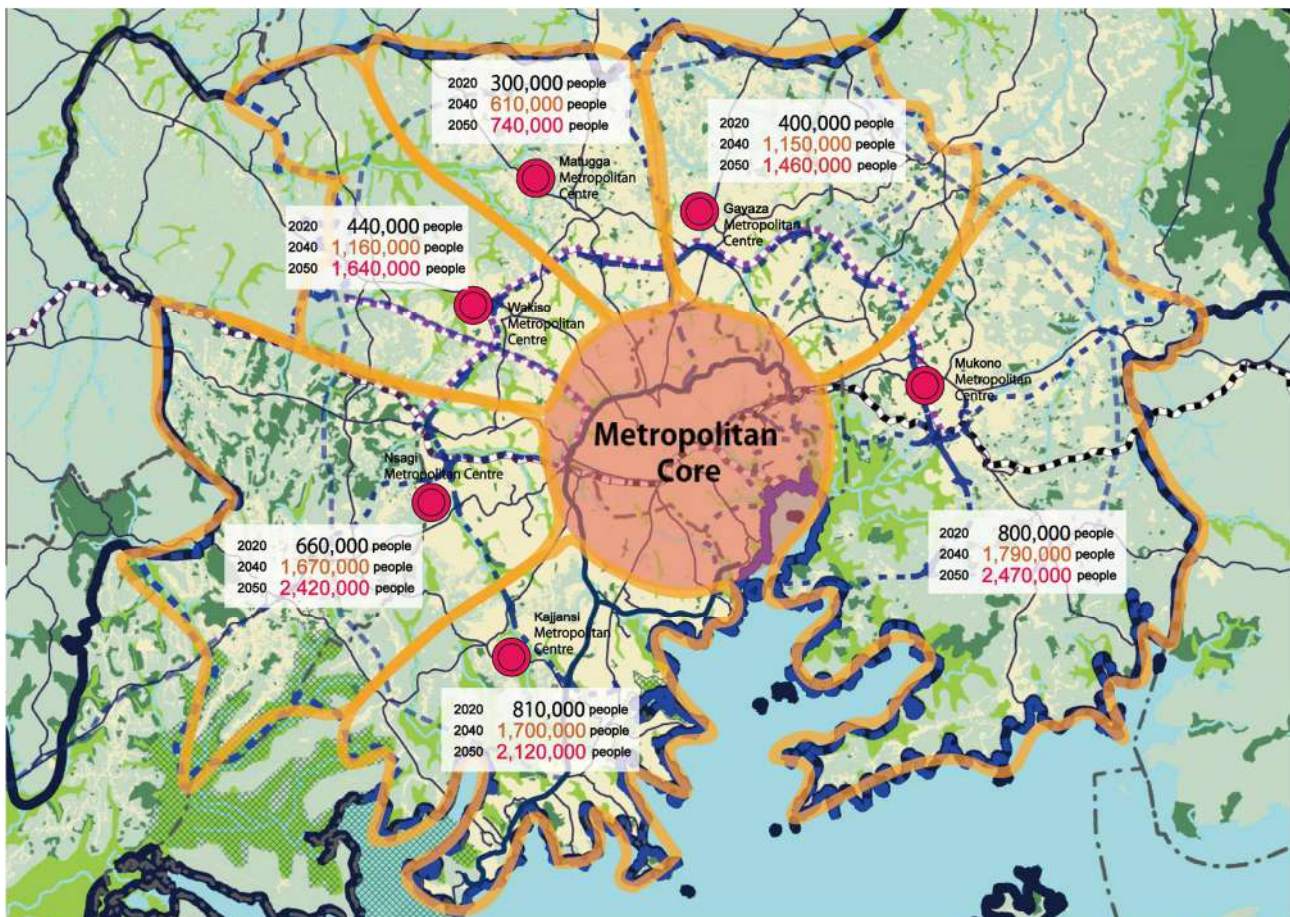
The above strategies of No.2, No.3 and No.6 are also those of Climate Change Strategies. No.2 and No.3 are mitigation strategies for Climate Change. No.6 and improvement of drainage facilities (Drainage Sector Strategies) are adaptation strategies to Climate Change.

in Metropolitan Centres' influential areas are forecast to grow rapidly and largely as shown in Figure 5.

Table 3 Hierarchy and Characteristics of Urban Centres in GKMA (2050)

	Functions and Job Opportunities	Influential Areas	Other Characteristics
Primary Urban Centres (CBD) Order 1	Providing Buildings for National Government Offices, Major Business Corporation Offices, Major Commercial/Service Facilities, and Advanced Education and Health Functions, as well as Providing a Large-Sized Volume of Job Opportunities	East African Region, Uganda, Central Region, GKMA, GKMA and KCC	Urban Centres composing the Urban Core (Administrative and Business Centres) of GKUGA At the same time, accommodating mixed-use buildings of commercial, residential and hotels, as well as recreational.
Secondary Urban Centres Order 2	Providing Functions of National Government Offices, Major Business Corporation Offices, Commercial/Service Facilities, Education, and Health Functions, as well as Providing a Medium-Sized Volume of Job Opportunities	GKMA and GKUGA	Urban Centres Supporting the CBDs
Metropolitan Centres Order 3	Providing Major Urban Centres of GKUGA outside KCC, having Local Government Offices, Business Corporation Offices, Commercial Facilities, and Advanced Service Functions of Health and Education, as well as an Increasing Number of Job Opportunities	Wide Areas (outside KCC) Surrounding the Metropolitan Centre Providing Jobs and Services	Located at junctions of major radial roads or radial expressways and planned ring expressways
Urban Sub-Centres Order 4	Providing Functions of Local Government, Commercial, and Services to Support Primary and Secondary Urban Centres, as well as Providing Some Job Opportunities	Surrounding Areas of the Urban Sub-Centre along a Radial Road	Spontaneously developed centres located along the radial roads from the CBDs
Suburban Centres Order 4	Providing Functions of Major Centres located in Fring Areas of GKUGA outside KCC, having Local Government Offices, Business and Commercial and Service Facilities	Areas (outside KCC) of Surrounding the Suburban Centre Providing Jobs and Daily Services	Located along major radial roads
Strategic Centres Order 5	Providing Major Centres of GKMA outside GKUGA, having Local Government Offices, Business and Commercial and Service Functions for an Industrial Growth Corridor, as well as for Surrounding Rural Areas	Wide Areas (outside GKUGA) of Surrounding Rural Areas, as well as Industrial Growth Corridors.	Located along major radial roads
Service Centres Order 6	Providing Lower-Level Local Government, Basic Commercial and Service Functions for Surrounding Rural Areas	A Small Coverage of Surrounding Rural Areas	Service Centres for neighbouring areas

Source: JICA Expert Team



Source: JICA Expert Team

Figure 5 Population of Influential Areas (Service Areas) of Metropolitan Centres in GKUGA, 2020, 2040 and 2050

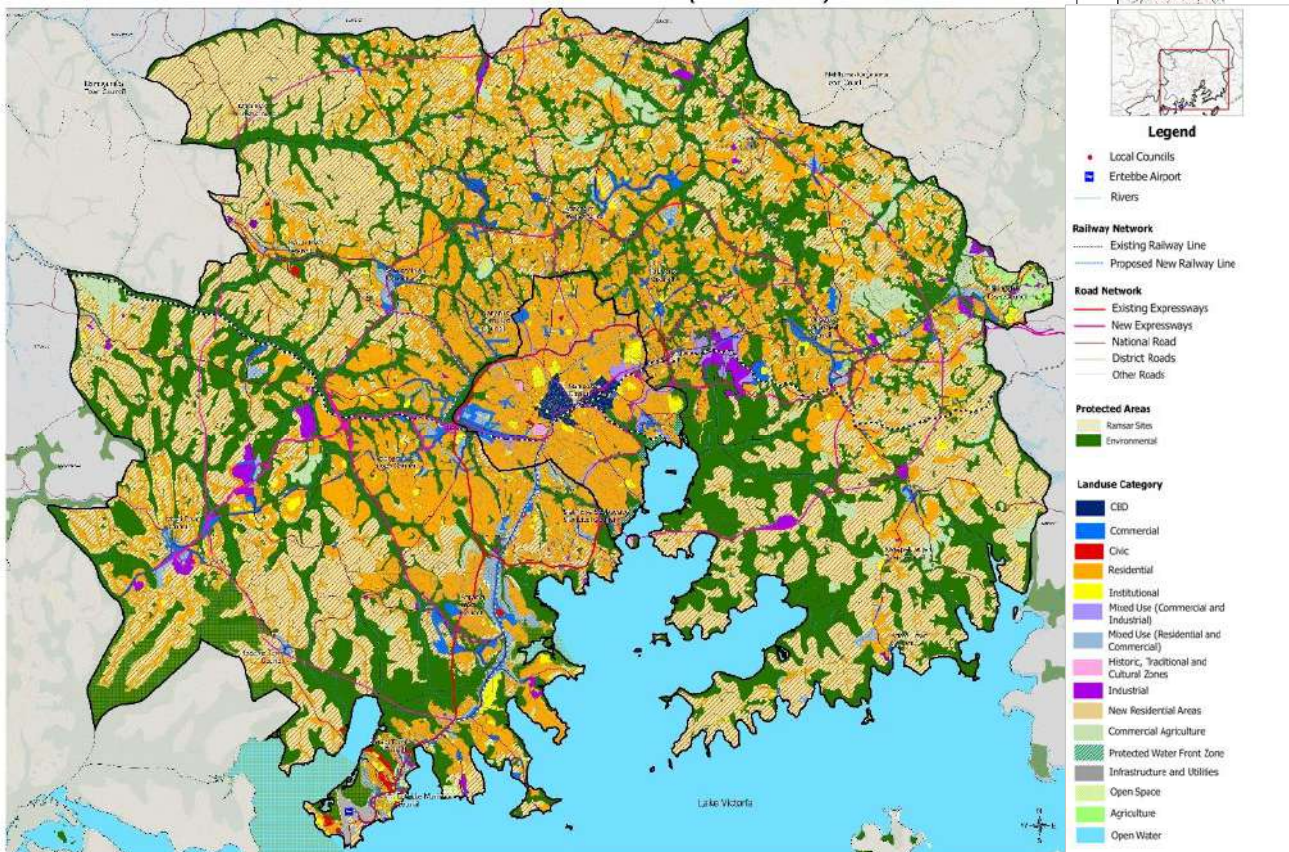
General Land Use Plan for GKUGA

Based on this future urban spatial structure prepared for GKUGA, a general land use plan was prepared for GKUGA, as shown in , for the following purposes:

- To show the boundaries for GKUGA, which are to be used for limiting the “continuously urbanising areas” within the GKUGA
- To indicate major land uses (commercial and mixed use for urban centres, existing and future residential areas, and protected areas) based on the future urban spatial structure of GKUGA
- To indicate locations of major infrastructures, such as arterial roads, expressways, railways and LRT/MRT routes based on the future urban spatial structure and various sector infrastructure plans
- To show other new land uses, such as new residential areas, new commercial areas, and mixed-use areas, in addition to existing land uses

The General Land Use Plan for GKUGA does not have legal power of development control over actual development activities. However, it will be an important tool for guiding the formulation of lower-level PDPs and infrastructure development plans.

In urban centre areas, the detailed PDPs should be prepared for guiding urban development by indicating possible commercial and mixed-use areas, and by providing development incentives (through raising FARs and changes in permissible building uses) for attracting commercial and mixed-use development. Moreover, in urban centre areas, the General Land Use Plan indicates the possible routes and spaces for arterial road widening, new construction of expressways, heavy railways, LRT/MRT routes.



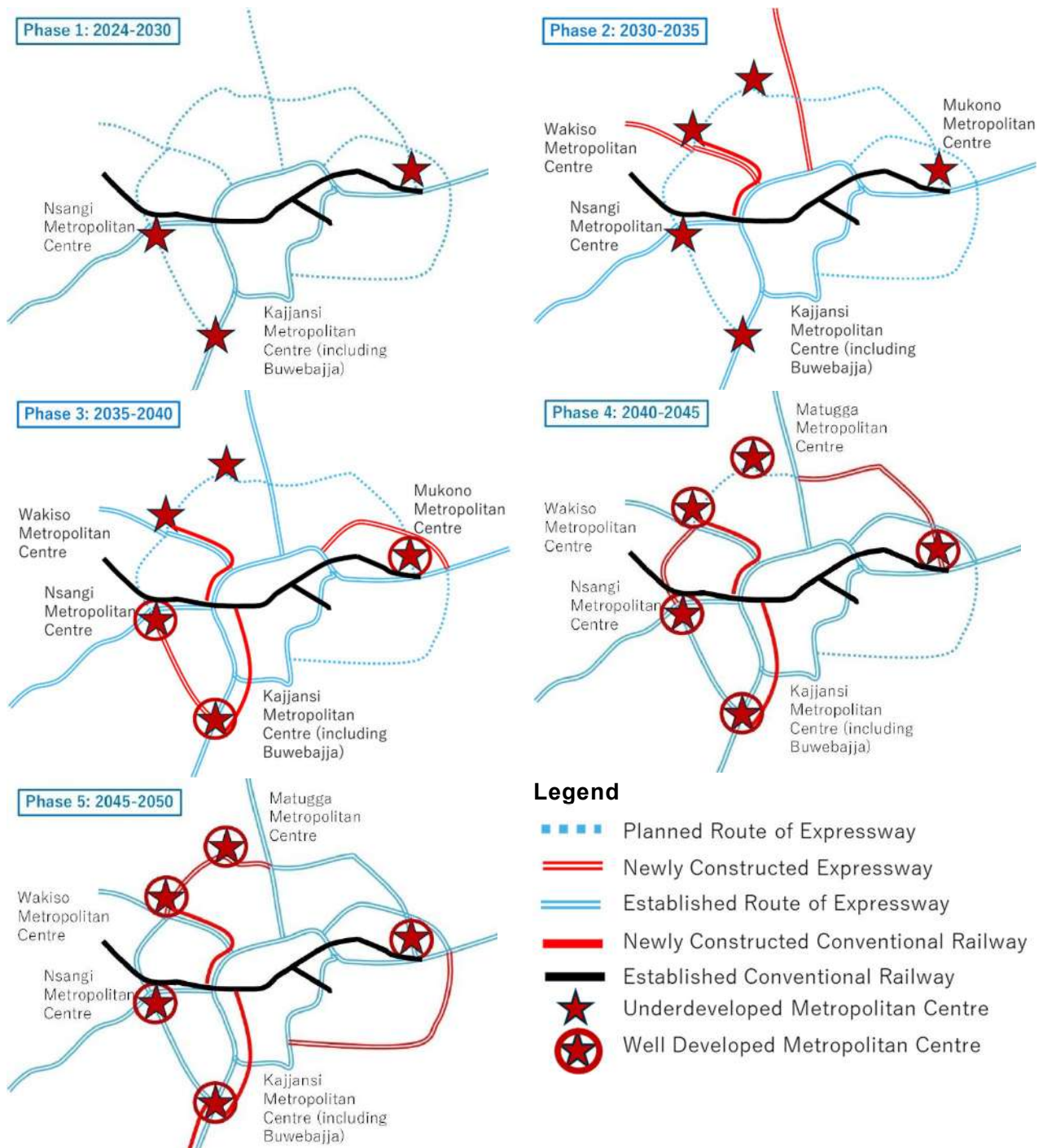
Source: JICA Expert Team

Figure 6 General Land Use Plan for GKUGA (Version June 2024)

Phased Development for GKUGA

Paying attention to the present severely congested road traffic situation, urban development outside KCC should be promoted together with urban centre development for seeking a polycentric and widely distributed spatial structure. Urban centre development could be promoted by developing strong connectivity through transportation modes.

According to the GKMA-IUDMP, such strong connectivity can be attained by constructing a good and wide-coverage of expressway network and BRT operation, upgrading heavy railways, and establishment of LRT/MRT routes. Therefore, a phased scenario of formation of spatial structure is composed considering the combination of urban centre development (especially Metropolitan Centres) and expressway network development, as well as BRT routes, heavy railways and LRT/MRT routes, as shown in Figure 7.



Source: JICA Expert Team

Figure 7 Phased Development Plan for GKUGA

KCC-PDP

Objectives for General Land Use Plan for Kampala Capital City

The objectives for formulating a general land use plan for Kampala Capital City are as follows:

- To promote effective use of land that can vitalise economic activities in KCC
- To promote transit-oriented development (TOD) along heavy railways, BRT routes (on both arterial roads and expressways), and LRT/MRT routes in KCC
- To indicate infrastructure needs and locations in KCC

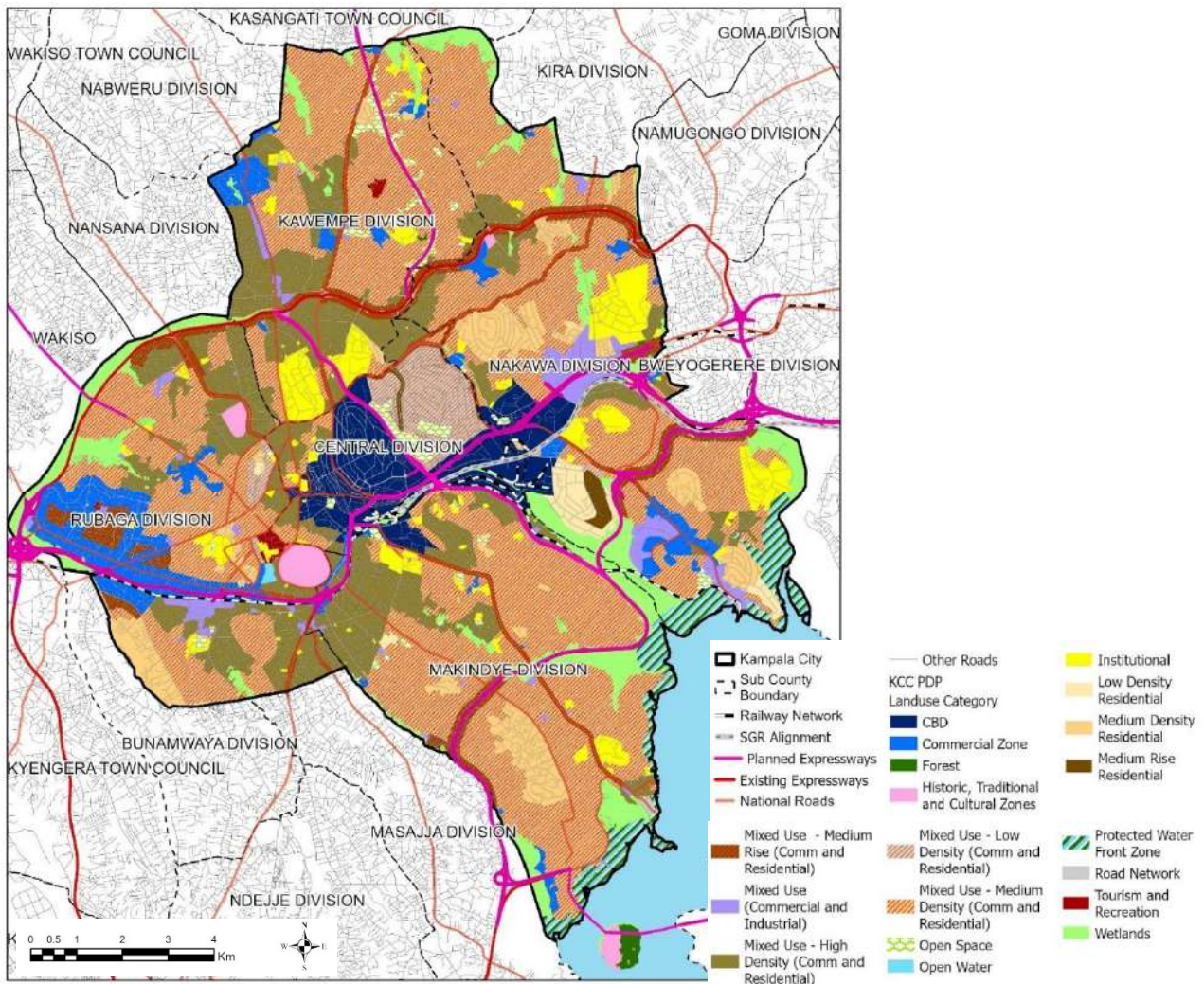
Land Use Policies for Kampala Capital City

By considering the present condition including urbanisation issues of KCC and future directions for KCC, the following land use policies are proposed:

- To expand the areas for CBDs for accommodating commercial and business activities with high productivity, high-skilled industry, headquarters function as primary centres not only for Uganda but also for East African Region
- To create Secondary Urban Centre Areas in selected areas with good accessibility to expressways and arterial roads, as well as railways and future rail-based transits, to support the CBD functions
- To allow the development of commercial and mixed-use areas along arterial roads while promoting the expansion of CBDs and Secondary Urban Centre areas.
- To promote Medium-Rise Mixed-Use areas (Commercial and Residential) along major expressways and arterial roads, by which transit-oriented development (TOD) could be promoted
- To promote the expansion of higher-density residential areas where multi-story buildings can be built to accommodate an increasing number of populations in an improved living environment by changing land uses from residential to Medium Density Mixed Use (Commercial and Residential)
- To promote the development of Low-Density Mixed-Use areas (Commercial and Residential) on selected areas of existing residential areas with relatively large plot size and low-rise buildings
- To control developments on wetlands that function as waterway and natural ecosystem

General Land Use Plan for Kampala Capital City

The general land use plan for KCC is shown in Figure 8.



Source: JICA Expert Team

Figure 8 General Land Use Plan for Kampala Capital City

Institutional Framework for Implementation of GKMA-IUDMP

Establishment of a compact-sized Technical Coordination Committee should be established for promoting collaboration and coordination among MDAs and local governments related to GKMA for the implementation of the formulated master plan for GKMA.

The objectives of the establishment of the Technical Coordination Committee for GKMA-IUDMP are as follows:

- To promote coordination and collaboration among MDAs and local governments in charge of implementation of GKMA-IUDMP
- To monitor and follow up the preparation and implementation of development strategies and priority projects in GKMA
- To establish and organise Technical Working Group (TWG) meetings for technical discussion and Joint Coordination Committee (JCC) meetings for decision making regularly (once a year or so)
- To prepare and organise roundtables involving development partners with a frequency to be determined by members (presumably around once per year)

To enable efficient and smooth collaboration and coordination among different sectors and areas, the following MDAs and local governments are recommended as members of the Technical Coordination Committee:

- MKCC&MA: Leader
- MoLHUD: Technical Co-Leader
- NPA
- MoLG
- MoWT
- MWE
- UNRA
- URC
- 9 Territorial Entities (Local Governments)
 - 4 Districts (KCCA, Wakiso, Mukono, Mpigi)
 - 5 Municipalities (Makindye-Ssabagabo, Entebbe, Mukono, Nansana, Kira)

A Minutes of Understanding (MOU) should be signed among relevant entities (key MDAs and local governments) and MKCC&MA for establishment and operation of the Technical Coordination Committee.

On the other hand, it is necessary to consider how to involve and refresh the current physical planning committees of local governments and KCCA.

The following matters should be determined by preparing a Terms of Reference (TOR) and signed as part of the MOU:

- Definition of the Coordination Platform for GKMA-IUDMP
- Principles of the Coordination Platform for GKMA-IUDMP
- Organisational Members of the Coordination Platform for GKMA-IUDMP
- Steering Functions of the Coordination Platform for GKMA-IUDMP
- Focal Points of the Coordination Platform for GKMA-IUDMP
- Secretariat Functions of the Coordination Platform for GKMA-IUDMP
- Coordination Meetings of the Coordination Platform for GKMA-IUDMP

This institutional framework for the implementation of the GKMA-IUDMP to be prescribed by the TOR mentioned above should be an integrated part of the master plan documents to be recommended by the National Physical Planning Board to the Minister of MoLHUD for approval by the Cabinet.¹

¹ According to the Physical Planning Act (Amendment 2020), the regional PDPs is to be approved by the Cabinet.

Strategic Environmental Assessment (SEA)

Strategic Environmental Assessment (SEA) is defined in the Environment Act 2019 as a systematic and comprehensive process to assess the likely environmental, health and social impacts of policies, plans and programmes and their alternatives. Also, it is intended as ensuring that they are integrated at the earliest stages of decision-making and are appropriately addressed with equal importance to economic and other strategic considerations.

In parallel to the process of formulating the Integrated Urban Development Master Plan, the Project implemented a SEA process in accordance with Uganda's National Environmental Regulations (Strategic Environmental Assessment) 2020. As the implementing agency for the formulation of this Master Plan, in line with the National Environmental Regulations, the MKCC&MA established a Multi-Sectoral Technical Committee (MSTC) to guide the SEA process, in which a SEA Study was conducted by a team of consultants (SEA Team) selected by the JICA Expert Team.