

CHALLENGES AND OPPORTUNITIES FOR ADVANCING RESILIENCE TO CLIMATE CHANGE IN UGANDA

Annual trends in resource allocation to the primary climate resilience sectors of ENR and Agriculture have remained below national and international policy targets. Over the period 2016/7 to 2020/21, growth in annual budget allocation for climate resilience actions averaged less than 50% for the ENR sector while 22.2% denoted average annual growth for the Agriculture sector. Based on the findings of this survey and previous surveys, this policy brief describes the resource allocation achievements, gaps, opportunities, conclusion and major policy recommendations for advancing climate resilience actions.

Uganda has made significant commitments towards developing a robust regulatory framework for Climate change by adopting International, Regional and Country enabling frameworks:

- i. Signatory to the United Nations Framework Convention on Climate Change (UNFCCC) the Kyoto Protocol 1997, Comprehensive Africa Agriculture Development Program (CAADP).
- ii. Uganda Constitution calls for management of the environment for sustainable development and empowers parliament to enact laws that; protects and preserves the environment
- iii. Uganda's Vision 2040 recognises the importance of addressing the challenges of climate change to champion sustainable economic and social development.
- iv. The NDP III (2020/21-2024/25) that espouses the goal of stopping and reversing the effects of Climate Change on economic growth and livelihood security
- v. Environment Act 2019
- vi. National Climate Change Policy (NCCP) and its costed implementation Strategy 2013
- vii. Intended Nationally Determined Contribution (INDC) (2015)
- viii. National Adaptation Plan for the Agriculture Sector, 2018 (NAP-Ag),
- ix. Uganda Sustainable Land Management Strategic Investment Framework (2010 – 2020);
- x. 10-year Climate Smart Agriculture Program (2015-2025);
- xi. guidelines for mainstreaming Climate change into activities which has influenced the ASSP and the associated instruments
- xii. National Policy for Disaster Preparedness and Management (2010);

Implication: The robust legal and regulatory framework provides an opportunity for advancing resilience to climate change.

Policy Recommendation: The Climate Change Committee of Parliament should cause the expeditious tabling and discussion of the National Climate Change Bill, 2020 for enactment of an Act of Parliament for purposes of mainstreaming commitment and sanctions for non-adherence to the Uganda Climate Change Policy and sector declarations.

Significant fundraising initiatives have been devised to finance Climate change resilience initiatives off the government budget:

MWE and MAAIF have demonstrated capacity to fundraise for Climate resilience projects. Over the last ten years, more than USD 76,346,500 has been mobilised by the MWE and MAAIF from UNPD, FAO, GEF, UNEP world bank, Forest Carbon Partnership Fund to champion climate resilience initiatives on projects like;

- a. Building Resilient Communities,
- b. Wetland Eco-systems and Associated Catchments,
- c. Fostering Sustainability and Resilience for Food Security in Karamoja sub-region,
- d. Integrated Landscape Management (ILM) for Improved Livelihoods and Ecosystem Resilience in Mount Elgon,
- e. Enhancing Resilience of Agricultural Landscapes and Value Chains in Eastern Uganda – Scaling up CSA Practices;
- f. Enhancing the environmental sustainability and resilience of agricultural production to land degradation and climate risks (ATAAS-SLM);
- g. Uganda's National REDD+ PROGRAMME-E,
- h. Kalagala Offset,
- i. Enabling Environment for SLM to overcome land degradation in the cattle corridor of Uganda
- j. Natural Capital Accounting (NCA) program
- k. Trans boundary Agro-Ecosystem Management Programme for the Kagera River Basin (Kagera TAMP)

Impact of climate change resilience actions is not easily ascertainable since the results are not immediate. There is no comprehensive system for documenting and replicating such lessons especially in planning and budgeting for similar climate change resilience initiatives.

Policy Recommendation: The Finance Development Committee should champion consolidating and documenting lessons learnt from donor funded projects for replication. The Ministries should periodically examine results and implementation challenges from such projects to provide innovative ideas since such projects integrate local/ indigenous and international knowledge.

ENR sector budget allocations have increased annually by less than 50% of the sector projected funding thereby implying the sector will not achieve any of its 2030 targets.

Water and Environment Sector Strategic Investment Plan (SSIP) 2018- 2030 illustrated three funding scenarios of Business as Usual (BAU), Moderate I (MOD-L) and Moderate II (MOD-H) respectively denoted by subsequent year's increase in budget allocation by less than 50%, slight increase by 50% (equal to UGX 1200B) and tripling the funding levels (equal to UGX 2400B), (MWE,2018). Moderate II (MOD-H) funding scenario signifies a growth rate for imminent attainment of climate resilience set targets by 2030(MWE, 2018).

	2016/17	2017/18	2018/19	2019/20	2020/21
Annual Budget Allocation Growth Rate		43.9%	21.2%	-31.3%	42.7%
Annual % Budget Release	65.6%	82.0%	77.3%		
Annual Absorption rate	95.6%	96.4%	97.5%		

Funding levels represented by the resource allocation structure has consistently fallen within the *Business as Usual* financing scenario implying the sector will not achieve any of its set targets by 2030.

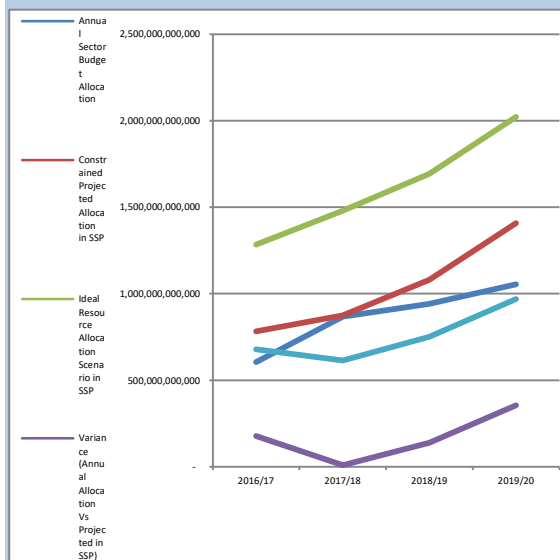
Policy Recommendation: The Department of Climate Change under the Ministry of Water and Environment should be strengthened with adequate financial, human and infrastructure capacity to champion implementation of the climate change policy in the Country.

Resource allocation criterion to the ENR and Agricultural sectors at District level is qualitatively adopted and highly variable

	Average Values of Specified Budget Allocation Indicators for Period 2016/17 to 2020/21 by sampled District					
Indicators	Kyenjojo	Kyegegwa	Arua	Buduuda	Kasese	Isingiro
% Production to Dist. Budget	8.8%	7.8%	5.0%	6.0%	5.2%	8.1%
% Water & Env to District Budget	3.6%	4.1%	3.0%	3.9%	3.1%	5.4%

Growth in annual average resource allocation to the agricultural sector is deduced as 22.2% over the period 2016/7 to 2020/21

Agricultural Sector Strategic Plan (ASSP) 2015/16 to 2019/20 prescribed the constrained budget allocation and the ideal case scenario. Aided by a four-year moving average, the constrained resource allocation criteria was set at UGX 1,036,625 M while the four-year moving average for the ideal case scenario was set at UGX 1,620,025M.(MAAIF 2016).



The sector continues to grapple with resource malaise at macro sector resource allocation level that inevitably and adversely affects availability of funding to climate resilience actions;

Policy Recommendation: Through the Budget Committee, Parliament should champion evaluation of responsiveness to national climate resilience budgeting targets embedded in ministerial policy statements.

Parliament should consider instituting a mechanism where Private Developers¹ are compelled to make financial contributions to climate resilience actions in line with the benefits accruing to their investments due to climate resilient ecosystem and communities. This could also be buttressed with a revenue enhancement strategy to provide off-sets for degraded ecosystems by the specific private sector led development actions.

The sharp increase in funding point to the reactionary nature of allocation to the two sectors. The abrupt increase in funding to the two sectors in Isingiro is a response to the prolonged drought that hit the District in 2016.

Policy Recommendations:

The Ministry of Water and Environment should strengthen the effectiveness of the District Environment Committees so that they can deliberate on issues and actions for advancing climate change resilience. District Environment Committees should among others; periodically review responsiveness of the District Development Plans to climate change, support fund raising initiatives for Climate Change interventions and approval of an annual calendar of committee meetings.

The District Production Department working together with

¹ Case of factories, fuel stations etc

Annual Budget Allocation Growth Rate- W&E	7.0%	12.1%	396.5%	9.7%	22.5%	174.5%
Annual Budget Allocation Growth Rate- Production	72.1%	61.6%	181.8%	27.7%	75.4%	154.2%

the District Statistician should undertake periodic surveys and publication of findings regarding status of the climate change resilience interventions, impact, social practices in line with climate change, challenges and lessons learnt. Finds of such surveys should be an agenda item on one of the scheduled District Environment Committee meetings.

Insufficiency of Staffing in the department of climate:

A baseline study conducted in 2012 across selected institutions in Uganda and the different sectors, indicated the need to strengthen human skills and capacity development for purposes of addressing climate change. (Ministry of Water and Environment Climate Change Unit June 2013). This informed the preparation of the National Strategy and Action Plan to strengthen human resources and skills to advance green, low-emission and climate-resilient development in Uganda 2013 - 2022. However, the proposed interventions are yet to be fully implemented.

Policy Recommendation:

Ministries of Local Government and Public Service should strengthen the human resource capacity of local governments with respect to climate resilience planning and budgeting;

Ministry of Public Service should undertake a workload analysis to establish the required human resource at all levels to fully champion climate change in the country.

Dysfunctional District Environment Committees:

Funding modalities for operationalizing District Environment Committees² as provided for by the National Environment Act 2019 are yet to be documented and as such the functional effectiveness of these structures has remained in abeyance at the district level hence cross-Sectoral coordination of environmental matters have continued to remain unattended to.

Policy Recommendation: The Ministry of Water and Environment should strengthen the effectiveness of the District Environment Committees so that they can deliberate on issues and actions for advancing climate change resilience. District Environment Committees should among others; periodically review responsiveness of the District Development Plans to climate change, support fund raising initiatives for Climate Change interventions and approval of an annual calendar of committee meetings

Infective Coordination of Climate Change actions at District Level:

While Government Public Service designated the District Natural Resources Officer (DNRO) as the Climate Change Focal person within Local Governments, there has been no instrument officially requiring the DNRO to coordinate report and enforce climate change interventions within the District. Consideration of Climate Change and Mineral Development as cross cutting issues at district level has provided ground for ineffective planning, reporting and coordination of climate change actions. In effect, Climate Change is left to everybody and nobody takes responsibility. The practice of UNMA coordinating with the line department at local government levels on only specific activities like information dissemination has aggravated the effects of not mirroring the aspiration of the Climate change department and UNMA at local government level.

Policy Recommendation

Beyond the climate desk, the Ministry of Public Service should provide for a climate change sector working group, regularise Climate Change Focal Persons at all levels and make climate change interventions/innovations one of the components for appraisal rating for Public Servants.

The CSOs and networks should support capacity building for skills and knowledge enhancement of their members to effectively engage in planning and budgeting processes at both local and national levels with a target of influencing resource allocation and investments for building community resilience to climate change in the agriculture and water and Environment Sectors.

Conclusion

Whereas the government of Uganda has instituted a compressive framework for championing climate reliance, the study has brought to light the glaring gaps in climate resilience budget allocation evidenced by trends that fall below the policy targets embedded in National planning frameworks and international declarations to which Uganda subscribes.

The criterion for resource allocation at district level is largely sentimental rather than grounded in technical principles thereby impeding proper climate resilience intervention setting and actualization.

Key gaps identified include regulatory and human capacity inadequacies both at National and local levels which have impeded planning, mainstreaming and implementation of climate resilience interventions. The gaps calls for a deliberate policy shift aimed at enhancing sustained funding Agriculture and Water and Environment as front-line sectors for sustained climate resilience.

References

Ministry of Finance Planning and Economic Developed,
*Approved Estimates of Revenue and Expenditure
(Recurrent And Development)*

² Every district shall establish a district environment and natural resources committee, which shall comprise—The District Chairperson; (b) the Members of Parliament from the district; (c) the Resident District Commissioners; (d) the Secretary for environment; (e) the District Natural Resources Officer; who shall be the secretary; (f) the Chief Administrative Officer; (g) the district engineer; (h) the town clerk; (i) the Mayor, town clerk and secretary responsible for environment at the urban council; (j) the district planner; (k) the physical planning officer; and (l) community development officer.

2015/16,2016/17,2017/18,2018/19,2019/20,
Budget Framework Paper 2015/16,
2016/17,2017/18,2018/19,2019/20, Budget
Performance Reports 2015/16,
2016/17,2017/18,2018/19,2019/20. Vision 2040,
National Development Plan III (FY 2020/2021-
2024/2025). National Development Plan II (FY
2015/2016-2020/2021).

Parliament of Uganda, 2015, *Public Finance Management Act 2015, the National Forestry and Tree Planting Act 2003, the National Environment Management Authority (NEMA) Act, 1995 the National Forestry and Tree Planting Act 2003.*

Ministry of Water and Environment, *Climate Change Policy 2015, Ministerial Policy Statements for MoWE (FY 2015/16-2019/2020), Annual Sector Plans and Budgets for MoWE, NEMA, NFA and Uganda Meteorological Authority (FY 2015/16-2019/2020), Uganda National Climate Change Policy, Standard National Climate Change Indicators and Indicator Reference Sheets 2018, The National Strategy and Action Plan to Strengthen Human Resources and skills to advance green, low emission and climate resilient development in Uganda (2013-2022).*

Ministry of Agriculture, Animal, Industries and Fisheries, *Ministerial Policy Statements for MAAIF (FY 2015/16-2019/2020) Annual Sector Plans and Budgets for MAAIF, (FY 2015/16-2019/2020, Uganda SMART Agriculture Country Programme, National Adaptation Plan (NAP –AG).*

Environmental Alert, 2007, *Investment Trends & Public Expenditure Decisions: Lessons from Components of the Environment and Natural Resources (ENR) and Agriculture Sectors in Uganda.*

Climate action Network Uganda and CSOs network, 2018, *Civil Society Position on State of Climate Resilience and COP 24/CMP 14/CMA 1.3.*

Joel B. Smith, 2014, *Development and climate change adaptation funding: coordination and integration.*

Henny Osbahr, Peter Dorward, Roger Stern and Sarah Cooper 2010, *Supporting Agricultural Innovation In Uganda To Respond To Climate Risk: Linking Climate Change And Variability With Farmer Perceptions.*

Wendy Okolo, Jennifer Twyman, Edidah Ampaire and Mariola Acosta AUGUST 2015, *Findings from a qualitative policy study in Nwoya and Rakai districts.*

UBOS 2020, *Towards Ecosystem Accounts for Uganda*