



THE REPUBLIC OF UGANDA

# LANDS, HOUSING AND URBAN DEVELOPMENT SECTOR DEVELOPMENT PLAN (SDP) **2015/16- 2019/20**



JULY, 2016

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## **LIST OF ACRONYMS**

ALCs	Area Land Committees
BFP	Budget Framework Paper
C/PQAD	Commissioner, Planning and Quality Assurance Department
CAMA	Computer Assisted Mass Appraisal
CCO	Certificate of Customary Ownership
CEDP	Competitiveness and Enterprise Development Project
CGV	Chief Government Valuer
CO	Customary Ownership
CORS	Continuous Operating Reference Stations
CSO	Civil Society Organization
CUF	Community Upgrading Fund
DH	Directorate of Housing
DLAM	Directorate of Land Administration and Management
DLBs	District Land Boards
DLGs	District Local Governments
DLO	District Land Office
DPPUD	Directorate of Physical Planning and Urban Development
DSM	Department of Surveys and Mapping
EVD	Earthquake Disaster Victims
FY	Financial Year
GAPR	Government Annual Performance Report
GCPs	Geodetic Control Points
GDP	Gross Domestic Product
GIS	Geographical Information System
GKMA	Greater Kampala Metropolitan Area
Ha	Hectares
HHs	Households
HoDs	Heads of Department
ICT	Information Communication Technology
IEC	Information, Education & Communication
ISLM	Institute of Survey and Land Management
IVA	Independent Verification Agency
KCCA	Kampala City Council Authority
LCs	Local Councils
LGs	Local Governments
LHUD	Lands, Housing and Urban Development
LIS	Land Information System
LOs	Land Officers

LSRCU	Land Sector Reform Coordination Unit
LSSP	Land Sector Strategic Plan
LTRP	Land Tenure Reform Project
LURC	Land Use Regulation and Compliance
M&E	Monitoring and Evaluation
MAAIF	Ministry of Agriculture Animal Industry & Fisheries
MDAs	Ministries, Departments and Agencies
MDFs	Municipal Development Forums
MEMD	Ministry of Energy & Mineral Development
MGLSD	Ministry of Gender, Labour & Social Development
MLHUD	Ministry of Lands, Housing and Urban Development
MoFPED	Ministry of Finance, Planning and Economic Development
MoLG	Ministry of Local Government
MPS	Ministerial Policy Statement
MTEF	Medium Term Expenditure Framework
MUK	Makerere University Kampala
MWE	Ministry of Water and Environment
MZO	Ministry Zonal Offices
NDP	National Development Plan
NH&CC	National Housing and Construction Company
NHP	National Housing Policy
NIMES	National Integrated Monitoring and Evaluation Strategy
NLP	National Land Policy
NLUP	National Land Use Policy
NPA	National Planning Authority
NSDI	National Spatial Data Infrastructure
NSDS	National Planning Delivery Survey
NTR	Non Tax Revenue
NUP	National Urban Policy
OPM	Office of the Prime Minister
PDU	Procurement & Disposal Unit
PIU	Policy Implementation Unit
PPA	Physical Planning Association
PQAD	Planning and Quality Assurance Department
PSCP	Private Sector Competitiveness Project
PST	Program Support Team
PWD	Persons with Disabilities
RAP	Resettlement Action Plan
REDs	Real Estates Dealers
RTA	Registration of Titles Act

SD	Systematic Demarcation
SIP	Sector Development Plan
SLAAC	Systematic Land Adjudication and Certification
Sq. Kms	Square Kilometres
SRB&V	Surveyors Registration Board and Valuers
SDP	Strategic Development Plan
SWG	Sector Working Group
SWM	Solid Waste Management
TC	Town Council
ToR	Terms of Reference
UBA	Uganda Bankers Association
UBOS	Uganda Bureau of Statistics
UGX	Uganda Shillings
UIA	Uganda Investment Authority
UIPE	Uganda Institute of Professional Engineers
ULA	Uganda Land Alliance
ULC	Uganda Land Commission
UAAU	Uganda Urban Authorities Association
UMI	Uganda Management Institute
USMID	Uganda Support to Municipal Infrastructure Development
VF	Vote Function

## FOREWORD

The Lands, Housing and Urban Development Sector Development Plan has been prepared as a framework to guide Policy Development and Strategic Interventions by the Sector in the Country. This plan is within the Second National Planning Framework 2015/16–2019/20 and is aligned to the ruling Government’s 2016/17–2020/21 Manifesto.

The Plan presents continued commitment by the Sector in building partnerships with the Government and other Development Partners to create wealth for all citizens and eradicate extreme poverty and hunger from the face of the Country within the National Development Plan period. The plan shall form the basis for the preparation of the annual workplans and budgets of the Sector.

The Sector Development Plan (SDP) expresses the desires and aspirations of the Sector and how it intends to mobilize internal and external resources to achieve and realize the Sector’s Vision. The development aspirations of the Sector is guided by the vision **“Sustainable Land Use, Land Tenure Security, Affordable, Decent Housing and Organized Urban Development”**.

The development of the SDP has taken stock of the main achievements made in the past financial years and the challenges faced in managing Sector related interventions in the Country. The plan is aimed at consolidating the achievements so far made and implementing realistic strategies to enhance service delivery by the Sector.

I am pleased to acknowledge that the SDP is an important vehicle for policy coherence for all sector players. This has been manifested through the consultative and participatory process involved in the SDP preparation with stakeholders. The Sector Development Plan worth 5,258.01billions is envisaged to transform the livelihoods of the people of Uganda to a lower middle income by 2020. The LHUD SDP prioritizes;

- i. Improved Management of all government land and properties
- ii. Development of Policy and Regulatory Frameworks

- iii. Provision of Affordable and adequate housing for all
- iv. Promoting Orderly and sustainable development
- v. Modernise Land Administration system and management;
- vi. Promote Integrated Physical and Economic Planning;
- vii. Good operation and maintenance of investments and installations

I therefore call upon all stakeholders Political, Technical, Civil Society, Development Partners, Private Sector, Academia and well-wishers to embrace this strategic framework and direction in the allocation and utilization of resources for successful implementation of the plan.

I thank all stakeholders for their active participation in the Sector Development Plan (SDP) preparation process and commend them for the job well accomplished as we embark on the implementation of the plan. I implore all stakeholders to work hard so as to make our Country conducive and a better place for the population and visitors to live in. I thank all our Development Partners especially the USMID programme for their support which made the preparation of this Sector Development Plan possible.

I therefore, commend the Lands, Housing and Urban Development Sector Development Plan 2015/16 -2019/20 for funding and implementation for better Service Delivery to the population of Uganda.

**Amongi Betty Ongom, MP**  
**MINISTER OF LANDS, HOUSING AND URBAN DEVELOPMENT.**

## **ACKNOWLEDGEMENT**

I am honoured to have presided over the process of preparing the Lands, Housing and Urban Development Sector Development Plan for the period (2015/16 -2019/20). This Plan is a strategic framework for resource mobilization, allocation and utilization to improve service delivery.

I appreciate and recognize the invaluable facilitation and guidance offered by the Planning Department Staff in the priority identification process together with the staff from the National Planning Authority. The plan realistically presents the aspirations of the Sector in improving service delivery to the people of Uganda.

I am grateful to the Top Management for tirelessly attending the Planning meetings and consolidating the Sub-Sector Plans into the overall SDP. I appreciate the efforts of the SDP committee which constituted itself into a Technical Working Group (TWG) that ably incorporated the concerns and plans of all stakeholders. I thank all those who participated actively in the development and review of the Sector Plan. I thank the Directorates, Departments and the Uganda Land Commission for their tireless efforts that made the production of this SDP a success.

I sincerely thank the USMID programme for the support provided right from the development of the SDP and SPR upto to the Joint Sector Review meeting at which the Sector Development Plan is officially launched. I am indebted to the Political Leadership for their immense contribution into the SDP that will guide the operations of the sector in the Medium Term.

The greatest resources required to implement this Sector Development Plan will come from the Government of Uganda and this shall be complimented by resources from other Development Partners and Projects.

I therefore acknowledge and endorse the LHUD Sector Development plan for the period 2015/16 -2019/20 as a working document to guide implementation of all interventions in the Sector over the Medium term.

**Gabindadde-Musoke**

**PERMANENT SECRETARY**

**Ministry of Lands, Housing and Urban Development**

## **EXECUTIVE SUMMARY**

The Lands, Housing and Urban Development sector is composed of the Ministry of Lands, Housing and Urban Development (MLHUD), Uganda Land Commission (ULC) and Other Semi-autonomous and Autonomous Bodies. The Sector embarked on the process of preparing the medium term Sector Development Plan (FY 2015/16 – 2019/20). The purpose of this Plan is to provide guidance to the LHUD sector towards the achievement of the Sector Vision, goals, and objectives and consequently the realization of the NDP II and Vision 2040.

The process of developing the plan involved four major stages, which are; conducting a Situational Analysis of the Sector, which highlighted the key challenges, strengths and opportunities available in the sector; review of the various documents including the policies, LHUD strategic plan, MPS, Annual Performance Reports, among others; engaging through a Participatory process, various directorates and departments, and the Uganda Land Commission and other stakeholders to identify and agree on the various strategic investment areas within their dockets; and, drafting the LHUD SDP, Validation and Finalization of the Plan.

The identification and development of the key investment priorities and strategies involved aligning them to the National Development Agenda identified in the NDP II and the Vision 2040. Several key investment areas and strategies were identified in the sectoral programmes of Land, Housing and Physical Planning and Urban Development. Other areas of investment were identified as being crosscutting, such as Gender, HIV/AIDS, Environment and Occupational Health and Safety. The process also identified various investment areas in Support Services, particularly in Finance and Administration and Planning, Quality Assurance Department.

The identified investment areas and strategies are here categorized under programs and subprograms;

### **(1) Lands Administration and Management**

#### **(a) Strengthening Land Administration and Management**

- Re-structure the Lands rights administration system;
- Re-structure the Institutional Framework for the Land Administration and Management;
- Reinstate and adequately facilitate the Land Tribunals; and,

- Increase capacity and support proper institution of Land Valuation Services.

(b) Conducting Surveys and Mapping

- Enhance the capacity to conduct the national program for Systematic Adjudication, Demarcation, Survey, Mapping and Certification or Registration of ownership;
- Undertake systematic registration of individual and communally owned land;
- Enhance accessibility and availability of Land Information through maintaining a reliable and User-friendly Land Information System (LIS) as a public good for planning and national development;
- Production and Revision of Maps; and,
- Re-establish and demarcate as appropriate the entire national boarder of the State of Uganda in agreement with neighbouring states.

(c) Promoting Land Registration

- Incorporate customary tenure into the land registry system;
- Registering or titling of land throughout the country

(d) Enhancing Land Reform Coordination

- Develop guidelines to clarify the Sovereign Power of the State over Land as a property in Uganda;
- Review and Harmonize the existing policy and regulatory framework to comply with the policy statements and strategies of the NLP;
- Strengthen the Institutional, legal and Regulatory Framework for the Customary Tenure;
- Resolve & disentangle the multiple, overlapping & conflicting interests and rights on mailo tenure and 'native' freehold;
- Explore the possibility of Instituting a Comprehensive and appropriate framework for land taxation;
- Redress the Land rights of ethnic minorities in natural habitats;
- Protection of the Land Rights of dwellers in informal communities;
- Convergence of the National Land Policy and legislations to both regional and International Instruments and Obligations;
- Conduct Public Education, Dissemination and Implementation of the National Land Policy;
- Mobilize and Engage Partners & Stakeholders in the Implementation of the NLP; and,

- Develop and Institutionalize a Monitoring, evaluation, and review framework for the Implementation of the NLP.

## **(2) Enhancing Housing Sub-Sector**

- Promote access to planned and serviced land at affordable prices in order to enhance housing development;
- Set up a framework for delivery of affordable and sustainable infrastructure services to support housing development;
- Promotion of Mechanism for development of capacities to plan, design and Implement affordable construction programs and sustainable use of building materials;
- Develop adequate human resource capacities for housing development at all levels;
- Formulate, review and operationalize the policy and regulatory framework;
- Enhance the availability and access to affordable housing finance for all income groups;
- Implement affordable Housing programs for low income, slum and other informal settlements;
- Promote the Development of rental housing;
- Develop institutional housing programmes;
- Developing Housing for Vulnerable groups;
- Promote the formation and development of Housing Co-operatives as a Vehicle for delivering affordable houses;
- Develop the regulation framework for the management of Real Estate Development in the country;
- Promote Quality and sustainability of settlement patterns of rural housing;
- Development and popularization of planning, housing and building standards;
- Strengthen the Housing directorate institutional structures for the effective implementation of its mandate;
- Strengthening Policy Implementation, Monitoring & Evaluation in Housing subsector.

### **(3) Promoting Physical Planning and Urban Development**

#### **(a) Enhancing Physical Development Planning**

In order to enhance physical development planning, the following strategies were identified;

- Review and re-establish the regulatory and Institutional framework for physical development planning and regulation in the country;
- Promote Integrated Development Planning;
- Support the Spatial Planning Function at both the National and Local Levels to deliver effective Spatial Planning Services;
- Support Rural settlement planning and land re-adjustment to create nucleated settlements and increase the size of agriculture parcels to ease mechanization;
- Enforce compliance to physical planning standards, regulations and guidelines under the freehold tenure;
- Promote Research and Development to inform evidence based policy making, planning and Implementation in the Physical Planning sub-program.

#### **(b) Enhancing Urban Development**

The following strategies were identified to enhance urban development in the country;

- Develop, review, harmonize and implement the policy and legal framework for Urban Development;
- Review the Criterion for the Creation of new Urban and Upgrading the existing Urban Areas;
- Create a conducive environment for investment in urban areas;
- Support Urban Centres to create urban image & town identity harmonious with the local function, comparative identity, and culture that best represents a particular Urban area;
- Develop an urban redevelopment, renewal and revitalization strategy;
- Support the development and implementation of an integrated urban infrastructure and services framework;
- Implement the National Urban Solid Waste Management Policy;
- Support the development of Urban transport and traffic infrastructure;
- Support the supply of adequate and affordable social services and amenities in urban areas; and,
- Developing a detailed Implementation Action Plan & a Monitoring, Evaluation and Review Framework for the Effective Implementation of the National Urban Policy.

### **(c) Promoting Compliance to Land Use Regulation and Management**

The following strategies were identified to promote compliance to Land Use Regulation and Management framework;

- Facilitate Land Use Regulation & Land Development;
- Enforce the power of public regulation of land use, in the interest of socio-economic welfare development;
- Ensure optimal Use and Sustainable management of Land Resources;
- Ensure that land is planned, used and managed for the benefit of the present and future generations;
- Support well-organized human settlement development.

### **(4) Administration and Management of Government Land (Uganda Land Commission)**

The Uganda Lands Commission will undertake the following strategies to ensure proper management and administration of all government land across the country;

- Strengthen Governance and Policy;
- Development & Operationalization of Comprehensive Database (Inventory) for Government Land and Property;
- Strengthening leadership & Management Capacity for provision of quality services;
- Implement an Integrated Communication Plan;
- Titling and Securing all government Land;
- Land Fund Management; and,
- Broadening the Uganda Land Commission Resource base.

### **(5) Strengthening the Support Services Program**

The supports services program identified the following key strategic Investment areas for the next five years to help achieve its mandate. Each of these areas has specific strategies and activities;

- Support to LHUD sectoral policies that are evidence based and are in line with the overall national goals, regional and international priorities;
- Ensure efficiency and effectiveness in the implementation of Government programs and projects;
- Consolidate Sector Wide Approach to Planning (SWAP) and build capacity to coordinate planning in Lands, Housing and Urban Development;
- Develop and Implement an IEC Strategy for the Sector;
- Ensure an effective and efficient workforce;

- Ensure Efficient and Effective Supply Chain Management in Urban Centres and the entire Country;
- Enhance public expenditure management; and,
- Promote efficiency and effectiveness in the implementation of Government programs and projects in the sector.

#### **(6) Cross Cutting Issues in the LHUD Sector**

Under cross cutting, three key Investment areas were considered, and investment priorities and respective strategies identified;

- Mainstream Gender, Equity and Equality in the LHUD Sector;
- Implement the LHUD Sector HIV/AIDS Work Place Policy
- Ensure Environment, Occupational Health and Safety.

#### **LHUD SDP and Overall Budget**

The LHUD SDP is estimated to cost UGX 5,258.01 billions for the next five years. The estimates were derived through a consultative process with the LHUD staff, and review of various documents. The cost will range from UGX 97.77 billion in the first year to UGX 2,286.033 billion in the last year of implementing the plan. This pattern of spending is in line with the overall macroeconomic fiscal and planning framework, the ruling government's 2016/17 – 2020/21 manifesto, the NDP II, and the Vision 2040. The financing is expected to be derived from national budget through the MTEF and other Development Partners which may not necessarily be sufficient for all the subprograms.

The MTEF allocations for the FY 2016/17 and FY 2017/18 indicate that only 36.5 percent and 11.5 percent of the financial resources to implement the LHUD SDP are available; leaving a financial gap of 63.5 percent and 88.5 percent respectively. This therefore calls for concerted efforts and innovativeness to mobilize for the required resources to implement the plan, and also achieve the national land related development targets.

The government will thus have to look at other sources of financing to fund the sector activities such as Grants and Long-term Loan Financing; Financing through Public-Private Partnerships (PPPs); Domestic Borrowing/Domestic Debt; Commercial External Borrowing; Eurobond Issuance and future use of Oil Revenues. Implementing the LHUD Sector Development Plan will have ripple effect on Agricultural development; Industrial development; increased employment; improved access to finance; and, Enhanced security and stability.

## **CHAPTER ONE**

### **1.0 Background**

The Lands, Housing and Urban Development Sector consists of three subsectors of Lands, Housing and Urban Development including the Uganda Land Commission. This section summarises the mandates of the three different subsectors including the Uganda Land Commission that comprise the Sector.

### **1.1 Policy and Regulatory Framework of the LHUD Sector**

The LHUD Sector is guided by a number policy and regulatory frameworks including The 1995 Constitution of the Republic of Uganda; the Uganda Vision 2040; the Uganda National Development Plan II (2015/16 – 2019/20); the National Land Policy 2013; the National Land Use Policy 2008; Physical Planning Act (2010); the Local Government Act Cap 243; and the Land Act, Cap 227; the National Environment Act; the National Planning Act (NPA) 2010; National Physical Planning Standards and Guidelines (2011); Registration of Titles Act Cap 230; The Strategic Plan (LHUD SSP) 2013/14 – 2017/18; among others.

The LHUD Sector Development Plan (2015/16 – 2019/20) is developed to provide a strategic investment framework, identify investment opportunities and set out investment priorities for the planning period covering five financial years from 2015/16 to 2019/20 for the LHUD sector.

#### **1.1.1 Regional and International Commitments**

Uganda is committed to several regional and international agreements and protocols that influence the activities of the LHUD Sector. These includes The Rio-declaration and the *United Nations Agenda 21*, which outlines key policies, strategies and commitments for achieving sustainable development that meets the needs of the poor. The MLHUD is also responsible for implementing government actions that demonstrate Uganda's acceptance of the *UN-Habitat* agenda on safe and secure human settlements and the achievement of sustainable cities, towns and villages. The sector also prioritizes recognition of gender equity as an area requiring deliberate affirmative action. Other regional and international instruments that the Government of Uganda has signed and ratified include;

- UN and the Africa Land Policy Framework and Guidelines (ALPFG)
- AU Declaration on Land Issues and Challenges in Africa
- The FAO Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests

- UN Habitat II
- Istanbul declaration
- The Sustainable Development Goals (SDG) 11, that sets the urban goal which highlights Cities as hubs for ideas, commerce, culture, science, productivity, social development and much more. At their best, cities have enabled people to advance socially and economically.

### 1.1.2 The National Planning and Budgeting Process

The section highlights the National Planning and Budgeting process as well as a synopsis of the existing institutional arrangements and policy frameworks for Performance Management.

The approach of the Government of Uganda (GoU) to national planning has evolved over the last decade, with reforms of the country's public expenditure management resulting in new institutional arrangements for planning and budgeting. Critical components of these arrangements include: Sector-Wide Approaches (SWAs), the medium-term expenditure framework (MTEF), the Poverty Action Fund (PAF), the fiscal decentralization process, the National Development Plan (NDP) and the National Vision 2040. NDP is the national development framework and medium-term planning tool which replaced the PEAP effective 1<sup>st</sup> July 2010.

**Figure 1: Linkage to the Comprehensive National Development Planning Framework (CNDPF)**



Vision 2040 sets the long-term aspirations of government in terms of policy priorities and targets. The NDP is a comprehensive plan that articulates clearly the planned strategic interventions of all sectors of the economy. MTEF undertakes the costing of NDP stipulating sector ceilings. The Budget then allocates resources to finance MTEF in accordance with the NDP for the 3 to 5-year periods.

The budget process is characterized by reasonable transparency, openness and broad participation. Important components of this process are the Budget Framework Papers (BFPs), which are prepared at the national, sectoral and Local Government levels. They are now five-years as opposed to the usual three years rolling frameworks which used to streamline and guide the budget process, setting out planned outputs and their associated expenditures in the medium term.

The National BFP is prepared by the Ministry of Finance and Planning for Economic Development (MoFPED) and consists of the expenditures proposed by sectors and local governments. The process is guided by Government of Uganda's annual budget strategy, Sector strategies and inter-ministerial policy discussions on outstanding issues. Spending restrictions and limitations are imposed by the macro economic framework, an updated MTEF and its provisional ceilings.

The Sector working groups (SWGs) are responsible for the sectoral budget process. The Sectoral BFP is the official statement of sector expenditure priorities and outlines the sector's contribution to poverty reduction. Every financial year, sectors hold Joint Sector Reviews to assess the performance against their targets, and look forward with new targets for the forthcoming financial years.

## **1.2 Lands Subsector**

Land in Uganda is a critical factor of production and an essential pillar of human existence and National development. Land and land resources constitute the most important natural resources in the country. The people of Uganda mostly depend on them to sustain their livelihoods for food, the land on which homes are built, to the myriad of goods and services that are essential for human survival. Land and its resources make Uganda habitable through purifying air and water, maintaining biodiversity, decomposing and recycling nutrients, and providing many other critical functions. Utilization of

these land resources forms the root of Uganda's economy and provides the majority of employment opportunities in the country. The future of this country, therefore, rests on the continued viability of the land and the resources it supports.

Land administration reform has the potential to truly transform Uganda's economy. Good land policies are not only known for being a catalyst for commercialization of agriculture; but they are also essential for facilitating flows of private investment into industries, creating new jobs, and stimulating mobility and structural change, as well as ensuring well-functioning cities<sup>1</sup> and sustainable resource use. In Uganda, whereas land policies are currently very cumbersome and land tenure security is weak,<sup>2</sup> investors cannot be sure of reaping the full benefits of land deals and investments. At present, only 20% of the country's land is registered, with registration of rural land as low as 5%. Risks remain very high for both investors and communities, thus limiting the volume of investment in the country.

With a successful land administration reform, investors could dramatically be attracted to Uganda whilst protecting the local communities' land rights:

*Agricultural Development:* Good land policies can facilitate growth in agricultural productivity via secure land tenure, which enhances opportunities for investment.

*Industry Development:* Significant opportunities could open up for the development of a number of sectors, for example, manufacturing. Currently, manufacturing firms in Uganda lack access to serviced industrial land. With improved access to land, manufacturing firms in Uganda would be able to construct warehouses, showrooms, and houses for workers, which would give a significant momentum to the industry.

- (i) *Increased Employment:* New investments and productivity sparked by increased and more secure access to land would mean new jobs; these are critical especially for Ugandan youth, who have a high unemployment rate.
- (ii) *Improved Access to Finance:* Improved access to land would enable firms and individuals in the private sector to secure loans using land as collateral.

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<sup>1</sup> A large percentage of the urban population in Uganda lives in urban slums, without secure access to land. Integration of this population through efficient and equitable land markets is critical to ensure well-functioning cities.

<sup>2</sup> The process of registering and obtaining title to property is very cumbersome. According to *DB 2013*, Uganda is on the list of countries that make registering property the most difficult due to a large number of procedures. The country ranks 124 on the *DB 2013* list (out of 185 countries), significantly behind Rwanda (ranked 63) and South Africa (ranked 79).

(iii) *Enhanced Stability*: Security of property rights and the ability to draw on local or national authorities to enforce those rights are central to preserving livelihoods and maintaining social stability in Uganda. Enhanced social stability would make Uganda more attractive to potential investors.

### **1.2.1 Overview of the Lands Subsector**

The subsector consists of four sub-programmes including; Land Management; Land Administration; Surveys and Mapping; Land Registration and Land Sector Reform; and two Projects: Digital Mapping and Land Tenure Reform Project. Under Land Administration and Management, the strategic objectives include:-

- Creation of an inclusive and pro-poor policy and legal framework for the land sector and putting land resources to sustainable productive use;
- Improving livelihoods of poor people through a more equitable distribution of land access and ownership, and greater tenure security for vulnerable groups;
- Increasing availability, accessibility, affordability and use of land information for planning and implementing development programmes;
- Establishing and maintaining a transparent, accountable and easily accessible institutions and systems for decentralised delivery of land services.

Article 237 of the 1995 Constitution provided a landmark change, and directly bestowed the ultimate ownership of land to the people of Uganda; vested in them in accordance with freehold, leasehold, mailo and customary land tenure system. The government obtained the residual authority to control land use in the public interest; and may “*under laws made by parliament and policies made from time to time regulate the use of land.*” Management of land was decentralized to the Districts, while the Uganda Land Commission (ULC), which hitherto managed all public land in Uganda, was charged with management of Government land and property therein.

The Government Land Administration (Uganda Land Commission) also falls under the subsector. This is comprised of the ULC Headquarter programme and the Project to Support to Uganda Land Commission. Under Government Land Administration, strategic objectives contribute to NDP objective of increasing household incomes and promoting equity. They include;

- Resolve all historical land holding injustices in the Country,

- Ensure that all government land is titled and secure,
- Put government land to sustainable productive use.

### ***1.2.2 Policy and Legal Framework of the Lands Subsector***

There are several policy and legal instruments guiding land management, planning and the development in Uganda. The legal instruments include the Constitution of Uganda 1995, the Land Act 1998 and the Registration of Titles Act, all of which are concerned with administration and management of land in Uganda; other legal instruments include the Town and Country Planning Act 1964, the Local Government Act and the Public health Act, which guides planning, while the 1994 Kampala Structure Plan is the instrument for guiding development in the city.

***The Constitution of Uganda, 1995:*** The fundamental legal basis for land management and land issues is provided by the 1995 Constitution. According to Article 237 clause (1), all land in Uganda belongs to the citizens and is vested in them in accordance with the land tenure systems provided for in the Constitution. The Constitution also recognizes that national or local government may, subject to Article 26 of the Constitution, acquire land in the public interest; and the conditions governing such acquisition shall be as prescribed by Parliament. The Government of Uganda or a local administration, depending on the relevant legal structures, holds land in trust for the people and protect natural lakes, rivers, wetlands, forest reserves, game reserves, national parks and any land to be reserved for ecological and touristic purposes for the common good of all citizens. In clause 3 of Article 237, land in Uganda is owned in accordance with the customary, freehold, mailo and leasehold land tenure systems. The inclusive and often overlapping legal frameworks governing land in the country create significant challenges for policy makers seeking to implement projects at the local level.

***The Land Act, Cap 227:*** The Act provides for the tenure, ownership and management of land; to amend and consolidate the law relating to tenure, ownership and management of land; and to provide for other related or incidental matters.

***The Registration of Titles Act, Cap 230:*** The Act relates to the transfer of land and registration of titles. The Registration of Titles Act (RTA), Cap 230, provides for the Office of Titles and the Chief Registrar of Titles, alias Commissioner Land Registration, in whom is vested all the powers to manage and control the Office of the Titles. Section 3 of the RTA provides for the

delegation of powers and duties by the Commissioner Land Registration to officers below him/her, and to exercise the said powers, functions and duties on his/her behalf. Thus Land Registration remains a centralized function.

***National Land Use Policy, 2006:*** The overall goal for the national land use policy is to achieve sustainable and equitable socio-economic development through optimal land management and utilization in Uganda.

***National Land Policy, 2013:*** The vision of the policy is ‘a transformed Ugandan society through the optimal use and management of land resources for a prosperous and industrialized economy with the developed services sector. The overall goal of the policy is ‘to ensure efficient, equitable, and optimal utilization and management of Uganda’s land resources for poverty reduction, wealth creation and overall socio-economic development. The policy seeks to re-orient the land sector in national development by articulating its centrality vis-à-vis other sectors in economic development.

***Land Sector Strategy Plan (LSSP-II) 2013 – 2023:*** The vision of the Strategy in the optimal use of Uganda’s land and land based resources for a prosperous, industrialized and developed service sector economy. The vision highlights the strong link between optimal land management and national aspirations for transforming today’s predominantly subsistence agricultural economy to one driven by commercial agriculture, planned human settlements and support for industrialization and a growing service sector.

### ***1.2.3 International Land Commitments***

Uganda has commitments with the International community that greatly influences both the long and medium term plans. The United Nation’s Millennium Development Goals (MDGs) and the United Nations FAO Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security<sup>3</sup> are some of the international commitments that influence land issues in Uganda.

## **1.3 Housing Sub-sector**

The Housing subsector is responsible for formulating housing and estates management policies, legislation, procedures, setting standards, monitoring,

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<sup>3</sup> The Guidelines are intended to contribute to the global and national efforts towards the eradication of hunger and poverty, based on the principles of sustainable development and with the recognition of the centrality of land to development by promoting secure tenure rights and equitable access to land resources. The eradication of hunger and poverty, and the sustainable use of the environment, depend in large measure on how people, communities and others gain access to land. It is important to note that responsible governance of tenure of land is inextricably linked with access to and management of other natural resources, such as forests, mineral resources oil and gas.

supervision and evaluation of implementation of housing policies and programmes and also providing technical back up support to Local Governments in order to increase the stock of affordable and decent housing aimed at enhancing the quality of life and safety of population as well as guaranteeing the security of tenure for all especially the vulnerable in society. It is also responsible for the facilitation of policy, legal and regulatory framework development in the sub sector.

### ***1.3.1 Overview of the Housing subsector***

The subsector is comprised of the Office of Director of Housing, the Department of Human Settlement and the Department of Housing Development and Estates Management.

### ***1.3.2 Policy and Legal Framework of the Housing Subsector***

The relevant existing laws guiding the housing sector include the Physical Planning Act (2010), and the Public Health Act (1964), which contains the building code and the National Housing Policy.

**The 1964 Public Health Act:** this gives details of planning standards and requirements for the protection of public health in the development process. Chapter 269, articles 13 – 15 specify the building codes and standards to be followed in development, and these have been substantially revised in the Building Control Act and in regulations formulated under the Ministry of Works. The Act also elaborates the standards concerning plot sizes, house designs, drainage, ventilation and basic engineering requirements.

**The National Housing Policy:** In 2005, a National Housing Policy was drafted on principles laid out in the National Shelter Strategy (1992). The goal of the National Housing policy is *“to provide a framework that promotes adequate housing for all”*. It responds to a number of challenges relevant to settlement upgrading as outlined in Cities Alliance “Cities Without Slums” program such as: recognition that in urban areas, over 60 per cent of residents live in informal settlements characterized by poor sanitation and relatively high incidence of disease; the private nature of housing; the enforcement of minimum standards and prevention of negative externalities associated with overcrowding and poor sanitation and; a recognition of improvement of the living conditions of the Urban poor.

### ***1.3.3 International Commitments***

Uganda is a signatory to the Universal Bill of Human Rights (1967), which considers adequate housing a core human right. The Country is also committed to other international declarations such as the International Covenant on Economic, Social and Cultural Rights of 1966, Agenda 21 of 1992, the Istanbul Declaration and Habitat Agenda of 1996; and the Sustainable Development Goals (SDGs) Agenda 11.

#### **1.4 Physical Planning & Urban Development Subsector**

The Physical Planning and Urban Development sub-sector is responsible for the orderly development of urban and rural areas for socio-economic development of the country. The Physical Planning function entails provision of spatial frameworks for arrangement and organization of socio-economic activities on land at the National, Regional, District and Local levels to achieve optimal use and sustainable development. Urban development entails establishment of better urban systems that enhance productivity, live-ability and sustainability.

The sub sector is also responsible for policy making, standard setting, national and regional planning, regulation, coordination, inspection, monitoring and backup technical support relating to urban and regional planning as well as enhancing public awareness on urban land use and regional development. It is also mandated to guide planning and development of urban areas by setting policies, regulation and standards.

##### ***1.4.1 Overview of the PP&UD subsector***

The sub-sector players comprise of Government, private sector, CSOs, NGOs and Development Partners. The private sector provides professional services in Physical Planning while CSOs and development partners provide advocacy; technical and financial support. The subsector is composed of the following departments

- Physical Planning
- Urban Development and
- Land Use Regulation and Compliance.

##### ***1.4.2 Policy and Legal Framework of the PP&UD Subsector***

The subsector is guided by the following policies:

- ***The National Land Use Policy 2008:*** Aims at achieving sustainable and equitable socio-economic development through optimal land management and utilization in Uganda;

- ***The National Urban Policy:*** The policy's vision is a Productive, Organized, and Resilient Urban Areas, and the goal is to promote liveable urban areas that are organized, inclusive, productive and sustainable. The Policy seeks to; put in place a framework for planned, balanced, organized and sustainable development; improve urban governance; improve urban environmental management; promote equitable social development; improve access to affordable and decent housing; improve urban infrastructure, transport and services; and, improve competitiveness and productivity of the urban economy.
- ***National Urban Solid Waste Management Policy (2013):*** The policy envisions a healthy and sustainable national urban solid waste management system; with the mission of promoting an efficient, integrated and participatory National Urban Solid Waste Management System. The overall goal of this policy is to have zero solid waste in urban areas. The policy has three broad strategic objectives which are; developing and implementing policies, plans, legislation, regulations, and institutional arrangements, which set the right environment to encourage sustainable urban solid waste management (USWM); Developing, implementing and operating facilities and programs for urban solid waste management, which are sustainable and which protect public health and the environment; Informing, training and educating the population to facilitate efficient implementation of systems and programs and enable compliance with these systems and programs.
- ***Other policies include:*** Decentralization Policy, Health Policy, National Environment Management Policy, National Land Policy, and the National Water Policy among others.

The legal framework sector includes:

- ***The Physical Planning Act 2010:*** The Act declared the whole Country a planning area and provides for the establishment of a National Physical Planning Board; the composition, functions and procedure of the Board; establishment of the District and Urban physical planning committees; the making and approval of physical development plans and for the applications for development permission; and related matters;

***Other legal frameworks include;*** Local Governments Act, Cap 243; the Local Governments Rating Act (2005); The Local Council Courts Act 2006; the Public

Health Act, Cap 281; the National Environment Act, Cap 153; Access to Road Act, Cap 350; the Land Act, Cap 227; the Condominium Property Act, 2001; the Water Act, Cap 152; the Markets Act, Cap 94; In-land Water Transport Control Act Cap. 357 and Traffic and Road safety Act Cap. 361 among other laws.

### **1.5 Support Services (Planning, Finance and Administration)**

The support services programme is comprised of the Planning and Quality Assurance Department and Finance and Administration. The Department of Finance and Administration is headed by an Under Secretary and made up of seven organizational units namely: Administration, Accounts, Personnel, Policy Analysis Unit, Resource/Information Centre, Internal Audit and Procurement Unit. Its overall responsibility is mainly Financial Management, Accounting, Administrative services, Personnel services, Supplies, Procurement matters, Policy analysis, Internal Audit and linking the ministry with the general public. The Planning and Quality Assurance Department (PQAD) is responsible for the Coordination, Planning, Implementation monitoring and evaluation of all development interventions under the mandate of the Ministry.

### **1.6 Uganda Land Commission (ULC)**

#### **1.6.1 Overview of ULC**

The Uganda Land Commission was established by the 1995 Constitution of the Republic of Uganda. The Mission of Uganda Land Commission (ULC) is “*to effectively hold and manage all government land and property thereon and resolve all historical injustices.*”

The 1995 Constitution (Article 238 [1] and Article 239) and the Land Act, Cap 227 (sec 49) lays out the functions of ULC as follows;

- Managing & ensuring safe custody of titles for lands vested in or acquired by government;
- Protecting government land from unauthorized use;
- Verifying claims and pay property rates for government;
- Executing deeds like leases, tenancy agreements for government lands and development therein or property rented by government;
- Identifying, compiling, updating and managing an inventory of all government land and developments therein;
- Regularly monitoring the use and developments on government land;
- Conducting investigations, conflict management, and handling litigations arising out of disputes over government land;

- Collaborating & liaising with MLHUD, other stakeholders and the responsible organs on the review of the land laws;
- Where applicable, hold and manage any land acquired by the Government abroad, except that the Commission may delegate the management of such land to Uganda's Missions abroad;
- Procure certificates of title for any land vested in or acquired by the Government;
- Managing and Accounting for the Land Fund as prescribed by Sec 41(2) of the Land Act;
- Coordinating the management of government land between user ministries/departments/institutions/agencies;
- Resettling persons displaced as a result of government actions, natural disasters or any other cause through outright compensations or provision of alternative land;
- Providing technical support to District Land Boards;
- Negotiating compensation claims on behalf of the government; and,
- Acquiring more land for government with a view of expanding its portfolio.

The Commission Structure is comprised of the Top management and the Secretariat. The top management is comprised of the Chairman and eight (8) Commissioners who are responsible for the execution of the mandate of the Commission. Chairman of the commission is full time while the rest of other Commission members are part time.

The Secretariat is headed by the Secretary who is the Accounting Officer responsible for overall coordination, direction and management of all functions of the Secretariat. The Secretary is assisted by an Undersecretary who heads three distinct functional units namely; Finance and Administration, Technical Support and Land Fund.

### ***1.6.2 Policy and Legal Framework of the Uganda Land Commission***

The ULC operates within the following policies and laws that provide it with a solid foundation to operate.

The legal framework consists of The Uganda Constitution, 1995; The Physical Planning Act (2010); The Local Government Act Cap 243; The Land Act, Cap 227; The Land Fund Regulations 2010; The National Environment Act; The National Planning Act (NPA) 2010; and others.

The policy framework consists of The Vision 2040; The National Development Plan; The People's Charter; The Lands Housing and Urban Development Strategic Plan 2013 – 2018; The National Land Policy, 2013; The National Land Use Policy 2008; The NRM Manifesto, 2016; The Sustainable Development Goals (SDGs); The UN Agenda 21, (Chapter 7); among others.

### **1.7 Other Semi-autonomous and Autonomous Bodies**

The Ministry is also responsible with giving policy direction to the following autonomous and semi-autonomous bodies;

- a) *The National Physical Planning Board*: The Board is responsible for ensuring orderly, progressive and sustainable urban and rural development through appropriate physical planning.
- b) *The Architects Registration Board*: The Board is responsible for regulating and maintaining the standard of architecture in the country through registering Architects, making Bye- laws for the better carrying into effect the sections of the Architect's reign Act, regulating the conduct of Architects and promoting training in Architectural Science.
- c) *The Surveyors Registration Board*: The Board is responsible for regulating the surveying profession in the country. The Board regulates surveyors through registration of surveyors, disciplining of surveyors and giving practicing licenses to surveyors.
- d) *National Housing and Construction Company Ltd*: The Company aims at creating the reality of home ownership in well-planned and permanent built environments.
- e) *Housing Finance Bank Ltd*: The bank provides affordable financing options for home development and acquisition, and promotes a culture of saving amongst Ugandans.

### **1.8 Cross Cutting Issues in the LHUD Sector**

This section reviews major cross-cutting issues that impact and/or are impacted upon by developments and activities undertaken by the LHUD sector and these include; environment, climate change, Gender, Human rights, Social Protection, Population and HIV/AIDS as the core cross cutting issues considered in the SDP.

#### **1.8.1 Environment**

Environmental management in Uganda is aimed at achieving National Objectives and Directive Principles of State Policy, that promote sustainable development and public awareness of the need to manage land, air, and water

resources in a balanced and sustainable manner for the present and future generations as enshrined in The 1995 Constitution of the Republic of Uganda. The theme for the National Development Plan (NDP II) 2015/16 – 2019/20 is “*Strengthening Uganda’s Competitiveness for Sustainable Wealth Creation, Employment and Inclusive Growth*”. However, sustainable wealth creation, employment and Inclusive growth cannot be achieved without sustainable utilization of the environment and natural resources including land and land resources.

Over the last National Development Planning framework, there was notably great improvements in urban environments in 17 municipalities through the construction of 12 solid waste composting plants in Arua, Masindi, Hoima, Lira, Soroti, Mbale, Jinja, Mukono, Fort Portal, Kasese, Mbarara, and Kabale. Specialised equipment for Solid Waste Management was provided to the Urban Local Governments in the towns of Busia, Tororo, Mityana, and Gulu. However, the environment is still grappling with some challenges such as rapid urbanisation, poverty, unplanned urbanisation, and expansion of informal settlements, industrialisation and the impact of climate change.

### **1.8.2 Gender**

The population structures of Uganda in terms of gender indicate that there are more females than males, yet there is evidenced gender imbalance in respect to access to education, production resources and benefits, development opportunities and decision making. Generally females are less privileged than their male counterparts in terms of participation and engagement in economic activities since much of their time is taken up in production of domestic goods and services for the welfare of their household members, yet they don’t have control and ownership of production resources such as land, household assets and proceeds from land.

Both women and men play substantial economic roles in Uganda, while women bear the brunt of domestic tasks in addition to agricultural and other productive work. Women work considerably longer hours but tend to be poorer than men due to a number of gender disparities in poverty determinants, including ownership of land (7% women versus 93% men), formal labour force participation (12% versus 88%), literacy (63% versus 77%), distribution of credit (9% versus 91%), and political participation such as membership in Parliament (24% versus 76%).

As of 2012, there were 6.82 million households living in 6.2 million housing units with an average household size of 5.0 persons. Most houses are owned by men due to the disparity in the incomes of men and women, although family houses are by law considered matrimonial property. The annual need for new housing for the entire country is estimated at 200,000 housing units of which 135,000 are rural and 65,000 in urban areas resulting from the population growth of 3.4 percent per annum and 5.2 percent urbanization rate.

### ***1.8.3 HIV/AIDS***

This poses the greatest challenge to health and wellbeing of the people. HIV/AIDS has placed a burden on the household resources through payment of medical bills. The epidemic has hit the traditional labour intensive agricultural sector and as a result HIV/AIDS has led significantly to household poverty.

### ***1.8.4 Climate Change***

The achievement of long-term sustainable economic growth in the face of climate change is a primary concern in Uganda. The climate of Uganda is its most valuable natural resource and a major determinant of other natural resources like soils, water, forests and wildlife, as well as the human activities dependent on them. However, increasing emission of carbon dioxide and other greenhouse gases are changing the earth's climate.

### ***1.8.5 Human Rights***

Land is a cross-cutting issue that impacts directly on the enjoyment of a number of human rights. For many people, land is a source of livelihood, and is central to economic rights. Land is also often linked to peoples' identities, and so is tied to social and cultural rights.

Disputes over land are frequently the cause of violent conflict and place obstacles to restoring sustainable peace. In short, the human rights aspects of land affect a range of issues including poverty reduction and development, peace building, humanitarian assistance, disaster prevention and recovery, urban and rural planning, to name but a few. Emerging global issues, such as food insecurity, climate change and rapid urbanization, have also refocused attention on how land is being used, controlled and managed by States and private actors.

The right to housing is recognized in a number of international human rights instruments. Article 25 of the Universal Declaration of Human

Rights recognizes the right to housing as part of the right to an adequate standard of living. It states that:

*“Everyone has the right to a standard of living adequate for the health and well-being of him/herself and of his/her family, including food, clothing, and housing and medical care and necessary social services, and the right to security in the event of unemployment, sickness, disability, widowhood, old age or other lack of livelihood in circumstances beyond his control.”*

Urban development projects have led to socio-economic polarization in cities owing to escalating costs of land and housing and depletion of low-income housing. Measures taken to protect the environment are also at times in conflict with the interests and human rights of populations that depend on land for subsistence and survival.

### **1.8.6 Population**

During the period 1969 – 2014, Uganda’s population increased by 25.3 million, from 9.5 million in 1969 to 34.9 million in 2014. Between 2002 and 2014, Uganda’s population increased by 10.7 million in a period of 12 years, at an average annual growth rate of 3.03 percent, a slight decline from the rate of 3.20 observed between 1991 and 2002. This trend suggests that, the population of Uganda could reach 40.4 million by 2020, and 46.7 by 2025. Owing to the high population increase against fixed land, the average population density of Uganda has increased from 48 persons per square km in 1969, 123 in 2002 to 174 in 2014.

## **1.9 Summary of Sector Development Priorities**

- Develop, Review, Harmonise, and Operationalise Policy and Regulatory Frameworks for the LHUD Sector
- Efficient Management, utilisation and protection of land and land based resources
- Improvement of equity in access to land, livelihood opportunities and tenure security of vulnerable groups
- Increase availability, accessibility and affordability of land information
- Enhance Delivery of Land Services
- Operationalisation of the Multi-sectoral Approach to delivery of land services
- Transformation of communal land ownership for increased land productivity

- Reduction of land insecurity, conflicts and disputes arising out of overlapping land rights
- Effective management of all government land and properties
- Ensure Production and adequate housing for all
- Ensure orderly and sustainable urban and rural development
- Develop and strengthen a competitive urban economy
- Improve and Modernise Land Administration system;
- Comprehensive Integrated Development Planning;
- Policy Framework for the establishment and Management of Cities and Other Urban Areas;
- Improve Availability and Access to Serviced land for urban Expansion and Investment;
- Implement activities in the Greater Kampala Metropolitan Area.

#### **1.10 Linkage to Macroeconomic Issues, NDP II and Vision 2040**

The Uganda's National Vision 2040 acknowledges that land ownership facilitates development and therefore envisages policy reforms to ensure that land facilities, land use regulation and land development enhance economic productivity and commercial competitiveness for wealth creation and overall social economic development in an integrated and sustainable manner.

The vision also recognises that Social transformation entails access to decent shelter by the population in both rural and urban settings. It thus puts housing at the forefront of improving the well-being of Ugandans by improving the housing and household conditions. The current National Development Plan (NDP II) (2015/16 – 2019/20), identified the Lands, Housing and Urban Development (LHUD) sector as responsible for ensuring rational and sustainable use, effective management of both public and private land and orderly development of urban and rural areas as well as safe, planned and adequate housing for the socio-economic development of the country. Available data indicates that over 67 per cent of the population live in relatively decent shelters with iron sheets and brick walls (UNHS 2012/13). The LHUD sector is thus important in the social transformation of the country and attainment of the national development objectives.

It is very hard to come up with an objective estimate concerning the land sector's contribution to the GDP. This difficulty is entrenched in the cross-cutting nature of land in almost all economic endeavours and activities. Commonly, three economic sectors emerge with an indisputable land

dimension and content. These sectors are agriculture, construction and real estate. Bank of Uganda estimates that real estate activities account for 7 percent of the national income. Construction, another land-based sector, accounts for 13 percent, while agriculture – the largest land based sector – accounts for some 13 percent. Collectively and after downward adjustments, it is possible to assert that land based sectors affect and thereby account for at least one fifth of Uganda's economic activity. This means that at least 20% of the GDP is expected to be land based and derived from land in Uganda.

Real estate (land and other properties) influences the inflation in three principal ways, and thereby impact critical macroeconomic balances. First, real estate is a major element of the CPI, accounting for about a tenth of the basket of goods and services that make up the index in Uganda. Any volatility in real estate markets and prices has a significant impact on the consumer price index and inflation. Second, the real estate sector is a critical sector of the economy accounting for a significant use of resources, thereby influencing wages and prices more generally. In 2011/12 the real estate sector grew by 5.8 percent - a faster rate of expansion than the rate of 3.2 percent recorded by total GDP. Thus developments in housing substantially affect the business cycle and by extension inflation. Third, changes in housing values influence consumption by affecting households' access to credit. Homeowners can borrow more against increases in home equity to finance home renovations, the purchase of a second house, or other goods and services. Such expenditures can accelerate the increase in house prices, reinforcing the growth in collateral values and access to borrowing, leading to a further rise in household spending. Of course, this financial accelerator can also work in reverse: a decrease in house price tends to reduce household borrowing capacity, and amplify the decline in spending. Real estate movements also influence financial stability at the macro level. Financial institutions rely significantly on property as collateral for lending.

Since the NDP II earmarked agriculture as one of the drivers of the country's socio-economic transformation over the next ten years, before the industry and services sectors take over, the Government needs to prioritize the fast tracking of land reform; ensure access to decent, adequate, safe and affordable housing and basic facilities for all; and ensure efficient and effective land management, land use planning and valuation. This will facilitate faster acquisition of land for planned urbanisation, infrastructure development, and agricultural commercialisation. The LHUD SDP is in line with NDP II; and the following strategies from NDP III have been directly addressed in this plan, let alone

others which are addressed indirectly.

### **1.11 Development Process of the SDP 2015/16 - 2019/20**

The SDP preparation process went through the following steps;

#### **i) Planning and Inception Phase**

Under this phase, the drafting team reviewed the relevant literature and other documents provided by MLHUD, ULC and other Stakeholders to develop a comprehensive methodology including tools for compiling the information from the various departments and directorates that form the LHUD Sector.

#### **ii) Review and Development Phase**

In this phase, the team reviewed the Annual Performance reports of different Directorates and Departments since FY 2006/07. For each Directorate or Department that comprises the LHUD sector, performance was analyzed using:

- a) Baseline and target values;
- b) Observed and actual performance;
- c) Deviation from either baseline or target values;
- d) Reasons behind the deviation or achievement of targets.
- e) Illustrations (figures, graphs, tables etc.).

#### **iii) Meeting the LHUD SDP Technical/Sector Working Group (TWG)**

The drafting team held meetings with the TWG for the SDP. The TWG provided useful comments and guided the Sub-Sectors on the required format for the SDP. This thus led to the preparation of the draft SDP for the period FY2015/16 -2019/20.

#### **iv) Validation Workshop to Ensure Consistency and Ownership of the LHUD SDP**

The Ministry organized a one day workshop to validate the LHUD SDP and useful comments were received from stakeholders which enriched the SDP production process. LHUD Sector staff validated the draft SDP that led to the production of the final document.

#### **v) Submission of the Final SDP**

The Technical Working Group and the drafting team incorporated all the comments from the validation workshop and produced the final SDP which was submitted to the Ministry's Top Management for consideration and adoption.

### **1.12 The structure of the LHUD Sector Development Plan**

The LHUD Sector Development Plan is structured as below;

- Chapter one of the plan provides the overview and Introduction of the LHUD Sector and the Sector Development Plan.
- Chapter two gives the Situational Analysis of the LHUD Sector, identifying the sector status or performance according to the sector mandates.
- Chapter three provides the Strategic Direction of the Sector highlighting the SDP interventions which are in line with the National Development Plan.
- Chapter four identifies the Institutional arrangements for implementing the SDP
- Chapter Five provides the Costs, Financing and Macroeconomic Implications of the LHUD SDP 2021
- Chapter Six provides for the Monitoring and Evaluation arrangements in the LHUD sector

## CHAPTER TWO

### SITUATIONAL ANALYSIS OF THE LHUD SECTOR

#### 2.1 Introduction

This chapter gives the status and analysis of the performance of the LHUD sector in relation to its mandate; the policy and legal frameworks; recent developments and achievements; gaps and challenges; and highlights the key investment opportunities available in the Sector.

#### 2.2 Budget Performance for LHUD Sector

This section reviews the financial budget performance of the MHLUD and ULC between 2005/06 and 2015/16.

##### 2.2.1 MLHUD Budget Performance

As shown in the figure below, the percentage of approved budget released to the Ministry has been declining over the years and this has affected its performance due to inadequate funds to implement certain programs and activities. The worst variance was in financial years 2013/14 and 2014/15 where only 29.80% and 39.30% of the approved budget was released respectively. The best performance in terms of budget release was in FY 2005/2006 where 99.25% of the approved budget was released.

**Figure 1: Percentage of approved budget released**

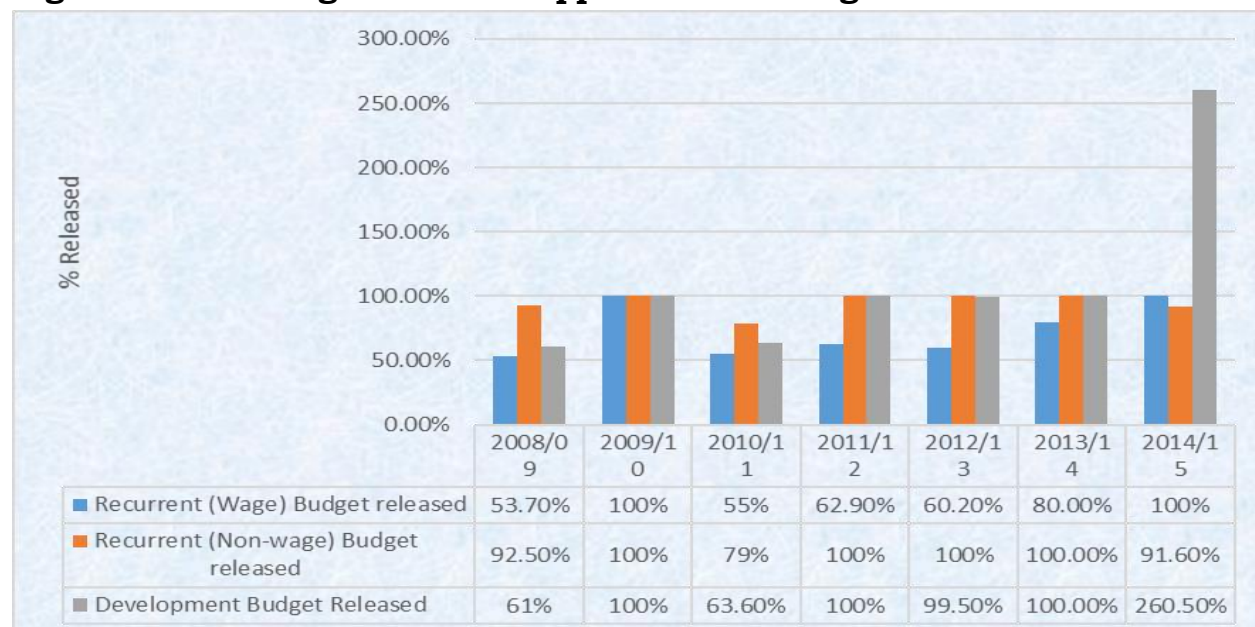


### 2.2.2 ULC Budget Performance

The figure below shows the budget releases to the ULC since the FY 2008/09 when ULC became vote 0156. It should be noted that on average:

- The recurrent wage release performed at 73.11% between FY 2008/09 and FY 2014/15;
- The recurrent non-wage release performed at 94.73% between 2008/09 and 2014/15;
- The development budget release performed at 112% between 2008/09 and 2014/15; In FY 2014/15, the ULC development budget release surpassed the approved budget. This was particularly because of the supplementary budget releases for the Land Fund Program.

**Figure 2: Percentage release of approved ULC budget**



## 2.3 The Lands Subsector

### 2.3.1 Overview

Uganda covers a total surface area of about 241,550.7 square kilometres (sq. km) of which land and open water cover 199,807.4 sq. km and swamps occupy about 41.743 sq. km. 42% of the available land is arable of which 21% is currently utilized, mostly in the southern parts of the country. Land and land based resources constitute the most important natural resources in the country. Utilization of these land resources forms the root of Uganda's economy and provides the majority of employment opportunities in the country. Currently about 20% of the country's land is registered, with registration of rural land as low as 5%. Risks remain very high for both investors and

communities, thus limiting the volume of investment in the country. The future of this country, therefore, rests on the continued viability of the land and the resources it supports.

### ***2.3.2 Policy and Legal Framework of the Lands Subsector***

There are several legal instruments guiding land management, planning and development in Uganda. These policy and legal frameworks have been developed over the years. Nationally, the entire country is guided by the Constitution of Uganda 1995.

*The Constitution of Uganda, 1995:* The fundamental legal basis for land management and land issues is provided by the 1995 Constitution. According to Article 237 clause (1), all land in Uganda belongs to the citizens and is vested in them in accordance with the land tenure systems provided for in the Constitution. The Constitution also recognizes that national or local governments may, subject to Article 26 of the Constitution, acquire land in the public interest; and the conditions governing such acquisition shall be as prescribed by Parliament. The Government of Uganda, depending on the relevant legal structures, holds land in trust for the people and protect natural lakes, rivers, wetlands, forest reserves, game reserves, national parks and any land to be reserved for ecological and touristic purposes for the common good of all citizens. In clause 3 of Article 237, land in Uganda is owned in accordance with the customary, freehold, mailo and leasehold land tenure systems.

#### ***i) Development, Review and harmonisation of the Regulatory Framework in the Land subsector***

Since 2007/08 a number of Land related laws, regulations and guidelines have been processed. In the FY 2008/2009, 4 land related laws were under process while 3 land laws were revised and submitted to parliament. In the same year the mortgage bill was passed by parliament, whereas in the FY 2009/10, 3 land related laws were passed by Parliament. These are; Mortgage Act 2009, Land (Amendment) Act 2010 and the Physical Planning Act 2010. In FY 2012/13, the directorate coordinated the review and harmonisation of three (3) lands related laws on Land Regulations, land Acquisition and Mortgage Act. The directorate also developed principles for Registration of Titles Act (RTA), Land Information System (LIS), Survey Act, and Surveyors registration Act for Cabinet approval.

In the FY 2013/14, the Lands subsector prepared the proposed principles for 5 land related laws namely, the Survey and Mapping Bill, Land Information & Infrastructure Bill, Registration of Titles Act (Amendment) Bill, Land Acquisition Act (Amendment) Bill, and Registration of Surveyors Act (Amendment) Bill, which were finalised in the ensuing financial year.

### ***ii) Development and Implementation of the Policy Framework***

In the FY 2008/09, the subsector embarked on the process of developing the National Land Policy (NLP). By the end of the FY 2009/10, the draft NLP was in place and the subsector held the National Land Policy Conference. The NLP was finalised in FY 2012/13. The actual implementation of the NLP was however affected by the financing challenges. In the FY 2013/14, the NLP was gazetted & 450 copies distributed to Parliament & other stakeholders. The policy was also launched to kick start its implementation. The Draft Action Plan for the Implementation of the NLP was developed and the proposal to fund its Implementation was costed. The subsector has also embarked on the process of developing the Resettlement policy.

### ***iii) Development of Strategies for the Lands subsector***

#### ***a) Development and Implementation of the Land Sector Strategic Plan I (2002 – 2012)***

The rehabilitation of this subsector started in 2002 with the initiation of the 10-year Land Sector Strategic Plan (LSSP 2002-2012). The first LSSP (2002 – 2012) was designed to provide the operational, institutional and financial framework for the implementation of sector wide reforms and land management including the implementation of the Land Act cap 227. It was intended to guide government, the private sector and civil society in the management and use of Uganda's land resources. It had five objectives: (1) creating pro-poor land policy and regulations; (2) putting land to sustainable productive use; (3) providing more equitable distribution and secure access to land for vulnerable groups to improve livelihoods; (4) improving accessibility and availability of land information for planning and implementing development programs; and (5) providing transparent, accountable, and efficient decentralized land administration systems. LSSP I was implemented alongside other existing legal, policy and planning framework.

The government secured funding from the World Bank through the Land Component of the Second Private Sector Competitiveness Project (PSCP-II) to implement partly this strategy.

***b) Development and Implementation of the Land Sector Strategic Plan II (2013 - 2023)***

Following the expiration of the Land Sector Strategic Plan (LSSP-I), the subsector developed LSSP II (2013 – 2023). It provides a broad framework for implementing the sub-sector mandate guided by the principles that find origin in the National Land Policy and the provisions of the Land Act Cap 227 as amended subsequently.

The plan is intended to provide the operational framework for advancing land sector reforms necessary to frame and safeguard Uganda's land tenure system and rights for land users; streamline and modernize land delivery; encourage optimal use of land and natural resources; and facilitate broad-based socioeconomic advancement without overburdening and threatening the national ecological balance. The LSSP II has been thoroughly used in guiding the development of the Strategic Investment Programmes in the Lands Subsector. This will help to ensure consistency and avoid duplication of activities in the sector.

***c) Digital Mapping Project***

The project is responsible for providing topographic database as data source basic data for use by Natural Resource departments both at National and District level. The data is used by various planners in their day to day work while planning for economic and social development activities at their respective levels. Besides that, this data is to form part of the proposed National Spatial Data Infrastructure, (NSDI), which is being championed by National Planning Authority (NPA). The Project handles the data at District level and has covered the entire country with exception of Kampala. Kampala District plus similar large urban areas require handling the data with higher accuracy. Higher accuracy goes hand in hand with more time and higher budget. In brief the Project could not handle urban area because of the inadequate budgetary provision. Since topographic data is dynamic, the Project has embarked on the exercise of data updating for those Districts which were surveyed over 5 years ago plus those Districts which have been fragmented into smaller ones.

***iv) International Land Commitments***

Uganda has commitments with the International community that greatly influences both the long and medium term plans. The United Nation's Sustainable Development Goals (MDGs) and the United Nations Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and

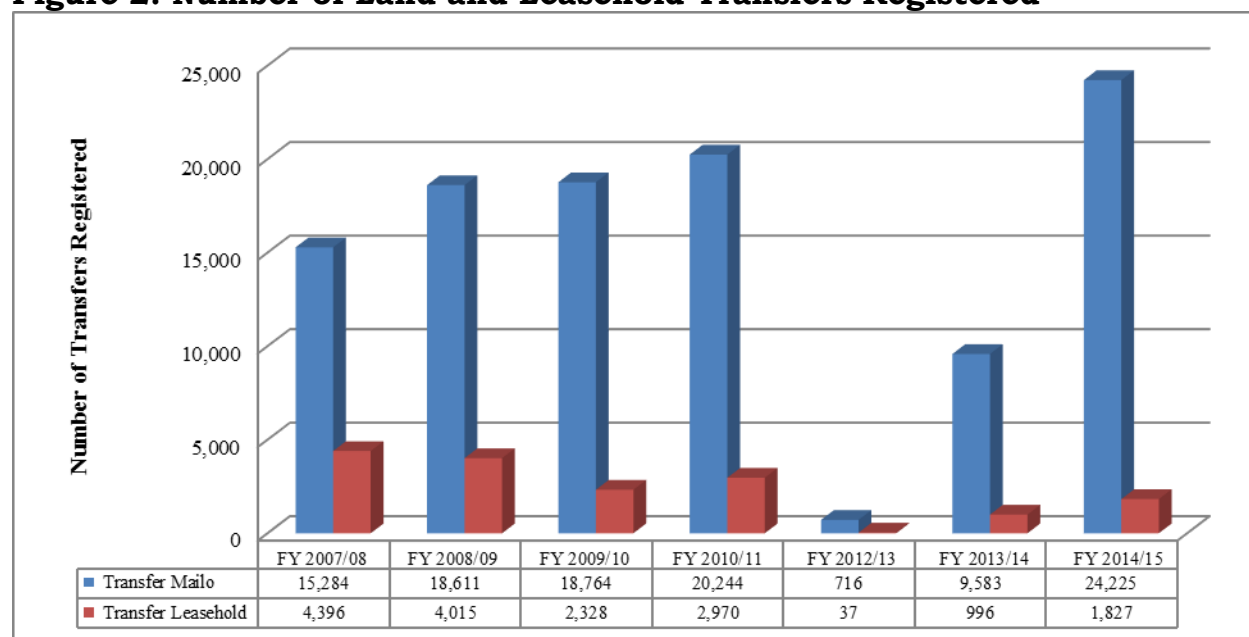
Forests in the Context of National Food Security<sup>4</sup> are some of the international commitments that influence land issues in Uganda. At the continent level, the Sector Development plan will have to contribute to the realization of the goal and objectives of the African Union Declaration on Land Issues and Challenges in Africa (2010) using the Framework and Guidelines on Land Policy in Africa.<sup>5</sup> Thus, the lands subsector's plans and strategies are implemented in accordance with existing and future agreements, standards and protocols that are within the framework of regional integration.

### **2.3.3 Developments, Achievements and Progress in the Lands Subsector**

#### **Mailo Land and Leasehold Transfers**

Since 2006, the Lands Subsector has been processing both Mailo land and leasehold transfers of land. The trend of these transfer processes are as shown in figure 2 below;

**Figure 2: Number of Land and Leasehold Transfers Registered**



**Source:** MLHUD Statistical Abstract 2010/11 & 2014/15

From 2007/08 – 2010/11, the trend of Mailo titles transferred was generally increasing while the trend of Leasehold transfers was decreasing. Under Mailo tenure, the trend was attributed to an increase in the need to acquire secure

<sup>4</sup> The Guidelines are intended to contribute to the global and national efforts towards the eradication of hunger and poverty, based on the principles of sustainable development and with the recognition of the centrality of land to development by promoting secure tenure rights and equitable access to land resources. The eradication of hunger and poverty, and the sustainable use of the environment, depend in large measure on how people, communities and others gain access to land. It is important to note that responsible governance of tenure of land is inextricably linked with access to and management of other natural resources, such as forests, mineral resources oil and gas.

<sup>5</sup> The framework is intended to strengthen land rights, enhance productivity and secure livelihoods.

tenure of security on Mailo land. There was a significant decrease in leasehold transfer of titles from FY 2007/2008 to 2009/2010 and registered a slight increase between FY 2009/10 and 2010/11. This is because most District Land Boards' tenure expired and there was a significant delay in their re-appointment hence they could not provide consent to transfer most titles as it was in the initial period between the FY 2007/08 and 2009/10.

The financial year 2012/2013 show a sharp decrease in the number of transfers both mailo and leasehold. However, the transfers for the Mailo land slightly increased in the 2013/14 financial year, and reached its highest in the financial year 2014/2015. The transfer for the leasehold is still very low, even when it experienced a slight increase in 2014/2015.

**Table 1: Trends and Outcomes in the Land Administration and Management program**

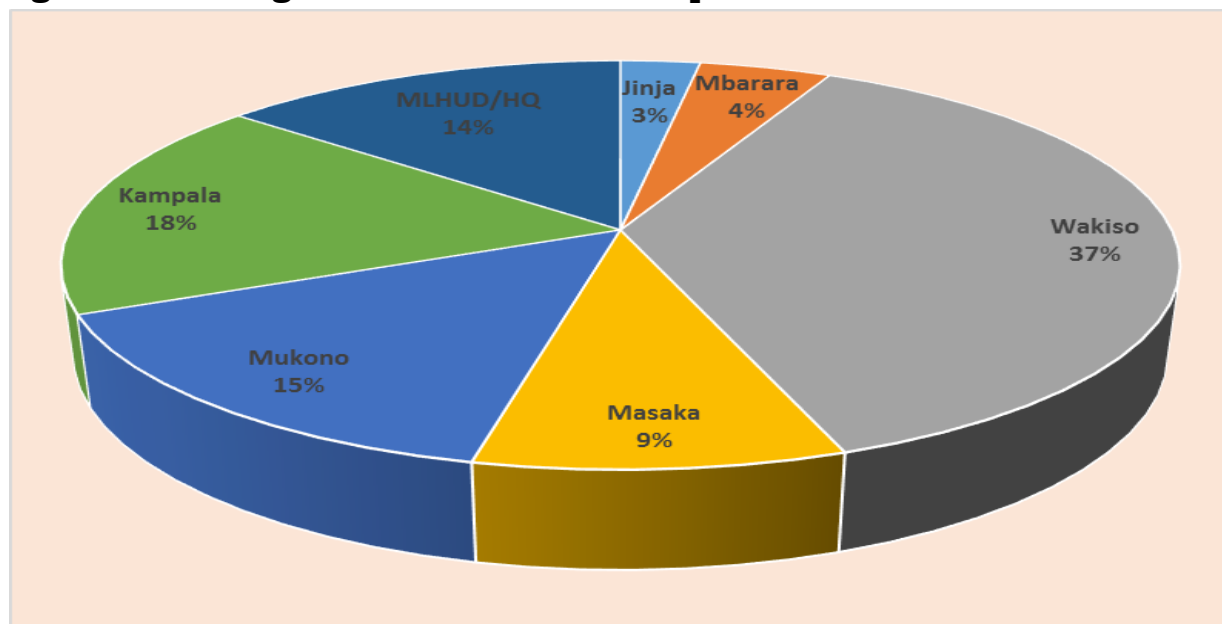
<b>Outcome indicators</b>	<b>2006/07</b>	<b>2007/08</b>	<b>2008/09</b>	<b>2009/10</b>	<b>2010/11</b>	<b>2011/12</b>	<b>2012/13</b>	<b>2013/14</b>	<b>2014/15</b>
Certificates of land title issued	Mailo (6000) Leasehold(3560) Freehold (314)	Mailo (7000) Leasehold(4000) Freehold (1500)	Mailo (6,572) Leasehold & Freehold (6,561)	Mailo (11,545) Leasehold & Freehold (5,230)	Mailo (16,565) Leasehold & Freehold (7,615)	Mailo (8,054) Leasehold & Freehold (6,296)	Mailo (18,950) Leasehold & Freehold (5,314)	Mailo (5,629) Leasehold & Freehold (5,231)	Mailo (19,083) Leasehold (1,333) Freehold (6,970)
Digital data bases developed	9	12	12	9	12	20	17	8	7
District thematic maps produced	27	54	9	6	8		72	52	45
Number of plots adjudicated, demarcated and surveyed	10	50	1,000	5,500	6,500	800	7,500	7,500	7,500
Deed plans for titling produced	1,620	7,200	7,200	7,200	6,200	2,200	2,350	10,500	6,800
Court Appearances	157	210	123	50	60	129	155		194
Court Cases Handled	35	40		65	80	161	60	69	260
Establishment of Geodetic Network (GCP)	40	80	70	70	80	50	20	30	30
Number of Area Land Committees trained	15	203	460	360	685	50	60	80	80
Number of District Land Board given technical support	18	25	25	40	40	75	27	35	35
Number of Adjudication teams trained	50	200	200	210	220	100	270	270	270

Source: LHUD Sector Performance Report 2015

The subsector has registered several achievements to date and these include:

- Decentralizing and computerizing of the land registry: The project secured a service provider to Design, Supply, Installation, Implementation of the Land Information System (LIS) and Securing of Land Records (DeSILISoR). This led to the re-engineering and computerization of land registration systems and records in six zonal Ministry offices of Masaka, Mbarara, Wakiso, Mukono, Jinja and KCCA which cover about 70% of the formal land market transactions in the country. The figure below shows the percentage of land records at each of the 6 Zonal Offices as at June 2015. It should be noted that Wakiso MZO holds the highest number of title records (37%) while Jinja MZO holds the least.

**Figure: Percentage of Land Title Records per MZO – June 2015**



- Construction of a National Land Information Centre and Land Records Storage Centre in Kampala and Entebbe respectively. This involved the equipping and training of staff to run the LIS and the land management systems.
- Construction of physical facilities for delivering land services that saw remarkable improvement with the renovation of five (5) District land Offices and the construction of eight (8) new Land offices. Also the land records of the Districts of Kampala, Mpigi and Wakiso were sorted, rehabilitated and indexed.
- Piloted the systematic adjudication, demarcation, survey and registration or certification of high value land in the Districts of Ntungamo, Iganga, Kibaale, and Mbale using the best practices, low cost, and transparent

approaches. Through this approach, the average registration costs were reduced from USD 200 to about USD 23 per land parcel (compared to USD 25 in Thailand which is known to be the best practice; in addition the intervention resulted in a reduction in the number of days to transfer property from 227 in 2006 to 52 in 2012 (see *DB 2013*).

- Rehabilitation of the Institute of Surveying and Land Management Entebbe; this included the rehabilitation of the geodetic reference network and production of multi-purpose base maps for the areas covered by the six zonal land offices.
- Development and adoption of the National Land Policy (2013), the National Land Use Policy (2007), the enactment of the Mortgage Act 2009; the Physical Planning Act 2010; and the Land (Amendment) Act 2010. The subsector also prepared and drafted nine amendment bills for the Registration of Titles Act, the Survey Act, the Surveyors Registration Act, the Real Estate Agents Act, the Condominium Property Act, the Land Acquisition Act, the Government Land Bill, the Local Governments Rating Bill, and the Uganda Land Information Systems Bill. The Mortgage and Physical Planning Bill was approved by Cabinet and submitted to Parliament.
- Though, not directly supported by the PSCP II, some initiatives were undertaken to demarcate and register communal land especially in Northern Uganda under communal land associations as provided for by the Land Act 1998. Under this initiative, more than 50 communal land associations (CLAs) were organized, of which approximately 10 registered.
- The sector embarked on the strategy of training Local Council Courts, Area Land Committees, and traditional institutional on the mechanisms for Land dispute resolution; guidelines were developed; and the institutions engaged into disputes resolution processes.
- Under the Digital Mapping Project, the land subsector was able to provide a topographic database for use by Natural Resource departments both at National and District level. This data forms part of the proposed National Spatial Data Infrastructure (NSDI). The Project handled data at District level and covered the entire Country with exception of Kampala.

#### **2.3.4 Analysis of the Performance Gaps and Challenges**

There are several challenges impeding the achievement of the subsector targets that need to be addressed by the SDP. These include but are not limited to:

- (i) *Problems caused by archaic policies, laws and regulations, gender imbalance, and poor enforcement of existing laws:* Though the policy and legal framework for land administration was established in LSSP I, there are a number of land related laws, regulations and guidelines that still pending. These include Registration of Tittles Act, Land Information Systems Act, Survey Act, Surveyors Registration Act, and Land Acquisition Act and their standing regulations and implementation guidelines. These need to be finalized as soon as possible to smoothen the regulatory environment of the sector.
- (ii) *Inadequate mapping capacity:* Mapping capability to support National Development has not been upgraded since the 1960s. The National Geodetic network (survey beacons/pillars) damaged during 1970's & 80's has not been restored. The National Atlas has never been updated since the 1960s, yet so many developments have taken place, which need to be captured in the National Atlas. The updating of other mapping related documents is either not done or done in piece meal due to lack of adequate funds. District Land Boards lack up to date survey equipment, technical capacity, and records which makes them dependent on the Central Government for most of the decentralized land services.
- (iii) *Inadequate Skilled Professional Staff:* Modern land administration and land management requires highly skilled professional staffs that are in high demand in the private sector. Consequently, poor remuneration of land officers, poor working environment and low budget support poses a serious threat to staff retention especially in the face of increasing technological demands in the surveying (geomatics), land administration and land management professions. Problems of limited capacity for policy analysis and planning, corruption and inefficiency in land services delivery, poor capacity for enforcement of land use, physical planning and housing regulations, paucity of skilled survey and land management manpower and proliferation of informal settlements, all hinder the smooth delivery of land related services.
- (iv) *Inadequate Land Dispute Resolution Mechanisms:* Conflicts and disputes over land and land based resources are on the increase due to population pressure on land. This has sometimes led to violent land evictions, loss of property and lives. The land tribunals which were created by the 1995 Constitution and the Land Act cap 227 were abolished by the judiciary in 2006 due to lack of financial resources. Land cases have continued to pile in

the courts as the manpower in the courts cannot handle all the cases brought before them.

Other land dispute resolution for example institutions have also not been effective, leading to duplication of mandates and sometimes the complainants find themselves with no option but to move to all institutions hoping that their complaints will be handled, only to be referred to the courts of law, which at times take long to dispose off the land cases. Land related cases constitute about 75% of the court case backlog, while 30% of criminal cases are related to land disputes. Where the matter is already in the courts of law, the parties to the conflict are often subjected to a stressful protracted adversarial process with endless adjournments at the expense of the litigants, which tends to drain away their energy, productive time, hard-earned money, more often than not, resulting into evictions and poverty, as the litigants are uncertain on the usage of the land.

The frequency of violent land disputes and evictions is increasing. A clear strategy is needed to address the root causes of conflicts and disputes beyond the use of Land Courts. Many land issues originate from unascertained boundaries and overlapping land rights that can be prevented through adjudication and systematic demarcation, respect for mediation and/or arbitration and by other well established dispute resolution mechanisms.

- (v) *Inadequate funds for land administration system:* The land administration system has been inadequately resourced and performed below expected standards which hamper the delivery of services. Decentralized land services are equally inadequately funded. The District Land Board grant which was established when the districts were 56 in number, has remained the same despite the increase in the number of districts. Due to inadequate funds and release of the funds by the Ministry of Finance, Planning and Urban Development, District Land Boards have not been able to execute their mandates, whereby most DLBs can only have one sitting within a quarter, while others have not been able to transact any business in a quarter, due to lack of funds to facilitate board members.

The situation is not different for Area Land Committees, whose facilitation is catered by Local Governments. In most cases, the facilitation for members of ALCs is not forthcoming and this ends up antagonizing Land Service delivery at lower levels. Financial resource constraints have also affected all land sector services including topographical mapping, land use planning, cadastral survey, and valuation and land administration services.

(vi) *Inadequate decentralization of land registration services:* Land registration services, especially for leaseholds for the entire country are still carried out at the Ministry of Lands Headquarters in Kampala which increases land transactions costs in terms of transport. Attempts by the 1998 Land Act of establishing a District Land Office (DLO) as the technical arm of every District Land Board has not achieved much in the sense that some District Local Governments (DLGs) have failed to recruit and to retain technical officers. The DLO is comprised of District Staff Surveyor, District Physical Planner, District Valuer, District Land Officer and the Registrar of titles. This has been caused by mainly three problems; (a) Some of the professionals are not readily available in the job market; (b) Where such professional are available, the recruitment of some of them has not been a priority to DLGs; (c) little remunerations by the DLGs to these professionals, hence LGs are outcompeted by the private sector for their services.

### **2.3.5 Strategic Investment Opportunities in the Lands Subsector**

- a) Development, Revisions, and Review of the Lands subsector legal framework: These includes the Survey and Mapping Bill, Land Information & Infrastructure Bill, Registration of Tittles (Amendment) Bill, Surveyors Registration (Amendment) Bill, and Land Acquisition Act (Amendment) Bill; Finalization of the Land Review Regulations.
- b) Review and implement appropriate policies for the Lands subsector: These includes; Operationalization of the National Land Policy (NLP) and reviewing of the National Land Use Policy; Development and implementation of sub-national (regional) and District Land Policies and Land Use Policies; Formulation and implementation of Government Land Management Policy; and a National Resettlement Policy.
- c) Develop programs to transform communal land ownership for increased land productivity: This will comprise of accelerating the registration of land rights and to roll out the systematic adjudication, demarcation, survey and certificate/registration of land programme to cover the entire Country; Promoting the organization of communities into formal land holding entities for sustainable use and management of common property resources, including renting of such land; Promote land rental markets and farming as a business by building the capacity of Communities in farm planning and in the making of Farm Lease Agreements and Building Leases; Strengthen the capacity of Local Governments and the communities to interpret and implement the land use plans upon selecting the best land use options according to land suitability and potentialities for particular pieces of land on the basis of which guidelines on sustainable land use and management

are to be prepared and endorsed on Certificates of Customary Ownership (CCOs) and Certificates of Occupancy (CoO).

- d) Streamline and integrate community land administration and rights systems into the formal legal system. This will be done through demarcation and Certification of Community Land Rights and Systematic Demarcation of Individual Parcels.
- e) Ensure Availability and Accessibility of Land Rights Information: the subsector will continue with the provision of land rights information with the compilation and dissemination of the material on land laws and related documents.
- f) Fully Operationalize Land Fund: The subsector will capitalize and operationalize the Land Fund and the Land Fund Credit Facility; and, Implementation of the land fund regulations to address historical injustices.
- g) Strengthen the land dispute resolution mechanisms, institutions and structures: This will involve Strengthening Land Dispute Resolution Institutions and Mechanisms; Strengthening the capacity of the Judiciary and other land agencies for implementing alternative dispute resolution and mediation programs; providing training to the Judiciary and other land tribunals; disentangling the overlapping land rights; and, conducting a comprehensive review of the legal, institutional and operational framework of land tribunals to identify gaps and make recommendations for improvement. The subsector will also re-institute the District Land Tribunals (DLTs); Develop and implement a strategy for Alternative Land Dispute Resolution; Establish a Centre for coordination of land dispute mediation to support DLTs to formalize and coordinate pre-trial mediation; and Build capacity of land related dispute resolution institutions and land administrators to expeditiously dispose off land conflicts.
- h) Strengthen the land rights for the poor and vulnerable groups aimed at protecting the vulnerable groups.
- i) Roll out and sustain the Land Information System: This will involve establishing appropriate geodetic reference frames and establishing a geographical (geodetic) referencing framework in plane and elevation (framework data).
- j) Develop policy guidelines for geo-spatial information production and management.

- k) Support the establishment of a National Spatial Data Infrastructure that integrates data for planning and development.
- l) Establish an appropriate infrastructure for geodetic reference frames to facilitate surveying, mapping, construction and other services.
- m) Review and roll out a national program for Systematic Adjudication, Demarcation, Survey and Certification or Registration of ownership program.
- n) Enhance the Delivery of Land Services. The subsector will enhance the delivery of land services to enable the placement of the subsector among the priority sectors for National Development Planning; Improve the effectiveness and reliability of Land Sector services; Strengthen Land Sector support for private sector competitiveness; Strengthen Land Sector partnerships for delivering land services; Improve accessibility of land services to land and rental markets. This will be done through reviewing and strengthening Professional and Ethical Standards and Oversight in the subsector; Increasing Private Sector Participation in land sector activities; Strengthening Partnerships with CSOs and CBOs in land services; and pursuing Sector-wide approach aimed at increasing revenue generation.
- o) Capacity Building of the Lands Subsector: In order to ensure transparent land rights administration, accountability and easily accessible institutions and strengthen systems and capacity for delivery of Land services, the subsector will; develop the physical infrastructure of the lands subsector; Strengthen land management institutions and human resource capacity; establish effective Headquarter supervision and support for the land administration system and 21 MZOs; Provide uniform standards, backstopping technical support and supervision for land administration institutions at the Centre, ULC, DLBs, DLOs, ALCs, and Recorders; Support the development of professional capacity and participation; Strengthen the overall Land rights administration system; and, Develop programmes aimed at improving the capacity of land administration institutions in service delivery. The subsector will also transfer the responsibility for the Institute of Surveys and Land Management back from MoES to MLHUD and to effectively support its professional development, including the provision of part-time lecturers.
- p) Efficient management, utilization, and protection of Land and Land based resources: To achieve this strategic objective the subsector will; develop and

Implement the National and Sub-regional Physical Development Plans; ensure proper land use practices comply with sound environmental and natural resources management; ensure equitable access to land for orderly development of urban and rural settlements; Identify, assess, inventory and register Government Land; and, Clarify procedures for land acquisition by government. The subsector will undertake the following activities; Preparation of Framework (National, Regional and District) Land Use Plans and land banking; Preparation of Strategic Urban Development Plans; Preparation of Rural Settlement land use plans; Refinement of Strategic Urban and Rural Development Plans; Preparation of Settlement Layouts – Town Planning Drawings; and, Designation of Areas Ripe for Development.

- q) Implementation of the Competitive Enterprise Development Project (CEDP) land Component activities: This project will address those issues which have been highlighted as priority areas for action in the second LSSP (2013-2022) and require a major boost, but have so far remained unfunded due to financing constraints. Such key areas include: registration/certification of communal lands in the North and East; registration of 15 million individual land parcels all over the country; piloting and scaling up improved land use planning models in strategic areas; and strengthening land dispute resolution.

With a successful land administration reforms, a competitive investment climate would be created whilst protecting the local communities' land rights:

## **2.4 Housing Subsector**

### ***2.4.1 Overview of the Housing subsector***

The Universal Declaration of Human Rights of 1948 recognizes the right to housing as an important component in most international declarations such as the International Covenant on Economic, Social and Cultural Rights of 1966, Agenda 21 of 1992, the Istanbul Declaration and Habitat Agenda of 1996; and the Millennium Development Goals of 2000 have further re-affirmed this. The African Charter on Human and People's Rights recognizes the right to adequate housing and shelter as enshrined in the Universal Declaration of Human Rights. In the same vain, the East African Treaty also recognizes the right to adequate housing.

The Government of Uganda recognizes the strategic social and economic importance of housing in the national economy and particularly to the socio economic transformation of the country as envisioned in the Uganda Vision 2040. The Vision 2040 envisages social transformation of the country by the year 2040. Social transformation entails access to decent shelter by the population in both rural and urban settings. Housing is essential for the well-

being of mankind and the conditions of the house are important in improving the sanitation status of a household. In addition, the condition of a structure could be a proxy indicator of the welfare status of a household.

The housing sector has a huge potential to generate employment, increase productivity and raise the standard of living of the populace and alleviate poverty. Owing to this great potential and significance towards growth, employment and social- economic transformation, the housing sector, the NDP II (2015/16 – 2019/20) categorized housing as part of the Human Capital Development and considered it as Priority Development Area. According to UNHS 2012/13, 67 percent of the population live in relatively decent shelters with iron sheets roofing and brick walls. It is the Government’s policy to ensure that every family lives in a decent and affordable house that meets the necessary requirements of safety, security of tenure, health, privacy and protection from the weather adversities.

**Table 2: Current and Projected Trends in Housing Needs (‘000’)**

Housing Needs	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20
Kampala	499	519	540	563	586	610	635	661	688	716
Other Urban	633	662	693	725	758	793	829	867	907	949
Rural Areas	5,714	5,857	6,003	6,153	6,307	6,465	6,627	6,792	6,962	7,136
National	6,846	7,038	7,237	7,441	7,651	7,867	8,091	8,320	8,557	8,801

**Source:** Directorate of Housing

#### **2.4.2 Policy and Legal Framework of the Housing Subsector**

*International Commitments:* Uganda is a signatory to the Universal Bill of Human Rights (1967), which considers adequate housing a core human right. The country is also committed to other international declarations such as the International Covenant on Economic, Social and Cultural Rights of 1966, Agenda 21 of 1992, the Istanbul Declaration and Habitat Agenda of 1996; and the Sustainable Development Goals (SDGs) Agenda 11.

*National policy and legal frameworks:* The relevant existing laws guiding the housing sector include the Physical Planning Act (2010), and the Public Health Act (1964), which contains the building codes.

*The 1964 Public Health Act:* This gives details of planning standards and requirements for the protection of public health in the development process. Chapter 269, articles 13 – 15 specify the building codes and standards to be

followed in development, and these have been substantially revised in the Building Control Act and in regulations formulated under the Ministry of Works. The Act also elaborates on the standards concerning plot sizes, house designs, drainage, ventilation and basic engineering requirements.

*The National Housing Policy 2016:* The vision of the NHP is “Adequate housing for all” while the goal of the policy is “to provide a framework that promotes adequate housing for all”. The policy aims at:

- ✓ Harmonizing the policy, legal and institutional framework for the housing Sector, to promote an efficient and effective housing delivery system.
- ✓ Increasing the production of adequate housing for both rental and owner occupation, so as to address the housing backlog and housing need;
- ✓ Increasing access to adequate and affordable housing for all income groups;
- ✓ Promoting institutional /employer housing, particularly in hard to reach areas and new districts for specific categories of staff such as the those in armed forces, teachers and medical;
- ✓ Improving security of tenure in human settlements especially through programs aimed at granting land rights to the beneficiaries;
- ✓ Improving the efficiency and quality of housing through appropriate
- ✓ Research in building materials and technologies, repair and maintenance;
- ✓ Promoting efficient utilization of energy and other resources in housing, so as to address issues of environmental conservation.

#### ***2.4.3 Developments, Achievements and Progress in the Housing Subsector***

Some of the recent developments and achievements registered in the housing subsector include;

- i) Developing and Implementation of the Policy and Legal Framework. The legal framework comprised of the drafting of the Landlord –Tenant Bill and the Condominium property regulations. The policy framework comprised of the drafting of the National Real Estates Policy; and development of the National Housing Policy which provides a framework for access to quality and affordable housing that meets the needs of the growing population by matching the demand and supply, promoting an efficient and sustainable housing industry as well as providing efficient public utilities, services and clean environment
- ii) Re-development of Slum Housing Projects;
- iii) Construction of Public Servants Institutional Houses Project;
- iv) Designing of the National Building Materials Database;
- v) Maluku, Masese and Oli Housing Project;
- vi) Creating awareness of the activities in the housing subsector through Organizing Annual Housing Exhibition Days;

- vii) Support to Earthquake Disaster Victims: The project is mandated to enhance Earthquake Disaster Management through sensitization to build capacity of the population and demonstration to enhance construction techniques in earthquake prone areas. The project's strategic objective is to improve safety of persons and property in earthquake prone areas through the mitigation of earthquake disaster. This has been done through the construction of demonstration units with earthquake resistant technology at Nyahuka TC in Bundibugyo District; building capacity for Earthquake Disaster Management through recruiting and training personnel; increase public awareness on Earthquake disaster mitigation through workshops, radio talk shows and exhibitions.
- viii) Kasooli Housing Project: This Housing Project based in Tororo District begun in 2007. The project aimed at providing security of tenure to 250 households; providing access to basic infrastructure and services to 250 households; providing access to housing finance to 250 low income earners; increasing the capacity for income generation for the Housing Association members; and, improving the physical urban environment of Kasooli settlement. The project has so far managed to conduct an Environment Impact Assessment report; produced Housing Architectural/ Structural designs for phase II; constructed 75% of the 125 low-cost houses for the beneficiaries; improved the physical urban infrastructure of Kasooli settlement; among others.

#### **2.4.4 Analysis of the Performance Gaps and Challenges in the Housing Subsector**

*Weak Legal and Regulatory Framework for the Housing Sub Sector:* The sub sector is guided by Physical Planning Act (2010), and the Public Health Act (1964), which contains the building codes. The subsector should finalize and implement the laws and policies to enable the smooth implementation of housing activities. These include the National Housing Policy, the National Real Estates Policy, and the Landlord-Tenant Bill, among others.

*Irregularities in the Regulation of the Private Sector:* The Real Estates sector is not properly regulated and yet it grows at a faster rate. The sector has been growing at an average of 4.9 per cent per annum and contributing an average of 4.0 percent on Uganda's GDP, between 2010/11 and 2014/15 (see table 3 below). This is attributed to rapid population growth, macroeconomic stability, increase in disposable income, increase in foreign direct investment immigrant remittances, and economic growth. With all this growth, the sector however, doesn't conform to planning regulations and building standards and other services requirements such as the management of solid waste, access roads, water and sewerage, electricity and other. The available regulatory framework

to manage such challenges has been defied by the private sector. The coming into place of the National Real Estate Policy is anticipated to manage these challenges, but however there is need for strong institutional framework and capacities to make it operational and meaningful.

**Table 3: Contribution of Real Estate to GDP**

Financial Year	2010/11	2011/12	2012/13	2013/14	2014/15
Total GDP at Market Prices (UGX Billions)	47,078	59,420	63,905	68,523	74,565
Real Estate (UGX Billions)	1,831	2,106	2,499	2,888	3,252
Real Estate % share of GDP	3.9	3.5	3.9	4.2	4.4
% Growth Rate	3.6	3.7	4.2	6.1	6.3

**Source:** UBOS Statistical Abstract 2015

*Increasing housing backlog and housing need:* The national housing deficit at national level in financial year 2008/2009 was 1,213,402. The deficit increased to 1,315,852 in the financial year 2010/2011. In 2012, it was estimated that Uganda had about 6.82 million households living in 6.2 million housing units with an average household size of 5.2 persons. The national occupancy density is estimated at 1.1 households per housing unit, giving a total backlog of 771,000 housing units (table 4 below). The backlog of housing units rose to 1.6 million units by 2012. Out of these about 210,000 units were in urban areas while 1.395 million units were in rural areas. The estimated construction rate of reasonably good houses is estimated at 40,000 housing units in the rural areas and 20,000 in urban areas. This creates an annual deficit of 135,000 inadequate houses nationally of which 95,000 are in rural areas and 45,000 in urban areas.

**Table 4: Current and Projected Annual Trends Housing Backlog ('000')**

Housing Backlog	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20
<b>Kampala</b>	68	70	73	76	80	83	86	90	93
<b>Other Urban</b>	106	115	121	126	132	138	145	151	158
<b>Rural Areas</b>	532	546	559	573	588	602	617	633	649
<b>National</b>	711	732	754	776	799	823	848	874	900

**Source:** Directorate of Housing and Estates Management

*Lack of a Standardized Building Materials and Database:* As a result some of the issues affecting the housing development include lack of standards for

building materials, which has led to some housing developers to construct houses that are not custom designed. There has been introduction of new types of building materials both local and foreign such as soil stabilized blocks, interlocking blocks, floor and roofing tiles, synthetic shutters etc. as a result standardization has created challenges, poor usage of these materials has resulted, adulteration of building materials have occurred resulting in several buildings collapsing.

*Housing Congestion:* The majority of households in Uganda are characterized by congestion, which creates higher health risks. According to the UNHS 2012/13, 44% of households occupy dwellings with one room for sleeping; 30% occupy dwellings with two rooms for sleeping while 26% occupy dwellings with more than two rooms used for sleeping, an increase from 24% in 2009/10. A higher percentage of households in urban areas had dwellings with one room for sleeping (56%) compared to rural areas (40%). On the other hand rural areas had higher percentages of households using two or more rooms for sleeping (28%) compared to urban areas (20%). Regionally, the Central region has the highest percentage of households using one room for sleeping (52%) while Western region had the lowest (30%), with Kampala having the highest percentage of households that had one room for sleeping (69%) while South Western sub-region had the lowest percentage (27%). Table 5 shows the distribution of households by number of rooms used for sleeping and the average per room per region.

**Table 5: Percentage distribution of households by number of rooms used for sleeping and the average per room per region**

Region	2005/2006				2009/2010				2012/13			
	One	Two	More than 2	Average No. Per Room	One	Two	More than 2	Average No. Per Room	One	Two	More than 2	Average No. Per Room
Kampala	73.6	1.3	13.5	3.1	68.4	20.0	11.7	2.6	69.3	18.5	12.3	1.5
Central	50.9	24.4	24.7	3.1	47.8	30.1	22.1	2.8	51.9	27.1	21.0	1.8
Eastern	59.1	20.7	21.2	1.7	47.1	29.1	23.9	3.3	46.2	31.1	22.7	1.8
Northern	80.1	13.2	6.8	4.0	48.2	36.6	20.2	3.2	46.5	31.5	21.9	1.9
Western	36.5	30.1	33.4	2.9	32.1	34.7	33.2	2.6	30.4	31.4	38.2	2.2
<b>National</b>	<b>56.3</b>	<b>21.9</b>	<b>21.8</b>	<b>3.4</b>	<b>44.4</b>	<b>31.4</b>	<b>24.1</b>	<b>2.9</b>	<b>44.2</b>	<b>30.1</b>	<b>25.7</b>	<b>1.9</b>

**Source:** UNHS 2009/2010; 2012/2013

*Uncontrolled Growth of Slums and poor quality houses:* There is rapid development of unplanned settlements leading to overcrowding and creation of slums and informal settlements. Uganda's population growth rate is 3.05 percent, one of the highest in the world. Although urbanization is still low, the low capacity of the urban authorities to provide the required services, control

and guide urban development has led to the growth of informal settlements and rapid creation of slums.

*Limited Financial Markets:* The inadequacy in housing finance mortgage institutions in the Country to provide housing finance services coupled with the high and unaffordable interest rates has led to lack of housing facilities and acquisition of poor and low quality but affordable houses. There is a need to engage private partnership to provide housing finance mortgage services to the low income earners to enable them acquire decent and affordable housing units.

#### **2.4.5 Investment Opportunities and Core Projects in the Housing Subsector**

- (i) *Formulate and Operationalize the policy and regulatory framework:* This will involve the development of a comprehensive National Housing Policy; National Real Estate Policy and Landlord – Tenant Bill; the Housing Act; the Law to regulate the Real Estate subsector; and a Strategic Investment Plan for the Housing Subsector; train and sensitize the public on the concepts and principles of implementing the condominium property law;
- (ii) *Prevention of Slum Development and Upgrading the existing ones:* This will require the implementation of the National slum upgrading strategy and action plan. The subsector will carry out a national slum profiling exercise; redevelop slums and prevent development of new ones; establish land banking; and, undertake site and service schemes.
- (iii) *Development of the Public Servants Housing Scheme:* The subsector will develop and undertake Public Private Partnership (PPP) for implementation of the Public Servants Housing Scheme. This will involve the development and adoption of a framework for the PPP; identifying partners; develop and signing a MoU with the partners; Construct houses under the PPP arrangement for sale and renting.
- (iv) *Promote and Ensure Availability of and accessibility to long-term affordable housing finance:* This will require supporting initiatives of financial institutions to mobilize long term finance for housing; lobby financial institutions to lower interest rates on mortgages; promote formation and development of housing cooperatives and pro-housing savings groups to mobilize funds for housing; develop mechanisms for mobilizing pension's schemes and insurance deposits to support housing finance; establishment of a housing fund.
- (v) *Deepen public knowledge about housing and human settlement development issues and programmes:* This will involve developing an IEC Strategy to sensitize the public on housing related issues; promote rural housing development schemes; develop and distribute prototype plans to various

regions; establish a building materials and housing database; support the documentation and dissemination of research findings to universities and other institutions of higher learning; monitor compliance to adherence to housing laws and regulations; hold annual construction and housing exhibitions; and produce a bi-annual housing magazine.

- (vi) *Promote Rural Housing Development Schemes*: This will require the promotion of the use of appropriate and affordable construction technologies; development and implementation of the rural settlement programme to promote organized settlement and commercial agriculture; providing technical support to earthquake and other disaster prone areas.
- (vii) *Provide technical support to public and private sector on housing*: This will involve regulating the practice of professionals in the sector through monitoring and supervision; supervise public building constructions and maintenance; produce proto-type plans for various categories of the public; and, establish housing institutional structures in Local Governments and address their staffing requirements.

## 2.5 Physical Planning & Urban Development Subsector

### 2.5.1 Overview of the PP&UD subsector

There has been a remarkable increase in the urban population in Uganda. It has increased from less than one million persons in 1980 to about 3 million in 2002, representing a nearly fourfold increase. According to the Census results of the Population and Housing Census (2014), the urban population further increased to 6.4 million between 2002 and 2014, contributing 12% to the national population. It is projected that nearly half of country's population will be urbanized by 2050.

**Table 6: Proportion of Urban/Rural Populations in Uganda 1969 – 2014**

Year	Urban	Rural	Total
1969	634,952	8,900,099	9,535,051
1980	938,287	11,697,892	12,636,179
1991	1,889,622	14,782,083	16,671,705
2002	2,921,981	21,305,316	24,227,297
2014	7,425,864	27,208,786	34,634,650

**Source:** Uganda National Population and Housing Census, 2014

Urban areas in Uganda are centres for major economic activities (industry, services, and commerce). Urban areas account for about 72% of manufacturing output and over 55% of the National GDP. They have high per capita consumption (average Ug. Shs. 87,213 per annum) compared to National rural average (only Ug. Shs. 50,892 per annum) (UBOS 2012/2013). Planned urbanization, therefore, is an effective strategy for poverty eradication as well

as presenting potential benefits of agglomeration which enhances access to basic services by the population, reduces the cost of service delivery, and creates demand and market for goods and services.

The Country's development agenda documents such as the National Development Plan and Vision 2040 emphasize proper management of the urbanization process, if the country is to benefit and reap big from the urbanization process. It is projected that by 2040, over 30% of the country's population will be living in urban areas. The Uganda Vision 2040 guides on the establishment of four regional cities namely; Gulu, Mbale, Mbarara and Arua and five strategic cities: Hoima (Oil), Nakasongola (Industrial), Fort Portal (Tourism), Moroto (Mining) and Jinja (Industrial), which have been identified as part of the urban corridor development. Currently the Country has one city, 112 Districts, 22 Municipalities and 174 Town Councils. All these require proper planning and management and rigorous investment into the subsector, if the development agenda is to be achieved.

**Table 7: Summary of the physical development planning status of Uganda**

No.	Area	Number
1.	Cities	1
2.	Districts	112
3.	Municipalities	22
4.	Town Councils	174
5.	Town Boards	209
6.	Urban Councils with Expired Physical Development Plans	10*
7.	Town Councils with available Physical Development Plans (unapproved)	17
8.	New Municipalities with Physical Development Plans (un updated)	8

**Source:** MLHUD Statistical Abstract, 2012; Uganda National Population and Housing Census, 2014

\* Includes Kampala's five (5) divisions

Urban Councils = Captures only Town Councils and Municipalities

The Physical Planning and Urban Development sub-sector is responsible for the orderly development of urban and rural areas for socio-economic development of the country. The Physical Planning function entails provision of spatial frameworks for arrangement and organization of socio-economic activities on land at the National, Regional, District and Local levels to achieve optimal use and sustainable development. Urbanization entails establishment of better urban systems that enhance productivity, live-ability and sustainability.

The sub sector is also responsible for policy making, standard setting, national and regional planning, regulation, coordination, inspection, monitoring and backup technical support relating to urban and regional planning as well as enhancing public awareness on urban land use and regional development. It is also mandated to guide planning and development of urban areas by setting policies, regulation and standards.

The sub-sector players comprise of Government, private sector, CSOs, NGOs and Development Partners. The private sector provides professional services in physical planning while CSOs and development partners provide advocacy and technical as well as financial support. The subsector is composed of the following departments

- Physical Planning
- Urban Development; and,
- Land Use Regulation and Compliance.

### **2.5.2 Policy and Legal Framework of the PP&UD Subsector**

The subsector is guided by the following policies:

- *The National Land Use Policy 2008*: Aims at achieving sustainable and equitable socio-economic development through optimal land management and utilization in Uganda;
- *The National Urban Policy*: The policy's vision is "a Productive, Organized, and Resilient Urban Areas", and the goal is "to promote liveable urban areas that are organized, inclusive, productive and sustainable". The Policy seeks to; put in place a framework for planned, balanced, organized and sustainable development; improve urban governance; improve urban environmental management; promote equitable social development; improve access to affordable and decent housing; improve urban infrastructure, transport and services; and, improve competitiveness and productivity of the urban economy.
- *National Urban Solid Waste Management Policy (2013)*: The policy envisions a healthy and sustainable national urban solid waste management system; with the mission of promoting an efficient, integrated and participatory National Urban Solid Waste Management System. The overall goal of this policy is to "have zero solid waste in urban areas". The policy has three broad strategic objectives which are; developing and implementing policies, plans, legislation, regulations, and institutional arrangements, which set the right environment to encourage sustainable urban solid waste management (USWM); Developing, implementing and operating facilities and programs for urban solid waste

management, which are sustainable and which protect public health and the environment; and, Informing, training, and educating the population to facilitate efficient implementation of systems and programs and enable compliance with these systems and programs.

- *Other policies includes:* Decentralization Policy, Health Policy, National Environment Management Policy, National Land Policy, and the National Water Policy among others.
- The legal framework sector includes:
- *The Physical Planning Act 2010:* The act declared the whole Country a planning area and provides for the establishment of a National Physical Planning Board; the composition, functions and procedure of the Board; establishment of the District and Urban physical planning committees; the making and approval of physical development plans and for the applications for development permission; and related matters;
- *Others includes;* Local Governments Act, Cap 243; the Local Governments Rating Act (2005); The Local Council Courts Act 2006; the Public Health Act, Cap 281; the National Environment Act, Cap 153; Access to Road Act, Cap 350; the Land Act, Cap 227; the Condominium Property Act, 2001; the Water Act, Cap 152; the Markets Act, Cap 94; In-land Water Transport Control Act Cap. 357 and Traffic and Road safety Act Cap. 361 among other laws.

### **2.5.3 Developments, Achievements and Progress in the PP&UD Subsector**

- *Development of the Policy and Regulatory framework of the subsector:* The subsector has developed several legal and policy framework including the National Urban Policy and strategic plan, the National Urban Solid Waste Management Strategy, the Physical Planners Registration Bill, and a Clients Charter, which is aims at improving service delivery;
- *Uganda Support to Municipal Infrastructure Development (USMID):* Implementation of the USD 150m Municipal Infrastructure project under the Uganda Support to Municipal Infrastructure Development (USMID) project in Fourteen (14) Municipalities (Arua, Gulu, Lira, Moroto, Soroti, Mbale, Tororo, Jinja, Entebbe, Masaka, Mbarara, Kabale, Fort Portal and Hoima). The main aim of the Program is to enhance the capacity of the targeted Municipalities to improve urban service delivery in the context of a rapidly urbanizing society in which significant service delivery responsibilities have been decentralized. This program is funded by the World Bank and Government of Uganda through a US\$ 150 million loan for

a period of five years (2013 – 2018). In total Ushs 47.9 billion has been transferred to the 14 Municipalities for Municipal Development and Capacity building interventions under the USMID project.

- *Support to National Physical Development Planning:* The sector embarked on the project to support national physical development planning aimed at; preparing the National Physical Development Plan to support the orderly and sustainable urbanization, services and infrastructure development; prepare the Physical Development Plan of the Albertine Graben Special Planning Area; and setting up a web based functional land use information Centre. This is a five year project starting 2015 – 2020. Available statistics indicate that by 2012, 67% of urban councils had structure plans, whereas 33% were without structured plans. Also 61% of the urban councils had available detailed plans and 39% didn't have detailed plans.
- *Municipal Development Strategy (MDS):* The MDS is aimed at; studying and analyzing the Municipal/secondary cities situation in terms of urban development and be able to forecast as well as plan the future of urban development; Increasing stakeholder engagement in municipal governance, planning and management; proposing a Municipal Development Strategy that will ensure sustainable development of the secondary cities/Municipalities; providing a strategic municipal development framework that will attract and promote public and private investment; creating a linkage between municipal development plans and potential sources of funding.
- *Physical Development Plan for Greater Kampala Metropolitan Area and Structure Plan for Kampala Capital City:* The sector has embarked on the process of developing urban planning and development management framework for the Greater Kampala Metropolitan Area, to guide the development in the GKMA;
- *Physical development plan for the Albertine Graben region:* The government embarked on the project development to improve regional and local access to infrastructure, markets, services and skills development in the Albertine region. The project is aimed at; (a) improving connectivity between rural areas and growth centres in Hoima and Buliisa District; (b) improve the urban and economic infrastructure in Buliisa TC and other selected centres; (c) preparation of the physical development plans for selected urban centres in order to ready them for infrastructure improvement. The project has been able to improve the rural-urban connectivity of the area and prepared the physical development plans for at least 8 growth centres.

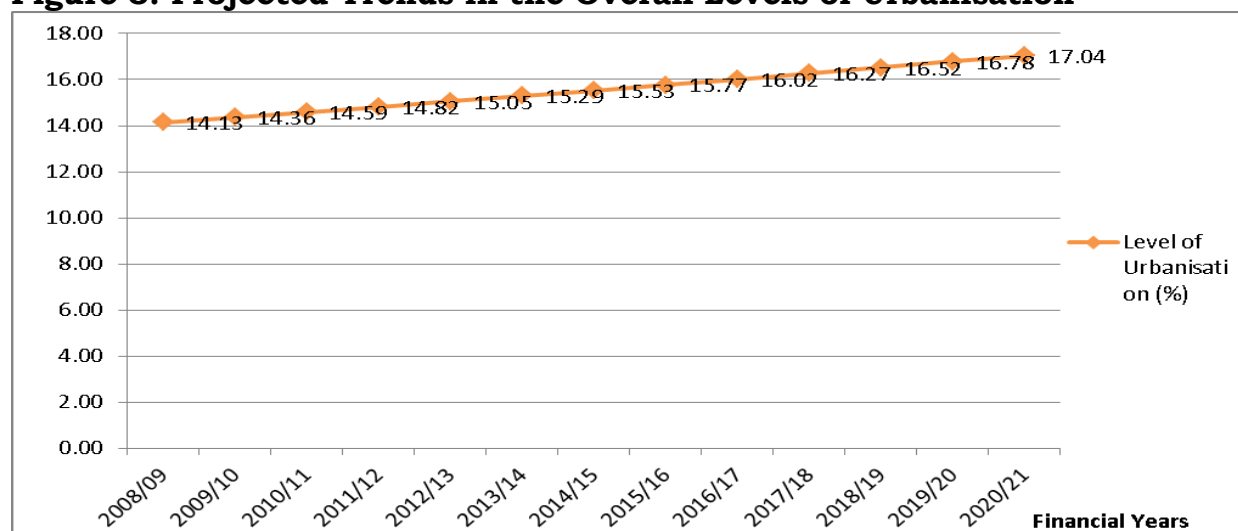
- The subsector has also formulated and operationalized the National Land use compliance assessment tool which will enable the Ministry to compare levels of compliance to the land use regulatory framework

#### **2.5.4 Analysis of the Performance Gaps and Challenges in the PP&UD Subsector**

*Weak Legal Framework for the subsector:* The current legal framework creates overlapping of institutional challenges and mandates; but also doesn't take care of the emerging developments, challenges and concerns that may need to be legalized and regulated as well. There's thus no clear mechanism for coordination of the various institutions involved in physical planning.

*Demographic and urban challenges:* Uganda has a population of 34.8 million - 51% of which is under the age of 18 years - and an annual population growth rate of 3.03%<sup>6</sup> making it one of the fastest growing countries in the world. Like many other developing countries, Uganda is also in the relatively early stages of its demographic and urban transition, when urban growth rates are most rapid and the challenges deriving from these most acute while the overall urbanization level which has been gradually increasing is estimated at 15.8% and is projected to reach 17.04%, by the year 2019/20 (figure 3).

**Figure 3: Projected Trends in the Overall Levels of Urbanisation**



**Source:** Directorate of Housing and Human Settlement

The urban population growth rate is 5.2% per annum, significantly above the national average. It is projected that by 2020 the total population will be 40.4 million with about 25% (10 million) living in urban areas. This has two

<sup>6</sup> Uganda National Population and Housing Census, 2014, Provisional Results

important and interrelated implications. First, the demand for urban services, jobs and housing is escalating rapidly, aggravating the existing situation in which these areas are currently chronically underserved and poorly managed, infrastructure backlogs are severe, and more than 60% of urban dwellers are accommodated in informal settlements. Second, unless these challenges are dealt with successfully, the efficiency of Uganda's urban system will be constrained thus undermining the productivity of Uganda's cities and towns and limiting the contribution they make to national economic growth and poverty reduction.

Currently, Uganda has only one city with a population of about 1.5 million people which accounts for about 24% of the urban population. This has attracted most of the investment opportunities because of the available basic services. As a consequence, the neighbouring LGs of Wakiso and Mukono have experienced haphazard developments. These LGs unfortunately lack the capacity to plan, guide and manage urban growth.

*Inadequate Infrastructure and service provision capacity:* There is an obvious mismatch between infrastructure and service provision on one hand, and population distribution on the other. Investments in urban infrastructure and services have not kept pace with the growing demographic and economic importance of urban centres, resulting in the growth of unplanned settlements, urban poverty, inadequate basic urban services, and deteriorating urban environment. For example, the backlog of bituminized roads in the 14 Municipalities which form the focus of the USMID Program is estimated at around 80%<sup>7</sup> and only 35% of garbage in urban authority areas overall is collected weekly on average.<sup>8</sup> It is also important to note that while urban local governments bear an increasing share of the service-delivery burden for both enterprises and households in Uganda, they are not funded accordingly:

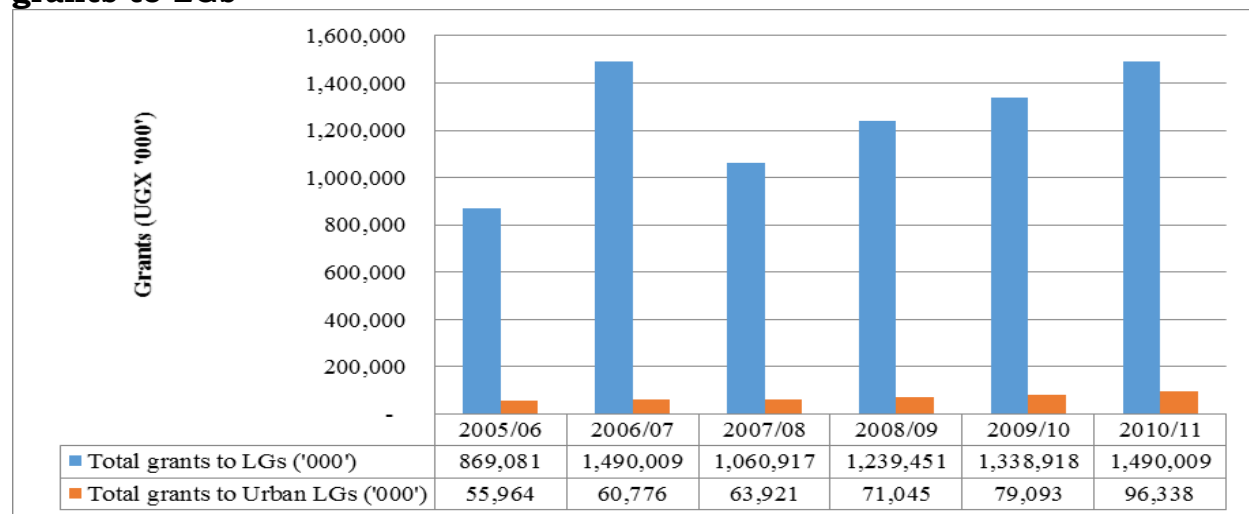
*Limited Funding of Urban Centres:* While around 14% of Uganda's population now resides within urban LG jurisdictions and contributes over 60% of the GDP, the LGs receive less than 30% of the share of total Local Government Budget. It is clear that unless adequate resources are made available to deal with the escalating urban infrastructure challenge, and unless urban LGs develop the capacities and systems needed to manage increasingly large, dense and complex settlements, Uganda's cities and towns will be unable to either cater effectively for a growing proportion of its population, or optimize the contribution the urban sector will need to make to enable accelerated economic growth and to propel the Country from low to middle income status.

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<sup>7</sup> USMID PAD

<sup>8</sup> USMID PAD

**Figure 4: Grants to Urban Local Governments as a proportion of total grants to LGs**



**Source:** MLHUD Statistical Abstract, 2012

Local governments have two sources of funding; grants from the government, and own generated resources. Grants in most cases contribute over 90% of their total budget and own generated Resources contribute in most cases less than 10%.

*Weak Local Governance Capacity:* There is inadequate capacity to implement the physical development plans. Physical planning has not been given the due attention it deserves both at National and Local Government levels yet its tools (Structural and detailed plans) provide development control function to manage and regulate property development to ensure that all development takes place at an appropriate time and place and in such a manner that conforms to a pre-determined set of policies or standards. Most LGs cannot meet the Physical planning costs yet numerous Rural Growth Centres (and town boards) are rapidly springing up and some declared as municipalities, Town Councils or Town Boards without any form of planning. Where such plans exist, they are neither enforced nor implemented satisfactorily. In most cases, LGs have no funds earmarked for this important exercise yet physical development plans should precede any other form of development interventions. Most urban centres are characterized by serious urban sprawl, poverty, informality and environmental deterioration.

*High Urban Poverty Levels:* Due to the planning challenges that are experienced by the LGs and planning institutions, the urban centres are found to be ill-prepared to provide services to the ever increasing urban population. This has contributed to the urban poverty evidenced in the development of slums characterized by the poor housing conditions, high urban crime rates, homelessness, poor medical care, among others. The table 8 below shows the

poverty and inequality rates by rural and urban against the national average. Even though the poverty rates (headcount) seems to be low in urban centres compared to rural areas, the gini index of inequality shows that there is huge income disparities amongst the people in urban centres compared to rural folks, between 2005/2006 and 2009/2010 though this gap seemed to have slightly reduced in 2012/2013.

**Table 8: Poverty and Inequality by Sub group, 2005/2006 - 2012/2013**

Level	Poverty Headcount			Gini Index of Inequality		
	2005/2006	2009/2010	2012/2013	2005/2006	2009/2010	2012/2013
<b>National</b>	31.10	24.50	19.70	0.41	0.43	0.40
<b>Rural</b>	34.20	27.20	22.80	0.43	0.45	0.34
<b>Urban</b>	13.70	9.10	9.30	0.36	0.38	0.41

**Source:** UBOS Statistical Abstract, 2015

### ***2.5.5 Investment Opportunities and Core Projects in the Subsector***

- 1) Develop and Inclusive policy and legal framework for rural and urban development: This will necessitate the operationalization of the National Urban Policy and Strategic Plan; reviewing and harmonization of the relevant and laws related to the subsector; develop and implement a strategic plan for Physical Planning and sub sector urban development; putting in place appropriate urban development standards and guidelines; Operationalization of the National Urban Solid Waste Management Policy; Review the policy, legal and regulatory framework with a view of increasing availability of and access to land for investment – this will help to promote the establishment of land banking and land consolidation schemes in urban areas.
- 2) Development of a national spatial back borne and regional physical development plans: This will entail the development and implementation of the National Physical Development Plan; Development and implementation of regional physical development plans; Preparation of physical development plans for: Albertine Graben, greater Kampala Metropolitan Area, Toro Tourist Region, Buvuma Islands, Karuma satellite City and four Regional Cities (Gulu, Mbale, Mbarara and Jinja).
- 3) Strengthen Compliance to Land Use Regulation Framework: This involves the Implementation of the National Land Use Policy; Implementation of the Physical Planning Act 2010; Dissemination of the physical planning regulations, standards and guidelines; Carrying out regular supervision, monitoring and inspection to ensure compliance with physical planning standards; Establishing approval mechanism for public physical infrastructure projects; Production of an annual state of physical planning

report; Establishing land use data base and computerize Physical Planning Operations at the Ministry; and, conducting national campaigns for planned physical (spatial) development.

- 4) Strengthen institutional capacity for orderly urban and rural development: this will require recruiting and training urban development technical personnel at the central and LG levels; Soliciting for adequate funds for institutional capacity building at both Central and Local Governments level; providing conditional Grants to LGs and monitor the use of the grants; develop and implement E-governance to facilitate efficient and effective urban development and management; and, strengthening the monitoring system for urban centres.
- 5) Integrate environment and heritage concerns in urban and rural development: This will comprise of development and implementation of urban beatification, urban greening and landscape plans for urban centres; development and implementation of urban disaster management plans; and, develop, restore, preserve and gazette urban heritage.
- 6) Develop and implement integrated urban infrastructure investment framework to support urban development: This will comprise of developing and implementing a strategic urban infrastructure investment plan; Formulating and implementing an urban drainage management strategy; Promoting and supporting street lighting in urban areas; Promoting solid waste and management in urban areas.
- 7) Increase public awareness on urban development and management issues: This will require the development and implementation of national campaign programmes on sustainable urban development.
- 8) Develop an urban redevelopment, renewal and revitalization strategy: this involves the development and implementation of urban redevelopment, renewal and revitalization programs; and, development of industrial parks, special economic zones and business parks; setting up and developing incubation centres for training, skills development and technology transfer in urban centres; and, redevelopment and upgrading of markets and food courts through PPP arrangements.
- 9) Develop a strategy for Local Economic Development. This will enable the formulation and implementation of LED programmes in urban areas and development of business associations/cooperatives/SACCOs.
- 10) Implementation of the USD 150m Municipal Infrastructure project under the Uganda Support to Municipal Infrastructure Development (USMID) project in Fourteen (14) Municipalities.

## **2.6 Uganda Land Commission**

### **2.6.1.1 Overview**

Land is one of the most invaluable assets for the citizens of Uganda. With more than 80% of the population rural and directly deriving livelihoods through subsistence agriculture, land access, ownership and use are core to economic, social and environmental drivers of land reforms in Uganda. It is against the central role of land and its resources in Uganda's economic development agenda that successive political regimes sought to reform land tenure relations.

Article 237 of the 1995 Constitution provided a landmark change, and directly bestowed the ultimate ownership of land to the people of Uganda; vested in them in accordance with freehold, leasehold, *mailo* land and customary land tenure system. The government obtained the residual authority to control land use in the public interest; and may "under laws made by parliament and policies made from time to time to regulate the use of land." Management of land was decentralized to the districts, while the Uganda Land Commission (ULC), which hitherto managed all public land in Uganda, was charged with management of government land and property therein.

In line with the Uganda Vision 2040 and the National Development planning framework, the ULC prepared a strategic plan that covers the period 2014 – 2019, to guide the commission in achieving its mandate. The LHUD SDP (FY 2015/16 – 2019/20) takes cognizant of the ULC Strategic Plan in developing Investment Areas and priorities and coming up with strategies and actions that will be financed through the MTEF for the FY 2015/16 – 2019/20.

### **2.6.1.2 Organizational Structure and Establishment of ULC**

The Commission's Structure is comprised of the Top management and the Secretariat. The top management is comprised of the Chairman and eight (8) Commissioners who are responsible for the execution of the mandate of the Commission. Chairman of the commission is full time while the rest of other Commission members are part time.

### **2.6.1.3 Policy and Legal Framework of the Uganda Land Commission**

The legal framework consists of The Uganda Constitution, 1995; The Physical Planning Act (2010); The Local Government Act Cap 243; The Land Act, Cap 227; The Land Fund Regulations 2010; The National Environment Act; The National Planning Act (NPA) 2010; and others.

The policy framework consists of The Vision 2040; The National Development Plan; The People's Charter; The Lands Housing and Urban Development

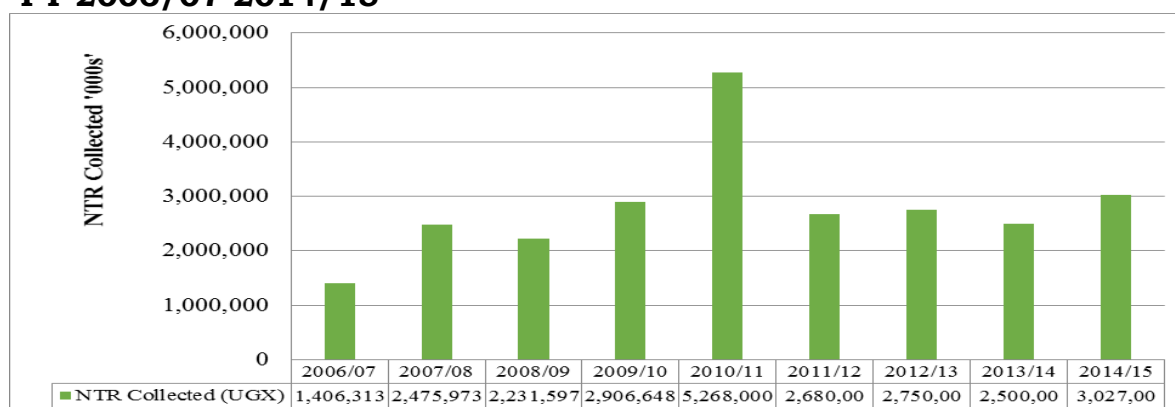
Strategic Plan 2013 – 2018; The National Land Policy, 2013; The National Land Use Policy 2008; The NRM Manifesto, 2016; The Sustainable Development Goals (SDGs); The UN Agenda 21, (Chapter 7); among others.

#### **2.6.1.4 Developments, Achievements and Progress in the ULC**

##### **i) Collection of Non Tax Revenues (NTR) from Premium and Ground Rent:**

The NTR collected by Uganda Land Commission increased from UGX 2,231,596,750 in FY 2008/09 to UGX 5,268,000,000 in FY 2010/11 indicating an increase of 136.06%. This NTR was collected from entities that lease government land and property as a means of effectively and efficiently managing these resources. However this reduced in the subsequent years and by 2014/15, 3.027 billion was collected, representing a reduction of 43%, since the FY 2010/11. This was a result of the Minister's directive to stay all transactions on government's land in 2013/14 and delays by lessees to pay ground rent and premium despite several reminders to do so.

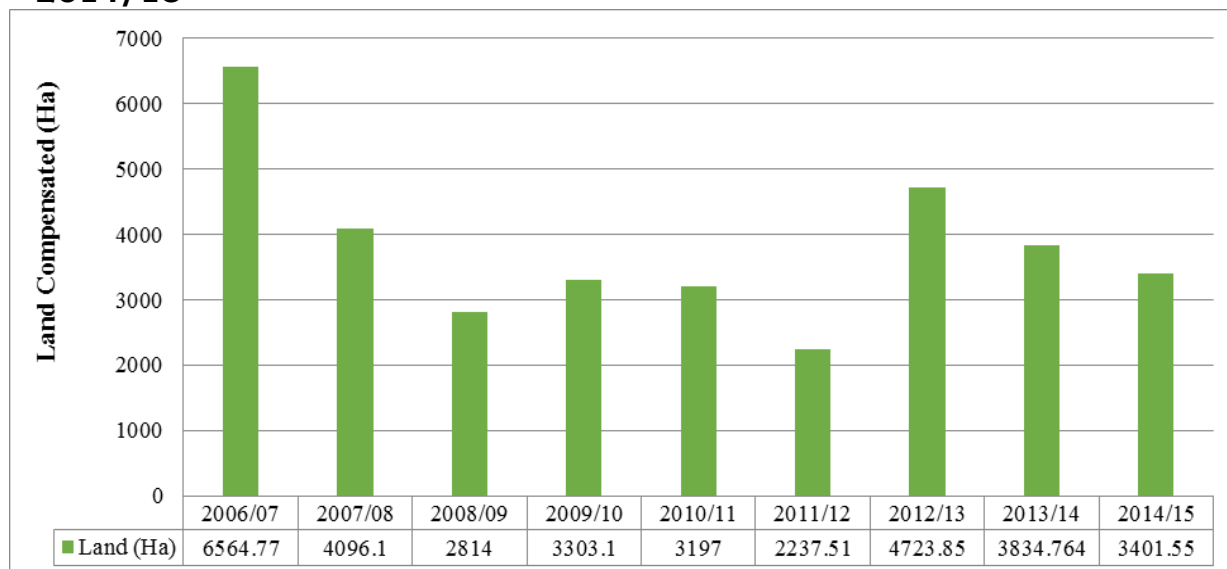
**Figure 5: NTR Collected from Ground and Premium Rent (UGX Billions), FY 2006/07-2014/15**



**Source:** MLHUD Annual Sector Performance Reports, 2006/07 – 2014/15

**ii) Land Compensated (Ha) and Government Land Titles Secured:** The size of land compensated by the government totals to 34,172.644 hectares between the FY 2006/07 – 2014/15). Also in the same period the Uganda Land Commission secured 256 government titles.

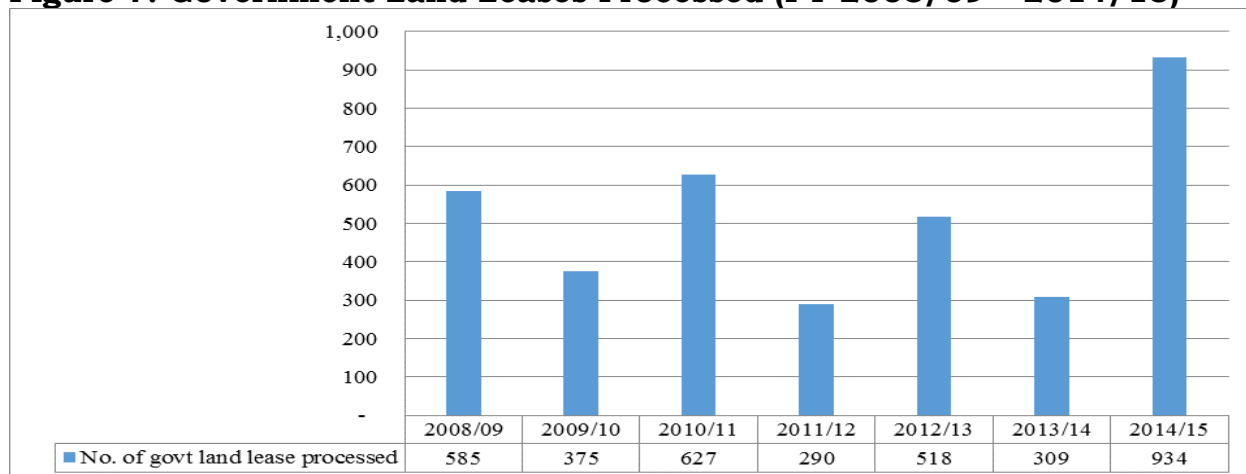
**Figure 6: Size of the Land Compensated by government (Ha) – FY 2006/07 – 2014/15**



**Source:** MLHUD Annual Sector Performance Reports, 2006/07 – 2014/15

- iii) **Government Leases:** The commission also made 3,638 leases for the period between 2008/09 – 2014/15. The highest number of leases was in the FY 2014/15, with 934 leases made, and the least was in the FY 2011/12, with 290 leases made.

**Figure 7: Government Land Leases Processed (FY 2008/09 – 2014/15)**



**Source:** MLHUD Annual Sector Performance Reports, 2008/09 – 2014/15

### **2.6.1.5 Analysis of the Performance Gaps and Challenges in the ULC**

This analysis presents the varying challenges and gaps that ULC is facing in executing its mandate. These are categorised as human resources, financial, institutional and regulatory challenges.

*Human Resources:* The commission capacity needs (in terms of numbers and competences) are severely lacking, considering the scope of its mandate. The

commission currently has only 22 staffs, which can't fulfil the commission's obligations and mandate. The temporary nature of the position of the Commissioners also makes it harder to maintain a common and long term vision of the Commission, which affects the strategic and long-term planning for the Commission.

*Financial constraints:* The commission's planning and capacity for flexibility in response to crises and sudden changes within the sector is limited by the stringencies of the Medium Term Expenditure Framework (MTEF).

The Commission also lacks an approved organisational structure in-line with its current mandate. Its proposed human resource structure is yet to be approved by Cabinet, limiting its capacity to carry out its mandate. This, coupled with the lack of a statutory budget that takes into consideration the supervisory role and the resource requirements to undertake the activities of the Commission, makes the commission vulnerable in fulfilling its obligations.

*Regulatory:* The Uganda Land Commission lacks a specific law and comprehensive regulations to guide its mandate. This makes their mandates to be split, usurped or duplicated by other MDAs including the Uganda Properties Holdings Limited and the Uganda Investment Authority (UIA). This situation is exacerbated by the lack of clarity over the sale, disposal or allocation of government properties including land as a result of the non-alignment between the current provisions of the Land Act and the 2003 PPDA Act.

*Institutional:* The Commission lacks enough office space and office supplies to enable it carryout its activities. These include filing system for archiving, office space, and furniture, among others.

*Inadequate operationalisation of the Land Fund* - The Government set the Land Fund to enable bonafide occupants to acquire full ownership rights through acquisition of land titles. Through the Support to Uganda Land Commission Project, the government has been acquiring land from the willing buyer willing seller basis as provided for under sections 41 4(b) and 6(a) of the Land Act an interim solution to stop evictions of the bonafide occupants. ULC fast tracks the compensation of absentee landlords in order to fully secure the land and provide titles to the beneficiaries and has so far acquired 67,591.78 hectares of land from 313 landlords.

ULC has also been conducting sensitisation of the public especially in Bunyoro about the Land Fund regulations. It's however important to note that for the

Land Fund to become operational there is a need for more funding to support all its components as stipulated in the Land Act i.e.

- a) Land Fund loans schemes
- b) Resettlement of the Landless Persons
- c) Compensation of Absentee Land Lords
- d) Assistance to any other persons to acquire Land titles.

Lack of an updated Land inventory for the Government land. The ULC needs to prioritise setting up an updated inventory of all Government land and provide a clear road map for identifying and securing the same land. Its absence significantly impacts on the commission's capacity to carry out its mandate. Government land can be categorized into surveyed and titled land; gazetted but not yet titled land; neither gazetted nor titled land. The inventory should also attach value to this land. This will help government to understand the type of worthiness and the value of land that it possesses.

The Commission also, while allocating the existing government land to developers, is not carrying out Land Banking – the identification and purchase of land for current and future use with regards to settlement, urban development and government use. This leaves the government vulnerable to high rental costs and the possibility of re-purchase at much high prices when seeking to build its own premises.

#### **2.6.1.6      *Investment Opportunities in the Uganda Land Commission***

- i) Strengthening the regulatory and governance framework of the Uganda Land Commission;
- ii) Develop and maintain the inventory and database of all Government Land and Property;
- iii) Develop Mechanisms for Human Resource Development and professional growth for effective and efficient delivery of the ULC mandate;
- iv) Develop a Communication Strategy for the ULC;
- v) Titling and Securing all the government Land;
- vi) Proper Use and Accountability in the Management of the Uganda Land Fund; and,
- vii) Improve service delivery through a Sustainable, Responsible, and Innovative use of the ULC resources.

### **2.7      Support Services (Planning, Finance and Administration)**

The Department of Planning, Finance and Administration is headed by an Under Secretary and made up of seven organizational units namely: Administration, Accounts, Personnel, Policy Analysis Unit, Resource/Information Centre, Internal Audit and Procurement Unit. Its overall responsibility is mainly Financial Management, Accounting, Administrative

services, Personnel services, Supplies, Procurement matters, Policy analysis, Internal Audit and linking the ministry with the general public.

### **2.7.1 Developments, Achievements and Progress under Support Services**

*Maintaining Public Relations and Information sharing with the general public:*

The department created Information Centre to ease access to information by the public. This is done through sharing information with the public through press conferences and releases, media supplements, and distribution of client charters. This initiative has helped to reduce the time taken to retrieve the required information from 1 – 2 hours in the FY 2006/07, to 30 min – 1 hour by the end of FY 2014/15. It also releases an average of 30 press releases, 25 media supplements and conducts 25 press conferences per year, on the reforms and activities taking place in the sector and the ministry in general.

*Monitoring and evaluation of projects and programmes:*

The Planning and Quality Assurance department conducts the strategic planning, monitoring and evaluation of projects and programmes, quality standards assurance, and coordinating the training function of the sector. It also coordinates the sectoral Budget preparation following the guidelines that were issued by the MoFPED, collects of sector statistics, analysis and dissemination, coordinates of LHUD Sector Working Group activities, and prepares the annual budget performance reports and Resource mobilization. It hence ensures efficiency and effectiveness in service delivery for government programs and projects.

### **2.7.2 Analysis of the Performance gaps and Challenges under support services**

- (i) Weak Coordination, collaboration and Cooperation challenges with other sectors and MDAs that influence the performance of the LHUD sector. Even though the government established the Sector Working Group, it's however difficult to reach out to other sectors such as the Local governments.
- (ii) Insufficient capacity of the Monitoring and Evaluation Unit to monitor the performance of the Sector due to absence of the M&E system for the sector. Collection and reporting of performance within both internally and externally is still a challenge. This makes it difficult to track performance of the sector both at the national and local governments.
- (iii) Insufficient human resource capacity in the sector

### **2.7.3 Summary of the Sector Challenges**

Summarily, the sector faces the following challenges:

- (i) Incomplete staff structure which is coupled with the failure to attract a certain calibre of staff in particular Land Surveyors, Valuation Surveyors and Land Economists and ICT officers due to the inadequate salaries paid by government;
- (ii) Payment for compensation of ranchers and property rates;
- (iii) Increased land disputes and conflicts;
- (iv) Inadequate land funds;
- (v) Fraudulent transactions in the land registration process;
- (vi) Inadequate office accommodation;
- (vii) Non fulfilment of Sector's International obligations;
- (viii) Increasing slums;
- (ix) Absence of the National Physical Development Plan;
- (x) Inadequate low and medium cost houses;
- (xi) Limited public awareness on services offered by the Sector; among others.

## **CHAPTER THREE**

### **3.1 Overview of the LHUD Sector**

The Lands, Housing and Urban Development sector is composed of the Ministry of Lands, Housing and Urban Development (MLHUD), Uganda Land Commission (ULC) and Other Semi-autonomous and Autonomous Bodies that relate to the Sector.

### **3.2 Ministry of Lands, Housing and Urban Development**

The Ministry of Lands, Housing and Urban Development is responsible for providing policy direction, national standards and coordination inter alia, of all matters related to Lands, Housing and Urban Development in the Country. The Ministry is therefore responsible for enacting and putting in place policies and laws to ensure sustainable Land management, planned urban and rural development and decent housing for all.

#### ***3.2.1 The Vision, Mission & Mandate of the Ministry***

The **Vision** of the Ministry is “Sustainable Land Use, Land Tenure Security, Affordable, Decent Housing and Organized Urban Development.”

And the **Mission** is “To ensure Sustainable Land Management, Orderly Development and Adequate Housing for all”

While the **Mandate** is “To ensure rational and sustainable use, effective management of land and orderly development of urban and rural areas as well as safe, planned and adequate housing for socioeconomic development”.

#### ***3.2.2 Roles and Functions of the Ministry of Lands, Housing and Urban Development***

The main roles and functions of the Ministry cut across the three sub sectors of Lands, Housing and Urban Development which specifically involve:-

- 1) Formulating National policies, strategies and programmes on Lands, Housing and Urban Development;
- 2) Providing policy guidance to land holding authorities for sustainable, orderly development and effective management of Lands, Housing and Urban Development;
- 3) Initiating and reviewing legislation on Lands, Housing and Urban Development;
- 4) Setting national standards for sustainable use and development of land and improved housing

- 5) Ensuring compliance to laws, policies, regulations and standards for effective management and sustainable development of Lands, Housing and Urban Centres;
- 6) Monitoring and coordinating national lands, housing and urban development initiatives and policies as they apply to local Governments;
- 7) Providing support supervision and technical back-stopping to Local Governments on matters regarding Lands, Housing and Urban Development;
- 8) Maintaining territorial boundary marks and updating maps and the National Atlas.

### **3.3 Uganda Land Commission**

The Uganda Land Commission (ULC) was established by the 1995 Constitution Art. 238. 2.5.1 to carry out the Government Land Administration function.

#### **3.3.1 The Vision, Mission & Mandate of the Uganda Land Commission**

The **Mandate** of ULC is *to hold and manage any land in Uganda vested in or acquired by the Government of Uganda in accordance with the provisions of the Constitution and shall have such other functions as may be prescribed by Parliament; and the management of the Land Fund.*

The **Vision** of the Uganda Land commission is, *“All Government land and property thereon, secured, effectively managed and historical land injustices resolved”.*

The **Mission** of Uganda Land Commission is, *“to effectively hold and manage all Government Land and property thereon and resolve all historical land injustices”.*

#### **3.3.2 Objectives of the Uganda Land Commission**

- (a) To ensure the effective and efficient management of all Government land and property thereon;
- (b) To develop and maintain an updated inventory and database for all Government Land and property and ensure that all Government land is titled and secured;
- (c) To ensure proper use and accountability of the Land Fund (as directed by Section 41 (2) of the Land Act, 1998);
- (d) To enable bonafide and lawful occupants acquire registrable interest.

### **3.4 Outcome Indicators for the Sector**

The Outcome indicators for the sector include the following:

- i) %age of Land Titled;
- ii) %age of Land Surveyed;
- iii) %age of population living in permanent houses;
- iv) %age of Urban centres with District Integrated Plans;
- v) %age of government land titled;
- vi) %age of government land secured

### 3.5 Strategic Objectives and Interventions

Objective	Interventions
<b>Housing</b>	
Increase access to housing for all income groups, for rental and owner occupation.	<ul style="list-style-type: none"> <li>• Develop and implement a comprehensive National Housing Policy, law and investment plan for the housing sub sector.</li> <li>• Provide for housing needs for government institutions according to priority development areas for mining, oil and gas and infrastructure corridors.</li> <li>• Provide technical support to earthquake and other disaster prone areas.</li> <li>• Develop real estate regulations and guidelines to guide real estate development in Uganda.</li> <li>• Promote PPPs for investment in constructing appropriate housing estates in planned urban and rural areas to provide decent urban Settlements according to priority for development of areas for mining, oil and gas and infrastructure corridors.</li> <li>• Provide basic infrastructure in pre-planned and developed areas.</li> <li>• Strengthen regulations and enforcement of standards in the housing and construction sub-sector.</li> <li>• Development of capacities to plan, design and Implement affordable construction programs and sustainable use of building materials</li> </ul>
Reduce slums and informal settlements.	<ul style="list-style-type: none"> <li>• Implement the National slum upgrading Strategy action plan.</li> <li>• Establish livelihood support initiatives to support the plight of women, children and other vulnerable groups.</li> </ul>
Increase access to affordable housing finance.	<ul style="list-style-type: none"> <li>• Promote and ensure availability and affordability of housing finance.</li> <li>• Increase accessibility to housing related inputs through land banking, housing revolving fund, etc.</li> <li>• Promote rural housing development schemes.</li> </ul>
Improve staff working conditions for enhanced	<ul style="list-style-type: none"> <li>• Construction of a One Stop Centre Sector Home</li> <li>• Availability of the needed tools and equipments to staff for better performance</li> </ul>

productivity	<ul style="list-style-type: none"> <li>• Recognition of good and sanctioning of bad performances in the Sector</li> </ul>
<b>Land Administration and Management</b>	
Improve utilization, protection and management of land and land based resource for transforming Uganda's Economy.	<ul style="list-style-type: none"> <li>• Implement and disseminate the National Land Policy and Land Use Policy.</li> <li>• Develop, implement and disseminate sub-national Land Policies and Land Use Policies.</li> <li>• Formulate, review and revise land related laws, regulations and guidelines (provision for regularization of land tenure in informal settlements).</li> <li>• Identify, assess, inventory and register Government land.</li> <li>• Facilitate better management and use of land owned by cultural and religious institutions.</li> </ul>
Improve availability of land for Development.	<ul style="list-style-type: none"> <li>• Strengthen land services to provide land for priority economic development areas and infrastructure corridors.</li> <li>• Facilitate equitable access to land for orderly development of urban and rural settlements.</li> <li>• Re-design/Operationalize the Land Fund to provide improved land access.</li> <li>• Review, update and clarify procedures for land acquisition by government.</li> <li>• Improve accessibility to and functioning of land sales and rental market.</li> </ul>
Improve and modernize land administration Services/system.	<ul style="list-style-type: none"> <li>• Strengthen land dispute mechanisms, institutions and structures.</li> <li>• Rehabilitate, densify and modernize the National Geodetic Network.</li> <li>• Develop and initiate national mapping program.</li> <li>• Review, roll out, implement and sustain the Land Information System (LIS).</li> <li>• Establish National Spatial Data Infrastructure that integrates data for planning and development.</li> <li>• Review and roll out a national program of Systematic Adjudication, Demarcation, Survey and Certification and titling or Registration of land.</li> <li>• Streamline and integrate Traditional Land Administration with formal systems.</li> </ul>
Increase capacity and support proper Institution of Land Valuation Services	<ul style="list-style-type: none"> <li>• Review the Structure of the Valuation Division to elevate it into a fully-fledged department. Establish the Division as a Rating Authority for Local Governments.</li> <li>• Recruit and train valuers' and technical personnel at all levels</li> <li>• Develop and disseminate comprehensive valuation</li> </ul>

	<p>regulations, Guidelines and standards.</p> <ul style="list-style-type: none"> <li>• Compile, establish and maintain a National Land Value Database linked to the LIS and NSDI. Digitize valuation records, and develop, establish and maintain CAMA and CAPA systems to facilitate property appraisals.</li> <li>• Build capacity to resolve valuation related disputes.</li> </ul>
Improve equity in access to land, Livelihood opportunities and tenure security of vulnerable groups.	<ul style="list-style-type: none"> <li>• Strengthen the land rights for the poor and vulnerable groups.</li> <li>• Increase provision of public information on land rights.</li> <li>• Strengthen access to land for women, youth and other vulnerable groups.</li> </ul>
<b>Physical Planning and Urban Development</b>	
Operationalize the Physical Planning Act, 2010 to support orderly and sustainable Development.	<ul style="list-style-type: none"> <li>• Develop and implement a National Physical Development Plan (NPDP), including the approval mechanism for public infrastructure projects.</li> <li>• Develop and implement the Regional Physical Development Plans (RPDP).</li> <li>• Develop Sub Regional Physical Development Plans for the Kampala-Jinja corridor and the Karuma-Lira-Gulu corridor, and others identified as priority in NPDP.</li> <li>• Develop and implement District Physical Development Plans and Plans for priority urban areas, for the oil and gas areas, highly mineralized areas and infrastructure corridors.</li> <li>• Set up Geographical Information System (GIS) unit for Physical Planning at MoLHUD and undertake GIS training to priority districts and urban Local Government.</li> <li>• Ensure land use practices comply with sound environmental and natural resources management.</li> </ul>
Improve urban and rural development through comprehensive Physical planning.	<ul style="list-style-type: none"> <li>• Strengthen the technical capacity of MLHUD and LGs to prepare and implement Physical Development Plans and undertake development control of physical plans.</li> <li>• Strengthen the capacity of LGs to deliver planned development, improve Own Source Revenue and be self-sustaining through cost recovery systems.</li> <li>• Recruit, train and equip physical planning and urban development technical personnel at LG levels with GIS to carry out Integrated Development Plans for priority areas with full stakeholder involvement.</li> <li>• Continue development of Urban Forums for inclusive management of urban areas.</li> <li>• Develop and align LG physical plans to the national</li> </ul>

	<p>physical plans and integrate them with social and economic development plans</p> <ul style="list-style-type: none"> <li>• Establish regulations and standards to guide urban development</li> </ul>
Improve the policy framework for the establishment and Management of cities and other urban areas.	<ul style="list-style-type: none"> <li>• Review the policy and procedures for the establishment and management of cities and other urban centres.</li> <li>• Finalize and implement the National Urban Policy and a Strategic Urban Development Plan aligned with objectives of NDPII and the Spatial Framework 2040, to guide urban planning, development and management.</li> <li>• Develop appropriate planning standards and guidelines for Integrated District Development Plans, Structure Plans and Detailed plans including methods of public participation.</li> </ul>
Improve and strengthen a competitive urban economy	<ul style="list-style-type: none"> <li>• Develop and implement strategic urban infrastructure and investment projects through PPPs to ensure cost recovery and sustainability.</li> <li>• Develop a framework for planning and management of Trans-boundary infrastructure.</li> <li>• Map utilities and infrastructure development corridors and acquire adequate land for them.</li> <li>• Improve urban safety, security, sanitation and waste management</li> </ul>
Increase availability of and access to serviced land for Urban expansion and investment.	<ul style="list-style-type: none"> <li>• Establish land banks in urban areas.</li> <li>• Establish land consolidation schemes.</li> </ul>

### 3.5 Strategies to address Presidential Directives

Issues	Proposed Solution
<b>Exorbitant valuation rates</b>	✓ Develop and implement land valuation information system (value data bank, geospatial information) which interfaces with Land information system. This shall improve reliability and efficiency of land valuation.
	✓ Development of national valuation standards and guidelines to set and maintain standards of professional practice, education, ethics and discipline and the valuation professional which shall result into improved quality, reliability and valuations performed.
	✓ Enact evaluation law, which provides a legal framework for valuation function to among otherwise statutorize and formalize activities undertaken by the office of the chief

Issues	Proposed Solution
	<p>Government valuer, manage and control procured private consultants</p> <p>✓ Strengthen the approved valuation structure/function</p>
<b>Delayed land and property valuations for Government projects</b>	<p>✓ Retooling by providing transport, office/work equipment's, computers, office space</p> <p>✓ Provide wage for implementation of the approved structure to allow the Ministry fill the vacant positions in the structure.</p>
<b>Delayed Acquisition of land for Government Projects</b>	<p>✓ Amend the constitution to allow fast acquisition of land/property for Government development projects</p> <p>✓ Fully operationalize the land fund.</p> <p>✓ Fast track systematic demarcation of land in the country.</p>
<b>Why lease rocks to Government when constructing roads when the law talks of something different</b>	<p>✓ Review the law to properly define minerals to include rocks and other minerals referred to as building minerals.</p>
<b>Historical land injustices</b>	<p>✓ Capitalize the land fund to enable Government acquire and resettle the landless or protect the interests of the occupants.</p> <p>✓ Re-activate engaging the British Government through the British High Commission in Uganda to seek assistance to contribute to the Land Fund to pay the landlords. A total of UGX 1.76 trillion is needed to address the issue in Bunyoro and Buganda for a start. <i>(Revisit figure)</i></p> <p>✓ Carry out mass public education and continuous awareness on land rights to the population most of who happen to be ignorant of their rights and obligations.</p> <p>✓ Partner with CSOs and Institutions– Transparency International Uganda, Uganda Law Society, Justice Centres Uganda, UGANET, Buganda Land Board, Safer World, Uganda Land Alliance, Kingdoms and Traditional /cultural institutions e.g (Won Nyaci, Acholi, Busoga, Bunyoro, Toro cultural institutions);</p> <p>✓ Use the leasehold as the principle instrument for land alienation which acts as a mechanism for removal of the perpetual fear of evictions or loss of patrimony.</p> <p>✓ Develop guidelines for Land re-distribution amongst tenants and Landlords (land adjustments);</p> <p>✓ Operationalize the District based Mediation Committees in Districts with clear ToRs on how they should help the vulnerable as provided for in the NLP;</p> <p>✓ Allow for the Landlords and Tenants to negotiate and agree on the rent with the assistance from the Mediation Committees;</p>

Issues	Proposed Solution
	<ul style="list-style-type: none"> <li>✓ adoption of the FAO Voluntary Guidelines on Expropriation; and adoption of the UN principles and guidelines on development based acquisition;</li> <li>✓ Re-introduce the registration of Land rights of all parties with a claim of interest in the land as provided for under the RTA and Land Act;</li> <li>✓ Provide for support to Legal Aid clinics to provide free legal services to peasants to challenge illegal land evictions.</li> </ul>
<b><i>Land Disputes and evictions</i></b>	✓ Training of land institutions
	✓ Sensitize the communities on the provision of the law
	✓ Formulate guidelines on enhancing security of tenant by occupancy
	✓ Where the land lord cannot be traced or refuses to accept the rent, rent to be paid to Gombolola chief as resolved by Cabinet
	✓ Reinstate and strengthen land tribunals.
	✓ Systematic land Adjudication and Certification, This involves Adjudication and demarcation of parcels and Issuance of certificates/ land titles
	✓ Encumber, issue certificate of occupancy and enter them as encumbrances on titles of affected land lords
	✓ Undertake mass sensitization of the stakeholders on NLP.
<b><i>Increased International and Internal borders disputes/ tensions</i></b>	<ul style="list-style-type: none"> <li>✓ Reinstate the boundary pillars and reaffirm the common border by densifying pillars in between the existing pillar positions</li> <li>✓ Expedite the sourcing of funds for the border reaffirmation exercise;</li> <li>✓ Jointly address the issues raised by the communities along the shared boarder by organizing and facilitating a reconciliation and peace conference;</li> <li>✓ Start the demarcation exercise with the flash points in the short term before embarking on to the entire borderline in the medium and long term;</li> <li>✓ Acquire appropriate equipment and tools to facilitate demarcation of the Shared boarder.</li> <li>✓ Carry out sensitization of border communities.</li> <li>✓ De-mine some parts of the border before the border demarcation exercise begins.</li> <li>✓ Border Treaty signed by both Governments</li> </ul>
<b><i>Delays in land registration and forgeries</i></b>	<ul style="list-style-type: none"> <li>✓ Facilitate land management institutions</li> <li>✓ Rehabilitation and updating of land records</li> <li>✓ Digitalisation of Land records</li> <li>✓ Establishment of MZO's and roll out of land information system</li> </ul>
	<ul style="list-style-type: none"> <li>✓ Modernize DSM;</li> <li>✓ Strengthen and improve the Geo-information Systems</li> <li>✓ Training and Capacity building of the MLHUD staff.</li> </ul>

Issues	Proposed Solution
	<ul style="list-style-type: none"> <li>✓ Production of Digital Topographic Maps and thematic maps to facilitate investigations</li> <li>✓ Strengthen the systems to easily detect forgeries and sanction punishments</li> <li>✓ Integrating land systems with other systems including National Identification</li> <li>✓ Public education on the land registration process</li> <li>✓ Legalize the agents operations in the land transaction process</li> </ul>
<b><i>Handling Corruption in the Institution</i></b>	<ul style="list-style-type: none"> <li>✓ Public Sensitization and awareness campaign through print media, TV, Radio, Barraza etc</li> </ul>
	<ul style="list-style-type: none"> <li>✓ Create and functionalize suggestion boxes to report errant officers</li> <li>✓ Establish a committee to hear the reported cases and take action (Think of enriching the ToR of the rewards and sanctions committee)</li> <li>✓ Work closely with anti-corruption agencies such as IGG, GISOs and LC1s by entering into a memorandum of understanding to draw special mechanism of monitoring land related activities.</li> <li>✓ Improve the Land transaction systems</li> <li>✓ Internal administrative measure are being undertaken;-</li> <li>✓ -The political leadership together in liaison with the Permanent Secretary have embarked on a cleaning exercise of rooting out bad elements from the ministry.</li> <li>✓ -Implementation of the recommendation of the UNRA probe report. Charges have been framed on the Implicated officers while others action is being taken</li> </ul>
<b><i>Halt sell of public land and irregular leasing and extension of leases</i></b>	<ul style="list-style-type: none"> <li>✓ Compile a comprehensive inventory of all Government and Public land specifying the holding types</li> <li>✓ Gazette and publicize Government inventory in the country</li> <li>✓ Continuously update the public/Government land inventory</li> <li>✓ Title and protect all Government land in the Country</li> <li>✓ Adhere to regulation 23 of the Land Regulation 2004 which provide for the disposal of land by ULC</li> <li>✓ Fast tracking the enactment of the ULC law</li> <li>✓ Develop clear guidelines for management and disposal of Government land</li> </ul>
<b><i>Inadequate housing for the Army, Internal Affairs, Health facilities and Schools</i></b>	<ul style="list-style-type: none"> <li>✓ Identify, acquire and protect land for the housing projects</li> <li>✓ Promote PPP in housing developments</li> <li>✓ Engage the UPDF engineering brigade and other construction departments to provide skills and labour in the construction process</li> <li>✓ Establishment of a Project Management Unit in Ministry in-charge of Housing</li> <li>✓ Offer tax wavers on building materials, construction plants</li> </ul>

Issues	Proposed Solution
	<ul style="list-style-type: none"> <li>and machinery</li> <li>✓ Engage potential partners to finance housing developments</li> <li>✓ Adopt and promote quick to build housing technologies in the Country</li> <li>✓ National service/ patriotism clubs engagement in the housing development process</li> <li>✓ Implementation of the public servants housing scheme</li> <li>✓ Promotion of low cost housing technologies</li> <li>✓ Develop and disseminate appropriate prototypes plans</li> </ul>
<b><i>Lack of clear strategy on integrated planning standards and instructions</i></b>	<ul style="list-style-type: none"> <li>✓ Review and implement Physical planning standards with of defining facility standards across rural and urban areas (Cities, MCs, TCs, TBs, etc.)</li> <li>✓ Fast track integrated planning approach (Economic and physical planning)</li> <li>✓ Fast track the National Physical Development Plan</li> <li>✓ Train and build capacity of parish chiefs, sub county chiefs and CAOs in physical planning and implementation</li> </ul>

### 3.6 Sector Development Programmes/ Interventions

#### 3.6.1 Land Administration and Management Program

Land is the most basic resource in terms of the space it provides, the environmental resources it contains and supports, and the capital it represents and generates. It is a commercial asset that is tradable and can be used to support livelihood. It is a critical factor of production and an essential part of the national patrimony. It is a key factor in shaping individual and collective identity through its history, the cultural expressions and idioms with which it is associated. It also influences spirituality and aesthetic values of all human societies. Land is perhaps, the most essential pillar of human existence and national development and is usually a political issue with potential to be volatile. In this regard, its control, management and use, continues to be a critical factor in Uganda.

The Uganda Vision 2040 highlights land as one of the fundamentals for development, while the NDP II (2015/16 – 2019/20) recognises land as a crucial aspect of the strategy for realizing the Uganda Vision 2040 through the integration of the land sector function in national economic planning and development decision making. Achieving this stance would require a sustained approach to easy access to land for productive investments; harmonization of land sector institutions, policy, legal and regulatory framework for land management; modernization of land services delivery, land information and valuation systems; and, supporting infrastructure for planning and decision making.

Recently, the lands subsector was subsumed in a number of issues that curtailed the achievement of the national development goals. The key issues included the historical injustices and colonial legacies, which have resulted in multiple rights and interests over the same piece of land; disposition and loss of ancestral land by some communities; border disputes arising out of tribal, ethnic groupings and trans-state border disputes; and the ineffective dispute resolution mechanisms, which have resulted into illegal evictions. The subsector is also immersed in a number of contemporary land issues such as disparities in ownership, access to and control of land by vulnerable groups; displacement, land grabbing and landlessness resulting from high population growth and the increasing demands on land for investment especially communal lands which are neither demarcated nor titled. The other issues include inefficiency and ineffectiveness in Land administration and management system, which has made the system prone to fraud and forgeries.

In order to address these issues, the government of Uganda developed the Uganda National Land Policy, 2013. The vision of the policy is: *‘a transformed Ugandan society through optimal use and management of land resources for a prosperous and industrialized economy with a developed services sector’*. While the goal of the policy is: *‘to ensure efficient, equitable and optimal utilization and management of Uganda’s land resources for poverty reduction, wealth creation and overall socio-economic development’*.

The Policy, among other things, seeks to re-orient the land sector in National development by articulating its centrality vis-à-vis other sectors in economic development. It also has a bi-focal emphasis on land ownership and land development, stipulates incentives for sustainable and productive use, as well as other measures intended to streamline the institutional framework for land administration and management to ease the delivery of efficient and cost-effective land services.

The objectives of the National Land Policy are to;

- (i) Stimulate the contribution of the land sector to overall socio- economic development, wealth creation and poverty reduction in Uganda;
- (ii) Harmonize and streamline the complex tenure regimes in Uganda for equitable access to land and security of tenure;
- (iii) Clarify the complex and ambiguous constitutional and legal framework for sustainable management and stewardship of land resources;
- (iv) Redress historical injustices to protect the land rights of groups and communities marginalized by history or on the basis of gender, religion, ethnicity and other forms of vulnerability to achieve balanced growth and social equity;

- (v) Reform and streamline land rights administration to ensure the efficient, effective and equitable delivery of land services;
- (vi) Ensure sustainable utilization, protection and management of environmental, natural and cultural resources on land for national socio-economic development;
- (vii) Ensure planned, environmentally-friendly, affordable and orderly development of human settlements for both rural and urban areas, including infrastructure development;
- (viii) Harmonize all land-related policies and laws, and strengthen institutional capacity at all levels of Government and cultural institutions for the sustainable management of land resources.

The LHUD Sector Development Plan (2015/16 – 2019/20), among other things, seeks to identify investment areas that are particularly a concern of the sector to include them amongst the investment priorities for the government in the next five financial years. These will help to implement the following Strategic Investment Programs under the Lands subsector;

- 1) Strengthening Land Administration and Management
- 2) Conducting Surveys and Mapping
- 3) Promoting Land Registration
- 4) Enhancing Land Sector Reform Coordination

In each Strategic Investment Program, a number of Investment priorities and activities, for each of the financial years from the FY 2015/16 – 2019/20, have been identified and costed accordingly. These investment programs are described in detail below;

### ***3.6.1.1 Strengthening Land Administration and Management***

The sub-program, Strengthening Land Administration and Management is directly under the Land Administration and Management subsector. It is composed of two divisions, i.e. Land Inspection and Land Valuation. Land administration involves the process of determining, registering and availing information about ownership, value and use of land and its associated resources. Strengthening land administration is aimed at improving service delivery in the land sector and other productive sectors. The following investment priorities have been identified for the SDP planning period;

#### ***(1) Re-structure the Lands Rights Administration System***

In Uganda, the Land rights administration operates within two parallel systems comprising of: (a) the traditional customary/informal systems governed by customs and norms of given communities, and (b) the centralized

statutory/formal (or state) system governed by written law. These are however characterized by institutional and systemic conflict resulting from parallel practices, hence leading to confusion as distinct roles of the various institutions under customary and statutory institutions are not spelt out. In addition, inconsistencies in the customary system with regard to standards, rules and procedures are common. Land rights administration operations have contributed to land rights insecurity, as a result of lack of proper record keeping, inaccuracies in land registry process, fraud and forgeries in land administration system. It therefore needs to be treated as a professional function, if it's to improve on service delivery.

The government will thus restructure the lands rights administration system to enhance efficiency, ease of access and cost-effectiveness. This will involve recognizing and harmonizing the traditional customary system with the formal statutory system in land administration. In order to achieve this, the government will restructure and re-engineer the land administration system through the following medium term strategies;

- (i) Build the capacity of traditional institutions involved in land management to ensure their compliance with the provisions of the NLP, constitution, and all other legislation;
- (ii) Issue an administrative directive to National and District land administrators to maintain clear separation between the land rights administration system and public or political administration; and,
- (iii) Undertake public education and awareness creation to attain full and effective participation by land owners and users, especially women, in all land rights administration functions.

***(2) Re-structure the Institutional Framework for the Land Administration and Management to restore efficiency, cost effectiveness, and equity in delivery of services***

Land rights delivery under customary tenure is based largely on memory and folklore which, though not less authoritative, lacks an institutional framework. The statutory system though manually organized is being computerised and automated. Neither of the systems (statutory and traditional) serves the land sector well, making registration of interests slow, expensive and sometimes prone to fraud and forgeries. The systems therefore, require urgent modernization and simplification.

Land is a national function for which Government is responsible as per the Sixth Schedule of the 1995 Constitution. However, the Local Governments Act

has decentralized the Land administration and management function to Local Governments which appears to be contrary to the Constitutional mandate given to the Government. The Government shall be responsible for land administration and management functions in accordance with the Constitution. In the FY 2015/16 – 2019/20, the government will undertake the following medium strategies to ensure that efficiency; cost effectiveness and equity are restored in the delivery of land services;

- (a) Re-structure the land administration and Management Framework and Institutions – where the Government will streamline the institutional framework for land administration and land management to restore efficiency, cost-effectiveness and equity in the delivery of land services. This will involve the following actions;
  - (i) Review the Local Governments Act, Cap 243 to delegate some of the land administration and management functions to local governments;
  - (ii) Through the Act of Parliament, create a semi-autonomous state agency responsible for land administration and management at the national level, and, (a) Specify the land administration and management functions for which the State Land Agency is responsible; (b) Accord the designated State Land Agency sufficient autonomy and independence to perform its functions effectively and fairly, but accountable to the tax payers; (c) Ensure the State Land Agency is responsive to the needs of its customers, is service oriented and is adequately staffed with skilled and competent personnel; (d) Encourage private sector institutions to continuously monitor and evaluate the performance of the Land State Agency; and, (e) Ensure that all land offices throughout the country are under the technical direction of the State Land Agency.
  - (iii) Establish regional land offices appropriately located to deliver land services;
  - (iv) Set and enforce professional standards for land administrators;
  - (v) Enhance capacity of land administration institutions and professionals through periodic training;
  - (vi) Privatize a limited number of land rights delivery services under guidelines established by the semi-autonomous State Land Agency; and,
  - (vii) Strengthen dispute resolution mechanisms in communities and decentralized state institutions established under the Land Act.
- (b) Establish a PPP with appropriate training institutions to develop a continued training programme for land services providers;

- (c) Establish and operationalize a National Land Information System consistent with the principals and goals of the NLP, and in all the MZOs;
- (d) Study revenue generation and sharing scenarios. Use findings to guide the design of revenue collection processes for gradual implementation, while ensuring that taxes, tariffs, and fees do not drive transactions into the informal sector.

### ***(3) Reinstate and Adequately facilitate Land Tribunals***

The Land dispute management system does not recognize the inherent differences between disputes over land held under customary tenure and those held under other tenure regimes. There is no specific recognition given to traditional mechanisms for dispute processing or customary law as a normative framework for the handling of disputes under customary tenure. The Land Act (Cap 227) established an elaborate structure of Land tribunals, which were to provide easy accessibility, expeditious and affordable mechanisms for the resolution of land disputes. This was to be done using simple, flexible and user-friendly and non-alienating procedures. These procedures put emphasis on the administration of substantive justice without undue regard to technicalities in respect of evidence and procedure, and on pre-trial mediation. However, the operation of these has since been suspended in 2006 by the Judiciary due to limited resources and duplication of services with Magistrate Courts. By the time they were abolished, there were 6,000 land cases pending adjudication<sup>9</sup>. Also, land related cases constitute 75% of the court case backlog, while 30% of criminal cases are related to land disputes.

According to the 3<sup>rd</sup> JLOS Strategic Investment Plan, the prevalence of land conflicts at household level is high at 34.9% and is slightly higher amongst rural households at 36% compared to urban households at 33%. Only 20% of land conflicts are not reported to any land dispute resolution option. It was noted that since the majority of the cases are handled in semi-formal fora, there was need to strengthen oversight and to set standards while clarifying mandates of the different dispute resolution fora.

Where the matter is already in the courts of law, the parties to the conflict are often subjected to a stressful protracted adversarial process with endless adjournments at the expense of the litigants, which tends to drain away their energy, productive time, hard – earned money, more often than not, resulting into evictions and poverty, as the litigants are uncertain on the usage of the land. Also, Land related conflicts tend to lock up natural resources potentialities to the extent that disputed land is usually insecure to live or work

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<sup>9</sup> This is in addition to 2,768 land cases which were reported still pending in the High Court as at 30/4/2007 (JLOS Progress Report presented to the 12th Joint GoU/Donor Review, June 2007)

on, is not accessible and therefore not saleable, cannot be mortgaged or leased, and is sometimes left in the unproductive state as the owner or purchaser fears to lose investment capital due to uncertainty.

This necessitates the urgency to reinstate the Land Tribunals at all levels, to solve the land related wrangles in the communities. It's imperative that access to timely, efficient and affordable dispute resolution mechanisms for efficient land markets, tenure security and investment stability in the land subsector is assured. The government is committed to reinstating the administrative Land Tribunals and ensure that they are adequately resourced and facilitated to enable them carry out their constitutional mandate; but also reform the Land disputes resolution mechanisms to facilitate speedy and affordable resolution of land disputes. This will be undertaken through the following Legislative and other measures;

- (i) Implement a Program of action for strengthening institutions and mechanisms for land dispute resolution and mediation at the local governments;
- (ii) Design and implement the program for capacity building for public officials;
- (iii) Establish PPP with appropriate training institutions to establish centre(s) of excellence in land dispute resolution, Alternative Dispute Resolution, and land law reform;
- (iv) Engage Civil Society Organizations into partnership to provide legal aid for land related litigation;
- (v) Design a curriculum on land law and reforms to re-orient the judiciary through the judicial training institute;
- (vi) Undertake a comprehensive study and in-depth analysis of all land dispute resolution structures, roles, and functions; this should include an analysis of how the structures interact with each other and the appellant system.

The government's decision to re-instate Land Tribunals will enable a combination of Land Tribunals at District level and Local Council Courts at lower levels to operate as originally planned. This will combine and easy local accessibility with enhanced fairness as well as affordability within the prevailing resource constraints. The use of the adversarial system of litigation will be discouraged as this has tended to promote protracted, time consuming, costly and acrimonious dispute resolution. Awarding punitive damages in litigated cases frequently result in bankruptcy, social distress and disharmony. The adversarial process has also been linked to land dispute related mischief or

criminal tendencies by the loser, keeping the disputed land out of productive use long after resolving the dispute.

#### ***(4) Improve capacity and support the institution of Land Valuation Services***

In order to increase the capacity and provide support to the Land Valuation Services, the government will undertake the following strategies in the FY 2015/16 – 2019/20;

##### **(i) Establish the legal framework for the Land Valuation**

The Office of the Chief Government Valuer is not established under any particular law, it operates in line with a number of subsidiary legislations that clearly spell out its statutory mandate and obligations. In executing its mandate, the Office is guided by the: The Land Act, 1998, Cap. 227; the Constitution of Uganda 1995: Articles 26 and 237 read together with the Land Acquisition Act, 1965, Cap. 226, Land Act 1998, Cap. 227, Mining Act 2003 and the Petroleum (Exploration and Production) Act, 2000 Cap 150; Public Procurement and Disposal of Public Assets Act, 2003 and its Regulations; Stamps Act, Cap 432 and the Public Finance and Accountability Act, 2003; Registration of Titles Act, 1924, Cap 230; Local Governments (Rating) Act, 2005; and, the Income Tax Act Cap. 340.

The absence of a specific law guiding the regulation of the valuation activities and the establishment of the Office of the Chief Government Valuer curtails the fulfilment of the mandate of this office. The Government will thus develop and implement the legal framework establishing the Office of the Chief Government Valuer. This will involve developing comprehensive valuation regulations, guidelines and standards guiding the operationalization of the valuation activities in the country.

##### **(ii) Review the Structure of the Valuation Division to elevate it into a fully-fledged department**

The mandate of the Office of the Chief Government Valuer is to provide timely and reliable real property valuations to government. This mandate is fulfilled through; (a) advising government on real property valuation; (b) Valuing property for purchase and compensation by Government; (c) Valuing Property for rent by Government; (d) Assessing stamp duty; and, (e) Advising government on Rating Properties. Other tasks include: Valuation for probate; Determination of premium and ground rent; Valuation of Government pool and institutional houses; Valuation of condominium properties; Valuation for sale and purchase of properties by Government; Valuation of leaseholds for

conversion to freeholds; Assisting Districts to determine compensation rates; Mediation, adjudication and litigation on property valuations where necessary; and carrying out Local Government rating valuations. To enable the division to efficiently fulfil its mandate, in the FY 2015/16 – 2019/20, the government will review the structure of the division, and elevate it to a fully-fledged department. The department will also operate as a rating authority for the Local Governments.

**(iii) Strengthen the Human Capacity to conduct the Land Valuation function**

The division is inadequately staffed with personnel to handle specialized tasks of land valuation with the property therein such as natural resources i.e. minerals, oil and gas, wildlife, game reserves, etc. The current team of 20 valuers on full time and 14 on annual contracts in the Valuation Division to effectively conduct valuation activities in the whole country are not enough. This has left some services that require valuation services unattended to. There is a need for the country to understand the value of land and land resources therein, such that they are captured in the calculation of the country's GDP. However, the division still lacks the required personnel to unpack and value all land resources including the wildlife, flora and fauna, mineral resources, petroleum, land value, among others. In addition, there are over 112 districts that need annual supervision and approval of their compensation rates.

The current manpower cannot handle all these tasks and this leads to delayed approval of District rates. Hence, the need for recruiting, training and facilitating the office of the Government Valuer with specialised staff to enable the office of the CGV to efficiently perform and fulfil its mandate. The inadequacy of staff has also led to unfair, inadequate and delayed compensations in government infrastructural projects. There is also lack of capacity and funding in most newly created Districts to enable them to compile compensation rates. There is need for commitment on the Valuation exercise to allow for the appointment and recruitment of all essential technical officers both at National and Districts Local Governments so as to bridge the institutional manpower gap that currently exists.

**(iv) Compile, establish and maintain a National Land Value Database linked to the LIS and NSDI**

The shift to the new Land Information System platform for title registration operations did not integrate the valuation function in the workflow. As a result, valuation operations stage continues to constitute the biggest obstacle to speedy execution of land registration services. Currently, each valuation

application requires field inspection and compilation of data pertaining to that property. Because the valuation department lacks an organized data base for storing land market information, the data collected for each valuation is not easily accessible for use as comparable data for subsequent valuations. Once the valuation data base is established, land value maps can be generated to assist valuers make efficient valuation decisions. The time required for establishing values can be significantly shortened if prior valuation information can be organized in a data base and used as comparable information for subsequent valuations.

It is important to note that land acquisition to free land of any interests and encumbrances for development involves:

- Valuation of Land and landed properties
- Approval of Valuation Reports
- Preparation of Valuation Roll, and
- Payment of Compensation to clear third party interests

Once a valuation database is established, land value maps can be generated to assist valuers make efficient valuation decisions. Several valuation methods can also be applied to speed up the determination of values, including Computer Assisted Mass Appraisal (CAMA) and the use of average value/sq. meter for well-established classes of property in specific areas according to the land value map. A quicker and more effective way to establish property values from comparable market information already captured in valuation files is needed to help the Valuation Department keep up with the faster rate of LIS assisted registration applications.

The creation of the valuation database will serve as the first step towards the creation and operationalization of the valuation function in the LIS. This activity will require engaging a Sector to define the process and lead the study. It is also possible for the Sector to conduct training in CAMA and other modern valuation methods for the staff of the valuation department. The government will also digitize valuation records, develop, establish and maintain CAMA and CAPA systems to facilitate property appraisals.

#### **3.6.1.2 Conducting Surveys and Mapping**

In Uganda, performance of land rights demarcation, survey and mapping functions has been impeded by a variety of factors, which include shortage of qualified personnel, administrative bottlenecks in the preparation and approval of deed plans, among others. There is a public outcry on the exorbitant cost of privatized survey services, despite efforts by academic institutions to increase the number of qualified professionals. The deployment and regulation of the

profession of surveying through the Surveyors Registration Board is currently non-effective due to proliferation by un-qualified practitioners. The absence of survey equipment limits the infrastructure for effectively supporting surveying functions within government and amongst private service providers. The destruction of survey points and loss of coordinates often fuels land conflicts and disputes. Under customary tenure, traditional boundary-marking systems are still being emphasized and recognized instead of the modern and accurate land rights adjudication, systematic demarcation and surveying.

The government will make investments in the following areas to ensure that the surveys and mapping functions are efficiently and effectively conducted;

***1) Enhance the capacity to conduct the National Program for Systematic Adjudication, Demarcation, Survey, Mapping and Certification or Registration of ownership***

There is a need for convergence between state and traditional systems of land administration, particularly with regard to the certification of land rights, the empowerment of decentralized institutions in land rights administration, and the management of land as a resource at the local level. Under the Land Act, (Cap 227), demarcation and certification apply to unregistered land (either customary land or occupancy rights) and provide legal evidence of land rights. The service included the processing of claims, demarcation of boundaries, issue and recording of certificates of ownership, confirmation of established occupancy.

Under the Land Act, (Cap 227), demarcation and certification apply to unregistered land (either customary land or occupancy rights) and provide legal evidence of land rights. The service includes the processing of claims, demarcation of boundaries, issue and recording of certificates of ownership, confirmation of established occupancy. In addition, the Act most importantly assigns responsibility for the recording of subsequent transactions to Land Committees and Recorders at sub county level. However, demarcation and certification were not equivalent to formal survey and registration, both of which provide a higher standard of legal evidence.

The lack of practical recognition by the formal legal system, banks and other financial intermediaries has undermined governance at the local level and encourages patterns of land use that are neither productive economically nor socially and environmentally sustainable. Furthermore, the costs of recording land rights and of resolving disputes are high due to institutional inefficiency and lack of knowledge about the provisions of the 1998 Land Act, especially among the poor and women whose interests the Act is designed to protect.

The certification of Communal Lands is both a preventive dispute resolution approach. But the need to systematically register communal land rights is a priority for integrating customary lands into the formal property and land market systems. Agreeing on the objectives, technical requirements and principles which will underpin procedures for mass formalization of interests in land held under customary tenure will have to include the application of customary law as the basis for land adjudication, demarcation certification and registration. The process will automatically require in-built processes of land dispute resolution in light of the provisions of the National Land Policy, the Constitution and under the Land Act and the Registration of Titles Act (Cap. 230).

When implemented, this intervention will enable government, communities and the private sector to plan more efficiently for the location of infrastructural developments, better targeting of disaster resources, could reduce the costs and increase the accuracy of the National Census, and could improve the estimation and collection of local government taxes. It will also contribute to poverty eradication through the provision of social services, development of economic infrastructure and strengthening of the tax base. Socially, the intervention will not only ensure equity in the acquisition of ownership of land and property rights, which is now affordable to the rich; but also help to easily resolve land disputes. In order to achieve this, the government will undertake the following strategies in the financial years 2015/16 – 2019/20;

(a) *Review and update the legal and regulatory framework on demarcation, surveying and mapping*

This will involve:

- (i) Amending and reforming the Survey Act for improved regulation of surveys;
- (ii) Amending existing laws to allow for the use of modern technology;
- (iii) Reviewing and revising the Surveyors' Registration Act to harmonize it with the Survey Act on qualification and registration of surveyors;
- (iv) Reviewing and re-focusing the Surveyors' Registration Board to effectively regulate the profession of land surveying, mapping and registration;
- (v) Recognizing and conferring official status to community-based boundary-marking systems in all tenure systems;
- (vi) Promoting systematic demarcation and survey as a cost-effective of registering rights in land; and,
- (vii) Regulating the cost of surveys and mapping to facilitate registration of land under all tenure systems.

(b) *Enhance the capacity to conduct and regulate demarcation, surveys and mapping*

Due to a very long history of neglect, the physical facilities housing the Survey and Mapping Department and equipment are both physically and functionally obsolete and not suitable for the digital mapping needs of today. As a result, the mapping capability of the department to support national planning and development has not been upgraded since the 1960s. The National Geodetic network (survey beacons/pillars) damaged during 1970's & 80's has not been restored.

All divisions of the Department and at the Districts need to be retooled and modern equipment critically essential for supporting land information systems provided. The upgrading of the department will also require resources for building staff capacity and training to develop the level of competency necessary to meet both the public and private sector demand for spatially referenced information and to support daily land sector operations. A program to modernize the Survey and Mapping Department should also include the development of a mapping policy and guidelines harmonized with the revised Registration of Titles Act and the Survey Act, all of which should form an integral part of a revised and updated Survey Regulations.

To ensure the upgrade and modernisation of the survey department, such that it can fully contribute to the planning and development agenda of the Country, the government will take the following measures;

- (i) Provide facilities for the training of land rights adjudication, demarcation, survey and mapping personnel by public or private sector agencies;
  - (ii) Privatize cadastral surveys, engineering and typographical surveying subject to strict standard-setting and public regulation;
  - (iii) Put in place mechanisms for maintenance of survey points and subsidize the costs of block surveys;
  - (iv) Retain as the basic framework for surveys and mapping, geodetic surveys, hydro-graphic surveys and base mapping, thematic and topographic mapping as public functions; and
  - (v) Educate communities and incorporate traditional institutions on the functions of surveys and mapping.
  - (vi) Equip and retool the surveys and mapping institutions, both at national and local governments.
  - (vii) Establish an appropriate infrastructure for geodetic referencing frames to facilitate surveying, mapping, construction and other services.
- (c) *Establish an appropriate infrastructure for geodetic reference frames:* This will involve establishment of Continuous Observation Stations (CORS).
- (d) *Rehabilitate the facilities to train & Improve Skills in Surveys & Mapping:* This will involve rehabilitation and modernisation of the Institute of Survey and Land Management (ISLM).

### ***2) Undertake systematic registration of individual and communally owned land***

The government will;

- a) Review the pilot projects of the Systematic Demarcation and Adjudication Programme to assess the viability of systematic demarcation and survey as a cost-effective means for registering rights in land; and,
- b) Roll out the Systematic Land Adjudication and Certification Program (SLAAC).

### ***3) Enhance accessibility and availability of Land Information through maintaining a reliable and User-friendly Land Information System (LIS) as a public good for planning and national development***

The state of affairs in the land registry that was characterised with misplacement and at times loss of vital information on land ownership that eventually resulted into the making of duplicate land titles over the same piece of land undermined the objectives of land registration. Land registration tended to provide for a reliable, simple, cheap, speedy method for registration and transfer of ownership of land, lease and mortgages that are responsive to the needs of the business community.

In order to address the challenges faced under the manual system of land registration, the Ministry decided to computerise its land administration records, so as to create an efficient and effective land governance and delivery system. This would help to ensure that accurate land information is available on land sizes, location and proprietary characteristics, substantive and anticipated values, and land use quality. It is also important that information should be available on utilities, infrastructure, topographic details, geodetic controls, socio-economic and demographic parameters, and environmental media. This is important for land use planning and the design of a fiscal cadastre.

The absence of technological infrastructure (including equipment) to guarantee access to accurate land information is one of the problems haunting land information management in Uganda. Land information is mostly held in paper form, manually managed and not optimally utilized. Additionally, such information system needs to be operated with due regard to social, cultural and intellectual property considerations. To establish and maintain a functional Land Information System that will enhance accessibility and availability of land information, the government will take measures to:

- (i) Maintain the Land Information System;
- (ii) Develop data standards for geo-information comprising among others, feature definitions, data content, spatial referencing and accuracy;
- (iii) Support the establishment of the National Spatial Data Infrastructure that integrates data for planning and development;
- (iv) Develop policy guidelines for geo-spatial information production and management;
- (v) Operationalise the National Land Information System;
- (vi) Develop data standards for geo-information comprising among others, data content, spatial referencing, & accuracy;
- (vii) Prepare and implement national guidelines to improve the quality and quantity of land information;
- (viii) Procure technological infrastructure needed for the establishment of a decentralized system;
- (ix) Establish, rehabilitate, re-organize, upgrade, authenticate and digitize existing land records in readiness for the establishment of a computerized land information system;
- (x) Computerize and update existing land records to support the Land information System;
- (xi) Decentralize and present the proposed land information system in a language understood by community-level land managers and users;
- (xii) Develop & publish guidelines in the use of LIS by citizens & remedies when information is denied or not provided in time;
- (xiii) Enact and amend all relevant laws to enable application of modern technology;
- (xiv) Computerisation of the land registry.

#### **4) Revision and Production of Maps**

This will involve;

- (i) Revising and upgrading Topographic maps (e.g. Uganda Atlas, Uganda Maps at 50,000 scales);
- (ii) Revise and Update Thematic maps (e.g. tourist maps, showing health, education, water facilities etc.);
- (iii) Establish survey and geodetic controls.

#### **5) Re-establish and demarcate as appropriate the entire National border of the State of Uganda in agreement with neighbouring States**

Currently, territorial-border conflicts manifest as land conflicts between communities in Uganda and its neighbours. Overtime, almost all international border markers and identifiers including control pillars for the entire Ugandan territory have been vandalized. The demarcation exercise that has been undertaken to affirm the status of border points and markers of Uganda territory has not been comprehensive to cover all the borders. , It is an international requirement for neighbouring countries to demarcate and sign border agreements to avert future disagreements on the true positions of their borders. African countries are expected to deposit up-to-date border

agreements with the UN, African Union (AU) and East African Community (EAC) as part of a broader framework to ensure harmony, territorial integrity and completeness. The undertaking of these activities will be in compliance with the EAC protocol and AU declaration on survey of international borders.

In an effort to protect the nationals and completeness of Uganda as a sovereign State, the government will take urgent measures to:

- (i) Establish a joint border committees to oversee the re-establishment & demarcation of Uganda's International border;
- (ii) Sign border agreements with all its neighbours and deposit them with the East African Community and Africa Union for safe custody;
- (iii) Re-establish and demarcate as appropriate the entire national boarder of the State of Uganda in agreement with neighbouring states;
- (iv) Establish an inspection & monitoring team to regularly inspect & maintain border demarcation points;
- (v) Produce periodic reports on the state of border demarcation points.
- (vi) Sensitize border communities on the importance of international border demarcations; and,
- (vii) Survey and Demarcate Uganda's district boundaries – before any new district is created, the boundaries will be surveyed, demarcated and gazetted, to avoid boarder conflicts and disputes.

### **3.6.1.3 Promoting Land Registration**

The 1995 constitution vests ownership of land in the hands of the citizens of Uganda who can own it under the four categories, namely; land tenure systems, Freehold (which involves holding of registered land in which the holder has full ownership rights; the land is held in perpetuity subject to statutory and common law regulations), *Mailo* (involves holding land in perpetuity), Leasehold (involves holding land for a given period of time specified on commencement (validity) on such terms as may be agreed upon by lesser and lessee and may include sublease) and Customary tenure (which is regulated by customary rules and norms often administered by clan leaders). The Land Act (Cap. 227) makes it possible for individuals and communities to acquire improved tenure security through the acquisition of documented interests in the form of *Certificates of Customary Ownership* and *Certificates of Occupancy* for mailo tenants.

The people of Uganda mostly depend on land and land resources to sustain their livelihoods, with approximately 85% of Ugandans live in rural areas where land resources are central to their livelihoods. However, the majority of landowners do not have land titles to guarantee their security of tenure as only about 18% of Uganda's land is titled. This is attributed to high costs involved for titling services, which can only be afforded by the middle class and

commercial businesses, There are also low levels of awareness on land issues, including land rights, duties and obligations with respect to land, making some sections of the rural population vulnerable to loss of land or land rights and illegal evictions. According to the UNHS (2005) study, a high incidence of land tenure insecurity is experienced by specific categories of land users, including women, tenant farmers (*bibanja* holders) and households living in densely settled areas where land disputes are common. Landlessness is on increase as a result of poverty, illegal land evictions, internal displacement of persons, natural disasters and sometimes as a result of Government action to acquire land for public use such as, roads, open spaces, among others.

About 500,000 properties are included in the land registry database, but with a population close to 35 million, it would be expected that about 20 million (or more) properties remain to be registered. The 500,000 figure is therefore only 2.5%. For the right holder, the lack of formal registration of their rights, limits their ability to use land as security for loans, but also means that their protection by the State, both in terms of boundary and rights, is limited. For the State the fact that rights are not registered results in increased land disputes, which adds significant burdens to the court system at all levels. It also makes it more difficult to levy equitable charges on property holders to pay for common services, including roads, health, education and local government.

The present system of first registration is ‘sporadic’, with individual right holders having to make applications to have their rights registered. This is expensive and it would take decades, maybe longer, for the whole country to become registered. Sporadic registration is also often not an option for people who are cash poor. It may also be an impediment to the registration of rights for women, minors, the elderly and the disadvantaged. The alternative approach is systematic registration. With this all land rights in a given area are determined (adjudicated) at the same time. The cost to the individual is low, often free, as government may cover the costs. The land rights in the systematic area are determined quickly, often in a few months, and sizeable countries completed in a few years. The rights of rich and poor; women and men; educated and uneducated; old and young are determined at the same time, making the system fairer.

In order to address these challenges, the government formulated the National Land Policy, 2013. This LHUD SDP 2021 identifies the main strategies and activities in the policy, which will be implemented in the financial years 2015/16 – 2019/20. These include;

- 1) Incorporate customary tenure into the land registry system**

This will facilitate the evolution and development of customary tenure in relation to social, economic, political and other factors. It will require;

- i) Re-design the land registry system to incorporate the registration of land rights under customary tenure;
- ii) Training and retooling the land registration department to accommodate the upcoming customary tenure titling activities. Training should be in specialised areas such as specialised record keeping;
- iii) Issue Certificates of Title of Customary Ownership based on a customary land registry that confers rights equivalent to other tenure systems;
- iv) Provide for registration of customary land held under trusteeship by traditional institutions or cultural leaders on behalf of communities in the names of trustees.

## **2) Registering or titling of land throughout the country transactions**

The mandate of the department of Land Registration is the issuance of certificate of titles, general conveyance, keeping custody of the national land register, coordination, inspection, monitoring and back up technical support relating to registration and acquisition process to local governments. Hence the thrust of the department is to increase coverage of registered/titled land throughout the country through issuing various land titles, preparing lease documents, and registration of land transactions. The department also trains and equips staff, conducts monitoring and evaluation on the activities conducted by the DLOs, and handling land related conflicts through court appearances. The FY 2015/16 – 2019/20, the government will continue work towards increasing on the coverage of the titled land in the country. This will be done through;

- i) Issue of various land Titles
- ii) Registration of land transactions
- iii) Handling/Arbitration land court cases
- iv) Rehabilitation of the land records under the LIS (digitizing land registration records)
- v) Preparing lease documents.

### **3.6.1.4 Land Sector Reform Coordination**

Land is the most basic resource in terms of the space it provides, the environmental resources it contains and supports, and the capital it represents and generates. It is a critical factor of production and an essential part of the national patrimony. The 1995 Constitution and the Land Act vested the ownership of the land in the hands of citizens of Ugandans. It abolished the Land Reform Decree and restored the systems of land tenure that was in existence at independence. These were re-stated as customary land tenure, freehold tenure, leasehold tenure and Mailo tenure. This however created the following issues. First, the feudal system of land tenure remained a feature of

land relations; secondly, customary land tenure systems remained unregulated and completely outside the statutory framework of land law of the country and, thirdly, the system of land administration was in no way integrated into the land tenure framework of the country. This then called for land reforms in the country to take care of these issues.

A land reform project was set up, among others, to create awareness of the provisions of the Land Act by the general population in order to reduce resistance to it. The project composed of steering Committees, an Implementation Advisory Panel, Various Working Groups (Land Regulations, Sensitisation, and Land Fund) and a Coordination Unit to give coordination and secretarial support, to operationalise the reform project. It is this unit that has been since then coordinating the land reforms in the country.

The government developed a National Land Policy 2013, to regulate the optimal utilization and management of land resources, since it is known that the majority of Ugandans are dependent on land for employment and survival. The policy also addresses substantial ambiguities that the 1995 Constitution and the Land Act created on how land as a property is dealt with. The NLP created various investment areas and strategies that need to be advanced and implemented by the unit. These are mainly to deal with developing, reviewing, harmonising and implementing the policy, legal, regulatory and institutional frameworks for optimal utilization and management of land resources. These are described in detail below;

### **1. Develop guidelines to clarify the Sovereign Power of the State over Land as a Property in Uganda**

The 1995 Constitution vests land in the hands of the Citizens of Uganda, making Uganda. However, the constitution is entirely not clear how the Citizens of Uganda, individually or collectively, can exercise this authority. In addition, the Citizens of Uganda did not assign the said authority to the State to guarantee “title to land,” neither did they assign authority to the District Land Boards to hold or allocate land in the district which is not owned by any person or authority. Lastly, there is a need to anchor the authority of the District Land Boards to convert into freehold any lease that was granted to Ugandan Citizens out of public land and/or to exercise the reversionary interest in any lease that was granted out of public land.

In order to address these challenges and clarify on the sovereign powers of the State over land as a property, the government will; (a) will exercise its residual sovereignty over all land in Uganda on behalf of and in trust for the Citizens of Uganda; (b) will also guarantee ‘title to land’ on behalf of and in trust for the

Citizens of Uganda; (c) the District Land Boards will hold and allocate, in trust for the Citizens of Uganda, all land that is not owned by any person or authority; (d) the District Land Boards will also exercise on behalf of the Citizens of Uganda the reversionary interest in respect of leaseholds granted out of public land.

To ensure that these policy positions are undertaken, the government will;

- (i) Develop terms and conditions for accountable use and management of all land held by District Land Boards in trust for the citizens of Uganda;
- (ii) Ensure that the District Land Boards continue to hold the reversionary interest on behalf of the citizens of Uganda over leaseholds granted out of public land;
- (iii) Issue policy guidelines to District Land Boards to ensure compliance to government policy on land matters.

In the medium term the government will prepare option papers to recommend an agency, prescribe its terms and functions, and define the relationship between the agency and the District Land Boards.

## **2. Review and harmonise the existing policy and regulatory framework to comply with the policy statements and strategies of the NLP**

The comprehensive policy, legal and regulatory reforms that started with LSSP-I are expected to proceed concurrently to provide the legal, regulatory and operational guidelines for implementing the National Land Policy and Physical Planning Act; to ensure they are harmonized and streamlined for a rational, accessible, transparent and efficient land administration and land management system for Uganda. Thus, in the FY FY 2015/16 – 2019/20, the government will undertake the following actions to ensure compliance of the laws and policies to the NLP and the Physical Planning Act;

- (i) Undertake a review of the existing policies to assess their compliance with the NLP;
- (ii) Initiate the review of the Land Acquisition Act; Registration of Titles Act (Cap230); Survey Act, Cap 209; Surveyors Registration Act; Local Government Rating Act; LIS Law; and others such that they are compliant with the NLP;
- (iii) Amend other land related laws to ensure that they are compliant with NLP principles, objectives and strategies; and,
- (iv) Review of the Land Act to comply with the NLP.

### **3. Strengthen the Institutional, Legal and Regulatory Framework for the Customary Tenure Regime**

The majority of Ugandans hold their land under customary tenure. This tenure is often associated with three problems, (a) it does not provide security of tenure for landowners; (b) it impedes the advancement of land markets; and (c) it discriminates against women. The 1995 Constitution and the Land Act (Cap. 227) attempted to formalize customary tenure and were criticized for destabilizing and undermining its progressive evolution. Despite these attempts, customary tenure continues to be; (a) Regarded and treated as inferior in practice, to other forms of registered property rights, denying it opportunity for greater and deeper transformation; (b) assessed as lesser regarding dispute resolution and mediation compared to the statutory system; (c) assessed as lesser to other tenures that have titles for proof of ownership in courts of law in the administration of justice; (d) converted to freehold before it attains the totality of the bundle of rights inherent in all other registered tenures that are held in perpetuity; and, (e) disparaged and sabotaged in preference for other forms of registered tenures, denying it the opportunity to progressively evolve.

In order to strengthen the Institutional, legal and Regulatory Framework for the Customary Tenure system, the government will undertake the following strategies in the financial years 2015/16 – 2019/20, which will involve among others;

- (a) Review the Land Regulations and make necessary provision to develop guidelines and procedures under customary land law for the allocation and distribution of land complying with the principles of equality and natural justice. This will involve;
  - (i) Modify the rules of transmission of land rights under customary land tenure to guarantee gender equality and equity;
  - (ii) Make provision for joint ownership of family land by spouses;
  - (iii) Recognize the role of customary institutions in making rules governing land, resolving disputes and protecting land rights;
  - (iv) Define family and individual land rights, from communal rights under customary land tenure and distinguish the rights and obligations of customary institutions vis-à-vis those of the community and individuals; and
  - (v) Provide for registration of customary land held under trusteeship by traditional institutions or cultural leaders on behalf of communities in the names of trustees.

- (b) Strengthening the traditional land management and administration institutions through training and capacity building programs.

**4. Resolve and disentangle the multiple, overlapping and conflicting interests and rights on mailo tenure and ‘native’ freehold tenure**

*Mailo* tenure and “native” freeholds, separate the ownership of land from occupancy or ownership of developments by “lawful or “*bonafide*” occupants. This creates conflicting interests and overlaps in rights on the same piece of land. The definition of rights accorded to *bonafide* occupants in the Land Act (Cap 227) continue to be contested by landowners. The Land (Amendment) Act 2010 grants statutory protection to the *bonafide* and lawful *occupant* and his or her successors against any arbitrary eviction as long as the prescribed nominal ground rent is paid. However, the nominal ground rent provided for is largely ignored creating a land use deadlock between the tenants and the registered land owner, hence conflicts and in many instances evictions. The landlord-tenant relationship as legally regulated is not amicable or harmonious.

The government policy is to resolve and disentangle the multiple, overlapping and conflicting interests and rights on mailo tenure and “native” freehold tenure. In the medium term, the government will undertake two strategies in order to resolve this impasse;

- (i) Ensure an amicable landlord-tenant relationship through Sensitisation of Landlords and tenants on rights and obligations; and,
- (ii) Undertake a feasibility study and amend land regulations appropriately to establish an Administrative Mediation Committee in districts with landlord-tenant issues between landlords and tenants willing to share land.

**5. Explore the possibility of Instituting a Comprehensive and appropriate framework for land taxation**

In Uganda, the State’s duty to regulate the use of privately owned land without arbitrarily extinguishing interests or rights, through over-taxation or inappropriate taxation, is embryonic except for property rates charged by local governments. Whereas land taxation is desirable for attaining optimality in the use of both rural and urban land, its application cannot be advanced until Uganda is a middle-income country. However, the call for harmonization of tax policy on land with Partner States in the East Africa Community (EAC) cannot be disregarded given the launch of the EAC common market.

The government will thus explore the proposal to institute a comprehensive and appropriate framework for land taxation, based on reports and evidence from technical evaluations and studies. The government will thus;

- (i) Undertake empirical and other studies to clarify the feasibility of land taxation;
- (ii) Undertake a study on revenue generation in the lands subsector
- (iii) Create awareness in the public on the merits of the taxation measures and gauge public readiness for such measure.

## **6. Redress the Land rights of ethnic minorities in in natural habitats**

In Uganda, land rights of ethnic minorities as ancestral and traditional owners, users and custodians of the various natural habitats are not acknowledged even though their survival is dependent upon access to natural resources. The establishment of national parks and conservation areas managed by government, as well as large scale commercial enterprises such as mining, logging, commercial plantations, oil exploration, dam construction etc., often takes place at the expense of the rights of such ethnic minorities. Since minorities occupy land on the basis of precarious and unprotected land rights systems they are exposed to constant evictions, removals and displacements. In some cases Government is non-compliant with the provisions of the Constitution, which provide for prompt, adequate and fair compensation prior to taking of possession.

In the management and the use of natural resources, the government will not only recognize and protect the right to ancestral lands of ethnic minority groups; but will also pay prompt, adequate and fair compensation to ethnic minority groups that are displaced from their ancestral land by government action. In the planning period FY 2015/16 – 2019/20, the government will undertake the following strategies to achieve this position;

- a) Formulate a national involuntary resettlement and compensation policy for ethnic minorities in natural habitats and amend all relevant laws and regulations accordingly;
- b) Identify and implement existing judicial decisions on the rights of ethnic minorities;
- c) Develop a criterion for identification of locations for establishment of holding centres & settlements for displaced cross boarder population movements.

## **7. Protection of the land rights of dwellers in informal communities and slums**

Slum dwellers form an important part of the urban fabric and make a substantive contribution to the urban economy; however, it is common for them to settle in marginal areas with high environmental concerns and health hazards under precarious conditions. The Government will ensure the supply of affordable land in urban areas and provide a framework for regularizing land tenure for dwellers in informal settlements and slums.

This will be achieved through the implementation of the following strategies in the FY 2015/16 – 2019/20;

- (i) Facilitate negotiations between registered land owners, the government and dwellers of informal settlements and slums to regularize the land tenure systems in the slums;
- (ii) Review and Implement the provisions on land rights in the National Slum Upgrading Strategy and Action Plan;
- (iii) Promote public – private partnerships to enhance tenure security and stem the growth of slums and informal settlements;
- (iv) Set aside serviced land for housing development for the poor at affordable rates;

## **8. Convergence of the National Land Policy and legislations to both regional and International Instruments and Obligations**

Regional and international co-operation on land and land-based resources requires Uganda to achieve convergence with its neighbours on important land sector issues. Although the statutory legal systems of East African countries derive from a common heritage, significant variations exist in discrete areas. The most obvious of these relate to access to land by non-citizens, the extent of regulation of the land sector, and the extent of decentralization or devolution of land rights administration and management functions.

The Government will take steps to align land policy and legislation with the East Africa region, the Great Lakes Region and the African Union. In the FY 2015/16 – 2019/20, the government will;

- a) Identify the regional and international instruments relevant to the NLP, and develop a checklist of obligations and commitments;
- b) Identify instruments and conventions already ratified and domesticate as appropriate into policy and law;
- c) Publish and disseminate an inventory of land policies and laws of East Africa and other countries.

## **9. Public Education, Dissemination and implementation of the National Land Policy**

The process of developing the National Land Policy involved a broad spectrum of land sector stakeholders. There is need to undertake a broad program of education and awareness on the policy in order to be fully-understood by all stakeholders. This will require the government creating awareness by disseminating the National Land Policy to all the stakeholders and the general public. This will involve undertaking the following strategies within the first years of implementing the policy;

- i) Establishment & management of the Policy Implementation Unit;
- ii) Publish and disseminate the National Land Policy and the Implementation Action Plan;
- iii) Design and implement a public education campaign using multi-media approaches;
- iv) Organize briefings of the media editors on the proposed land reforms;
- v) Design an IEC strategy;
- vi) Design and implement a civic education and public awareness campaign;
- vii) Design and implement periodic public debate programs on land issues and reforms;
- viii) Conduct a Needs Assessment to support the implementation of the National Land Policy; and,
- ix) Develop a Gender Strategy for the National Land Policy.

## **10. Encourage Stakeholder Mobilisation, engagement and Participation of the lands subsector activities**

Successful implementation of the national land policy will depend on continuing buy-in, support and confidence of stakeholders. Stakeholders should participate and be constructively engaged at all levels of policy implementation. These include different government departments, development partners, private sector, civil society organizations, professional bodies, cultural institution, faith-based organizations and other non-state actors. The government will continuously engage stakeholders at all levels to actively participate in the implementation of NLP. This will be done through the implementation of the following strategies;

- i) Mobilise and Engagement of Stakeholders and partners;
- ii) Enter into formal and informal co-operations, partnerships, and co-ordinations with the different stakeholders;
- iii) Engage Civil Society Organizations, Cultural Institutions, and other non-state actors to work out co-ordination and partnership modalities.

## **11. Develop and Institutionalise a Monitoring, evaluation, and review framework for the Implementation of the National Land Policy**

It's important to evaluate the implementation of the National Land policy to understand the progress made towards the realisation of the policy statements and strategies in attaining the vision, goal and objectives of the policy. It is important, therefore, that visible mechanisms are put in place to monitor progress and evaluate the effectiveness of implementing the policy, the lessons learnt, the challenges encountered and the possible mitigation measures. Where necessary, this may lead in some instances to the selective revision of elements of the land policy. This will be based on appropriate and integrated national indicators, established for the economy in general and the land sector in particular.

The government will thus institutionalize a monitoring, evaluation and review framework for the implementation of the National Land Policy. This will require to expeditiously a monitoring and evaluation systems, that will involve;

- (a) Develop and implement an M&E framework for the NLP;
- (b) Design and implement Annual Land Sector Performance Reviews to assess progress of implementing the NLP.

### **3.6.2 Housing**

Housing subsector is one of the principal sectors that has the capacity to revitalize economic growth in Uganda with shelter being recognized as one of the tools of economic development. Investment in housing and related infrastructure and services have effects on the national income that go far beyond the direct investment itself by triggering forward and backward linkages with the capacity to generate employment and enhancement of household income through; creation of industries in production of building materials, building construction, transportation and marketing, maintenance and related services.

The subsector has the potential of becoming the engine that drives the process of sustainable socio-economic development in any country if deliberately targeted. Current contribution of housing to Uganda's economy and GDP is estimated at an annual average of 5% of GDP over the last decade. This is part of the 13% construction sector contribution to GDP. Thus, Investment in housing enhances macro-economic stability as the resources are spent on capital rather than consumptive expenditure. It also has the potential to generate revenue through taxes on building materials, revenues from premium, rentals or property taxes and other fees. The World Bank has established the

multiplier effect of housing with everyone (1) USD appropriately invested in the housing sector, generates an economy-wide multiplier effect of between five (5) to 12 USD. Alan Abelson (2006) in his paper on the “Multiplier effect of each dollar spent on housing development on the economy” notes that the total multiplier effect for output and employment is estimated to be 2.866 times. This means that for every \$ 1 million increase in housing construction output, there is an increase in overall economic activity output of \$ 2.9 million.

The annual need for new housing for the entire country is estimated at 200,000 (two hundred housing units) of which 135,000 are rural and 65,000 in urban areas resulting from the population growth of 3.5% national and 5% urbanization. A total shortage of 1.6 million housing backlog units still exists due to overcrowding, sub-standard structures; rapid population growth; high cost of building materials; high interest rates and stringent terms that do not support long term mortgage financing.

It is estimated that by 2022, the national housing need will rise to about 3,000,000 units, given the projected population of 49 million people and the current household size of five (5) persons.

**Table 9: National household indicators 2012 – 2022**

<b>Year 2014 (Actual)</b>			
<b>Indicator</b>	<b>Urban</b>	<b>Rural</b>	<b>Totals</b>
Population	7,425,864	27,208,786	34,634,650
Number of Households	1,160,000	5,666,000	6,826,000
Existing Housing Stock	1,055,000	5,150,000	6,205,000
Backlog <sup>10</sup>	105,000	605,000	710,000
Current Deficit <sup>11</sup>	100,000	790,000	890,000
Permanent Housing Stock	700,000	1,100,000	1,800,000
<b>Year 2022 (Projections)</b>			
Population	9,400,000	39,648,000	49,048,000
Additional Housing need by 2022 <sup>12</sup>	720,000	2,263,000	2,983,600
Projected Housing need to 2022	925,000	3,658,600	4,583,600
Annual housing requirement to meet the need	93,000	365,000	458,000

**Source:** Directorate of Housing

The subsector has been hampered by a number of challenges to provide decent and affordable housing for all families. These includes, among others, unregulated growth of slums and poor quality houses, housing backlog, limited financial markets, inadequate supply of affordable and standard building

<sup>10</sup> Backlog resulting from occupancy rate of 1.1

<sup>11</sup> Current Deficit resulting from current inadequate stock

<sup>12</sup> Resulting from population growth between 2012 and 2022

materials, and high population growth rates. In order to address these challenges, the government set up a strategy in the NDP II to ensure that every family lives in decent and affordable house that meets the necessary requirements of safety, security of tenure, health, privacy and protection from weather adversities. To ensure this, in the NDP II (2015/16 – 2019/20), the sector plans to go into partnership with local saving societies/clubs, development partners and financial institutions to improve availability and accessible to affordable housing finance.

The government also set out a policy to specifically address the Housing challenges with a mission *“to promote the production, upgrading, repair and maintenance of housing in the country”* and the vision of *“Adequate Housing for All.”* The objectives of the policy are to; increase the production of adequate housing for all income groups, for rental and owner occupation, from the current 60,000 to 200,000 housing units per annum to meet the housing need by 2022; improve the quality of the existing housing stock; promote efficient utilization of energy and other resources in housing; increase access to affordable housing; and, improve security of land tenure.

In this planning period, the sector priority is to ensure access to decent, adequate, safe and affordable housing and basic facilities for all. This will contribute to the sub-sector target of increasing housing units to 7.8 million 2019/20 from 6.2 million units in 2012/13; improve the quality of the existing housing stock; promote efficient utilization of energy; and improve the security of land tenure. The government priorities in Housing and Estates Management subsector are categorized under the following sub-programs;

- 1) Housing Development and Estates Management; and,
- 2) Human Settlements

### **3.6.2.1 Housing Development and Estates Management**

The subsector policy is to reduce the housing backlog currently estimated at 1.6 million housing units. This shall be achieved by pursuing interventions aimed at producing mass and affordable housing in order to take care of the housing backlog of 1,390,000= and 210,000= housing units in rural and urban areas respectively. In order to achieve this stance, the subsector, under the housing development and estates management sub-program, identified the following strategic areas of investment for the period 2015/16 – 2019/20.

#### ***1. Promote access to planned and serviced land at affordable prices in order to enhance housing development***

Land is a basic requirement for housing development. However there are challenges associated with access to land for housing especially in the urban areas which have deep socio-economic and political impacts. These amongst others include land use planning and management, development control, cost, economic value, availability, and ownership.

The lack of comprehensive land use planning and management in the urban and semi urban areas in the country has led to development of substandard informal settlements with inadequate infrastructure and services especially for the low and middle income groups. Of recent, land in the country has attracted special economic value which has led to its hoarding, speculation and escalation of prices beyond the reach of many. Consequently, the low income groups have resorted to settling for land with inadequate provision for services. People have also resorted to encroach on the gazetted boundaries of sensitive eco systems and protected areas leading to encroachment and environmental degradation. There is thus a need for a comprehensive land information system to provide data on land for housing development, policy framework to enable low and middle income earners access land for housing and a security of tenure in slums and informal settlements.

The government's policy is to promote access to planned and serviced land at affordable prices. In order to achieve this, the National Housing Policy identified a number of activities that will be implemented in the medium term for the period FY 2015/16 – 2019/20. These include;

- (i) Developing programs which will ensure easy access to planned, serviced and affordable land especially for low and middle income groups;
- (ii) Promote the development of Condominium housing to maximise land utilisation;
- (iii) Increase the role of the public sector in putting up houses in organised settlements both in rural and urban areas;

## ***2. Establish a mechanism for delivery of affordable and sustainable infrastructure services to support housing development***

The basic infrastructure services associated with housing includes access roads, water and sanitation, drainage systems, waste management, energy and telecommunication. Other associated infrastructural facilities include health, education, recreation, parks and open spaces. It should be noted that properly serviced areas attract housing investments much faster and will greatly improve economic welfare, health and quality of life of the residents of a given area.

The subsector has realized several Issues related to infrastructural services provided in housing development and estates management that impact on the

achievement of delivery of affordable and sustainable infrastructure services. These issues include; (a) the high and rather prohibitive cost of providing infrastructure services in settlements; (b) lack of or where available inadequate funding for housing infrastructure; (c) lack of an integrated approach and coordination at the planning, implementation and programming of infrastructure services; (d) the high rate of urbanization which has overtaken the ability of urban authorities to provide, maintain and expand infrastructure services; (e) limited emphasis on vertical developments for optimal use of land; and, (f) the lack of trunk infrastructure, which is a major hindrance to investments in the housing sector by the private sector.

The National Housing Policy envisaged the need to tackle this challenge and its position is to establish a mechanism for the delivery of affordable and sustainable infrastructure services to support housing development. In the medium term, the government will implement the following strategies;

- (i) Mobilize resources to finance housing infrastructure development;
- (ii) Promoting PPP in the planning, provision, maintenance and management of housing infrastructure services;
- (iii) Planning and provision of basic infrastructural services in pre-developed and developed areas;
- (iv) Promoting an integrated approach that brings together infrastructure and service providers at the planning and implementation stages;
- (v) Adopt appropriate standards and guidelines for infrastructural services in human settlements planning for various area;
- (vi) Build capacity at national and local levels for effective planning, implementation and management of Housing infrastructure, services and tailor made courses;
- (vii) Promote use of alternative sources of energy like solar, wind and biogas I human settlements

***3. Promotion and dissemination of information and research on affordable and sustainable use of building materials and appropriate construction technologies that are cost effective, economical, environmentally friendly, culturally acceptable; and sustainable***

Building materials and technologies are some of the key factors in determining the scale, quality and cost of housing in the country. Locally available building materials include limestone, gypsum, adobe clay bricks, soil stabilized bricks, fired clay bricks, granite, cement, iron and steel. There are others that are extracted and utilized in a raw form like poles, mud and wattle, banana fibres, papyrus and grass amongst others. While imported materials include cement, glass, tiles fixtures and fittings amongst others. It has been observed that

owing to high transport costs and taxes the imported building materials tend to be rather expensive and largely not affordable to the majority of the low-income households.

The Sustainable methods on production of local building materials are key in stemming the over reliance on expensive imported materials due to heavy import costs and taxes. Construction technologies are a key factor in housing design and development. Technologies applied need to be proven, appropriate for the intended use and affordable for the target users.

The subsector has realized several Issues that require attention to ensure the provision of sustainable and affordable building materials. These include; (i) the lack of public sensitization on adopting use of new alternative building materials; (ii) high cost of building materials leading to high and often unaffordable cost of finished housing units; (iii) lack of approved standards for most locally produced and some imported building materials for use in building construction; (iv) lack of a National building Materials data base which provides information on building materials in the market, their specifications, use, taxation and cost amongst others; (v) absence of specialized housing research unit at National level eliminated research is in learning institutions with no institutionalized way of dissemination of findings; (vi) inadequate housing research and innovation resulting into non cost effective construction; (vii) unavailability of a mechanism for co-ordination and dissemination of research and research findings to potential beneficiaries; (viii) inadequate documentation of best practices in housing; and, the (ix) absence of information and technical selection criteria for appropriate building and construction technologies / standards for both new and traditional construction i.e. (manyatas) in Karamoja region.

The government forward to addressing these challenges by establishing a mechanism for coordination, development, promotion and dissemination of information and research on affordable and sustainable use of building materials and appropriate construction technologies that are cost effective, economical, environmentally friendly, culturally acceptable; and sustainable. In the medium term, the government will;

- (i) Develop a building materials data bank showing available materials, their specifications, cost and tax applicable amongst others;
- (ii) Undertake public awareness campaigns on the available conventional and alternative building materials;
- (iii) Promote the usage of indigenous materials and appropriate construction technologies which are affordable and readily available;
- (iv) Undertake research on the production and use of local building materials and other technologies;

- (v) Establish a depository and mechanisms for dissemination of housing related research findings;
- (vi) Blend traditional with modern technologies for improved performance of the structures;
- (vii) Periodically review and classify Local contractors according to capacity and manpower, plant and equipment and financial resources;
- (viii) Develop effective capacity building programs to increase skilled manpower in the construction industry;
- (ix) Promote development of affordable housing;
- (x) Promote the use of innovative construction technologies in respect of energy efficiency, water harvesting and environment preservation; and,
- (xi) Promote and encourage small scale enterprises to engage in production and application of researched building materials and technologies.

#### ***4. Develop adequate human resource capacities for housing development at all levels***

Housing development requires a range of labour supply including skilled, semi-skilled and unskilled. Skilled labour includes disciplines such as Engineering, Architecture, Surveying, Planning, Financing and Management. The Semi-skilled category includes technicians and artisans while the unskilled comprises of mainly casual labourers.

There is however, a limited number of housing professionals in the country, with the available few unevenly distributed in the country, many of the professional manpower favouring to work from Kampala and its neighbourhoods. The subsector has also realized inadequate funding to tertiary and vocational training institutions leading to limited intake. The stringent registration procedures for the surveyors, engineers, and architects, which further reduces their availability and the absence of dedicated housing department in local governments to provide assistance and guidance to housing development in their localities, creates institutional challenges in housing development.

In order to mitigate these challenges and issues, the government developed strategies and activities that will be implemented in the next five financial years (2015/16 – 2019/20) to ensure that housing subsector has the required human capacities to promote housing development in the country. In the medium term, the government will thus;

- (i) Develop the capacity of tertiary and vocational institutions to further intake and upgrade their facilities;
- (ii) Initiate and implement appropriate incentives to attract, retain and ensure even distribution of professionals; and,

- (iii) Establish a network of community-based learning centres for capacity-building and sustainable development.

### **3.6.2.2: Human Settlements**

The Human Settlements sub-programme is responsible for formulating policies, legislation, procedures, setting housing standards, monitoring and evaluation of implementation of housing policies and providing technical back up support in order to increase the stock of affordable and decent housing that enhances the quality of life and safety of population as well as to guarantee the security of tenure for all especially the vulnerable in society.

Uganda is in relatively early stages of its demographic and urban transition, where urban growth rates are most rapid and the challenges deriving from these most acute. While the overall urbanization level is only 12%, the urban population growth rate is over 5% per annum, significantly above the national average (3.02%). It is projected that by 2035, Uganda's total population will be 68 million with about 30% (20 million) living in urban areas. This has two important and interrelated implications. First, the demand for urban services, jobs and housing is escalating rapidly, aggravating the existing situation in which these areas are currently chronically underserved and poorly managed, infrastructure backlogs are severe, and more than 60% of urban dwellers are accommodated in informal settlements. Second, unless these challenges are dealt with successfully, the efficiency of Uganda's urban system will be constrained thus undermining the productivity of Uganda's cities and towns and limiting the contribution they can make to national economic growth and poverty reduction.

Currently, housing settlements in Uganda are threatened by poor quality housing and uncontrolled growth in slums, housing congestion, limited access to housing finance mortgage institutions in most urban areas to provide finance to housing services, development of unplanned settlements making it difficult to implement spatial plans and guide the development of cities and towns, scattered settlement patterns in the rural areas, inadequate subsector financing, among others.

The government of is committed to improve the housing settlements in the country. The subsector has set strategies and activities that will help to mitigate the challenges and ensure decent housing for all.

#### **1) *Formulate, review, harmonise and operationalize the policy and regulatory framework related to housing development in the country***

The laws and regulations governing housing development are scattered under different instruments. Some of these laws are not harmonized or coordinated

and tend to contradict each other in some respects. In some, certain sections are obsolete and are a constraint to housing development. The current legal framework is rigid and unable to guide housing development in the country, and in some areas, laws and guidelines are not in existent. There is inadequate legal, regulatory and institutional framework for the development of the real estate industry, and inadequate regulatory framework to enforce repair and maintenance of buildings and related infrastructure. In the financial years 2015/16 – 2019/20, the government will thus;

- (i) Develop, revise, harmonise and implement all the existing housing related laws, regulations and policies related to housing development in the country. The subsector will develop new laws to strengthen the sector for the rental housing market; Real Estate Industry; and maintenance of buildings and related infrastructure.
- (ii) Enact the Building Code ensuring that it meets the current needs without compromising security.

## ***2) Enhance the availability and access to affordable housing finance for all income groups***

Housing finance is a critical input in the process of housing development especially with regard to availability of affordable long term financing. There are limited financial options available to both the supply and demand side due to the narrow, shallow and under developed financial market. The sources of financing housing development are few and they include; public finance, securities exchange, financial institutions, insurance companies, pension and provident funds, corporate finance and other informal financial mechanisms including personal and group savings.

The existence of an efficient, effective and well-structured housing finance mechanism is imperative to the development of the housing sector. This is however hampered by the limited financial facilities appropriate for housing development and as a result only a limited number of people are able to access it. There is also lack of or limited access to cheap sources of funds such as the Provident, National Social Security, Insurance or Pension Funds which would propel development of the housing sector; high interest rates on mortgages, which are not favourable for housing development; stringent bank requirements for mortgages that disqualifies low income households; weak existing schemes, in terms of savings mobilization and institutional capacity; low affordability leading to increasing numbers of incomplete and abandoned housing units due to financial constraints; limited housing development bonds to mobilize mortgage deposits for housing finance; lack of financial incentives to build energy efficient houses and use of renewable energy; and, No budgetary allocation through the exchequer to support housing development in both rural and urban areas.

In order to mitigate these challenges, the government will in the medium term endeavour to Increase the availability and accessibility to affordable housing finance for all income groups through;

- (i) Promote community based savings groups for housing development;
- (ii) Mobilize stakeholders to create a housing provident Fund where workers make regular savings for them to build personal houses;
- (iii) Engage pension houses/schemes to invest in the housing industry;
- (iv) Engage financial institutions to develop mortgage packages or lending and recovery mechanisms (Mortgage Liquidity Facility (MLF)) that are suitable and affordable for interested persons in all income groups in the rural and urban areas. The government shall also engage financial institutions to review the stringent requirements for accessing mortgages to include among others insurance policies, pension and provident funds, and employer guarantees.
- (v) Carry out poverty alleviation programs to increase household income;
- (vi) Capitalise mortgage Banks
- (vii) Establish a Housing revolving fund
- (viii) Establish a mortgage liquidity facility for Uganda

### **3) *Develop programmes for affordable housing in the urban areas through PPP Arrangements***

The high urbanization rate in the country currently estimated at 5.2% per annum has led to many challenges including general deterioration of the housing and living conditions of most of the urban dwellers. Coupled with unmatched planning for provision of housing and other basic infrastructure services, the high rate of urbanization has led to the rapid growth of slums and informal settlements in all major cities and towns of Uganda.

Slums and informal settlements provide accommodation to 60% of the urban population. The improvement of the living conditions of the urban poor is therefore one of the potential benefits from this country programme. Although a number of initiatives exist to provide decent shelter to urban poor groups such as Namuwongo, Kasooli, Mpumudde and Masese, there is a limited housing stock and structures in most towns which are dilapidated, not decent, habitable and affordable by the urban poor groups. Problems of overcrowding exists this is partly due to mushrooming of unplanned structures. For example Mukono town council has had an influx of students. Mushrooming illegal structures affect the proper physical and structural planning.

The low income urban settlements in Uganda are also characterized by lack of security of tenure in the slums; inadequate human settlement plans and

policies for urban areas resulting in haphazard housing development often with no housing provision for poor, low and middle income houses; Inadequate legal and institutional framework to enforce urban development; inadequate financial resources available to the housing sector particularly for low and medium income housing developments and for slum upgrading programs; inadequate or lack of infrastructural services and facilities amongst low, middle and slum settlements, poor sanitation, high disease incidence and frequent epidemics, high costs of planning and building standards, and the high cost of urban land increase the cost of housing beyond the affordability of the poor.

The subsector will develop programmes for affordable housing in the urban areas and improve the living conditions in slums and prevent future development of slums and other informal settlements. To achieve this, in the period 2015/16 – 2019/20, the subsector will;

- (i) Provide incentives to investors e.g. tax waivers, tax holidays etc.
- (ii) Implement the recommendations of the National Slum Upgrading Strategy, 2008;
- (iii) Acquire land and plan it for mass housing schemes;
- (iv) Develop and source for funding of mass affordable housing schemes;
- (v) Source for partners to participate in affordable housing schemes on a PPP arrangement.

#### ***4) Promote the Development of Rental Housing***

The demand for rental housing is on the increase especially in urban areas as an alternative mode of accessing housing. Renting provides an alternative to those who cannot afford to build, are in transit or for short stays. Rental housing is an investment that generates taxable income. It is a vital entry point for rural-urban migrants and newly formed households. There is an international drive for local authorities to implement social housing programs for low income earners, but most local authorities in Uganda have not positioned themselves to participate.

It should however be noted that the legal framework to manage the rental housing in the country is obsolete; the majority of rental houses are composed of structures with no basic infrastructure services; the rentals charges are very high for housing for all income groups; and, lack of public rental housing programs to cater for the poor and low income earners in society. In order to mitigate these challenges, the government will in the medium term;

- (i) Develop a legal and institutional framework for the rental housing market;

- (ii) Develop and Implement a national rental housing program;
- (iii) Reviewing incentives to the private sector so as to engage in rental housing development; and,
- (iv) Provide incentives to the private sector so as to engage in adequate rental housing development.

#### **5) *Develop institutional housing programmes***

This is housing provided by the employer to the employee. There are also houses built for accommodation of staff working in public or private sector organizations such as public service, schools, hospitals, police, prisons, army or private sector organizations like factories and small or large scale enterprises.

The current stock of employer housing is very limited compared to the number of deserving employees which has led to sharing of units like is the case with the disciplined forces. Under the previous Housing Policy on divestiture, government and other organizations sold off their stock of institutional houses to the sitting tenants and the overall numbers have reduced except those considered of core functional use. Consequently the most affected by lack of institutional housing are the newly created districts where private rental housing is virtually lacking. Lack of staff accommodation is partly responsible for the low recruitment and retention of employees and consequently poor service delivery.

It should be noted that the non-execution of the Public Servants Housing Loan Scheme has left majority of public servants without decent accommodation; and that the policy guidelines on development and management of institutional employer housing have not been updated over decades. There is need to enhance institutional housing standards to reach the current basic housing needs of the workers. In order to achieve this, the government will develop a mechanism for the construction and management of institutional / employer housing through;

- a) Promoting employer housing for both public and private sectors;
- b) Establish guidelines on standards, construction and management of employer housing;
- c) Implement the public servants housing loan scheme;
- d) Constructing staff houses in the new districts and other hard to reach areas where private sector rental housing is difficult to access; and,
- e) Construction of institutional houses for Health workers, Teachers, Police etc.

## **6) *Developing Housing for the Vulnerable Groups***

Vulnerable groups are those that are socially, culturally, economically, legally or physically disadvantaged. They include amongst others Internally Displaced Persons (IDPs), elderly, orphans, women-headed households, child headed households, poorest of the poor, PLWAs, physically handicapped. Such groups are unable to access adequate housing and hence need special interventions to be able to participate in the housing market. There is therefore need for special intervention to enable them to access adequate housing.

There is however limited involvement of vulnerable groups in housing development process; approval of most public and private housing structures are approved and constructed without amenities for the physically hand-capped. The traditional values which used to safeguard some of the categories of the vulnerable groups are crumbling, thus leaving such persons at great risk and in a desperate situation as the society does not seem to cater for them any longer. In order to mitigate these challenges, the government will;

- (a) Promote the right to access adequate housing for the vulnerable;
- (b) Sensitize professionals involved in the housing delivery to appreciate the special needs of vulnerable people when designing housing projects and program; and,
- (c) Promote construction of accessible buildings for vulnerable people e.g. people with disabilities, elderly etc.

## **7) *Promote the formation and development of Housing Co-operatives as a Vehicle for Delivering affordable housing***

Housing co-operative is one of the modes for housing delivery in the country. Co-operatives are established and run on the basis of voluntary membership and collective democratic principles and individual members pool resources for housing development. The corporation is membership-based, with membership granted by way of a share purchase in the cooperative. Each shareholder in the legal entity is granted the right to occupy one housing unit. A primary advantage of the housing cooperative is the pooling of the members' resources so that their buying power is leveraged, thus lowering the cost per member in all the services and products associated with home ownership.

In Uganda, this program is yet to be developed and it has Issues of sustainability due to limited membership of the housing co-operatives, limited resources in the country to be accessed for co-operative housing development, and, limited public awareness on the concept of co-operative housing. Due to its advantages, the government intends to promote the housing cooperative

program in the next five years in order to curb the housing challenges in the country. This will be done through the following strategies;

- (i) Strengthen the Development of Housing Cooperatives including creating new ones
- (ii) Providing technical assistance and build capacity for housing co-operatives to carry out their mandate;
- (iii) Creating awareness on the benefits of Cooperative housing; and,
- (iv) Strengthen the National Housing Cooperative Union.

#### **8) *Develop the regulation framework for the management of Real Estate Development in the country***

Real Estate involves the development and management of property in form of land and developments thereon. Real Estate development has become one of the main economic development activities in the Country and growing remarkably. Real estate activities which include; activities of rentals and owner occupied buildings grew by 6.3 percent in FY 2014/15, up from 6.1 percent growth registered in FY 2013/14. The contribution of these activities to the total GDP at current prices was 4.4 percent in FY 2014/15 a rise from 4.2 percent in FY 2013/14 (UBOS Statistical Abstract, 2015).

Real estate transactions also influence financial stability as a number of financial institutions rely on real estate property as collateral. Lending by financial institutions for commercial and residential property is over UGX 600 billion making up about 23.5% of the loans of the banking industry.

However, the subsector is often associated with poor planning of the settlements, inadequate infrastructure, failure to follow recommended construction standards and lack of maintenance of the housing and related infrastructure. It is also characterised with; (a) inadequate legal, regulatory and institutional framework for development and management of Real Estate property; (b) lack of or inadequate structural plans to guide Real Estate development; (c) Inadequate capacity and knowledge of Real Estate by professionals and local authorities; (d) Inadequate capacity among Real Estate developers to plan, develop and manage the Estates; (e) Limited development finance available for Real Estate development; (f) High costs of providing infrastructure and utilities such as roads, water and sanitation, electricity, and drainage; (g) Lack of guidelines for development, proper management and maintenance of Real Estate property; (h) High cost of building materials, labour and related inputs; (i) Unethical practices amongst Real Estate Agents and Developers; and, (j) Failure to meet minimum acceptable standards for

building materials and construction of basic infrastructure like roads and buildings.

In the planning period 2015/16 – 2019/20, the subsector will;

- i. Develop and implement a legal, regulatory and institutional framework for the real estate industry;
- ii. Develop and implement structural and detailed physical plans to guide Real Estates Development;
- iii. Design and implement a capacity development program for the Real Estates Industry;
- iv. Design and implement public awareness and civic education campaigns on Real Estate Industry;
- v. Develop and implement appropriate standards and guidelines for real estates; and,
- vi. Develop an inventory of real estate actors in the country

#### ***9) Promote Quality and Sustainability of settlement patterns of Rural Housing***

Currently over 80% of Uganda's population live in rural areas. Their settlements are characterized by scattered homesteads, with very minimal basic infrastructure services. Most of the houses are either temporary or semi-permanent and are constructed using locally available building materials. The houses are constructed on either communally owned land or privately owned. In cases of communally owned land there arises the problem of lack of security tenure. The scattered nature of rural settlements as well as land ownership system makes it very difficult and expensive to provide basic infrastructure and services. Whereas the poor quality or temporary nature of materials used for housing construction, as a result of limited application of building standards and regulations, requires frequent replacement.

The government intends to improve the quality of houses and the settlement patterns of rural housing and also ensure sustainable access to basic services. This will be achieved through a several strategies, including;

- (d) Continuously sensitise and improve the technologies and materials being used in house construction in rural areas;
- (e) Promote and sensitize the rural population on the merits of living in properly planned settlements and houses;

#### ***10) Development and popularization of planning, housing and building standards***

Planning and building standards are required in development control and guiding building construction. The standards need to be flexible and responsive to the affordability of the beneficiary community. Such standards should also give room to adoption and use of new innovation and construction technology. The government will develop and disseminate housing standards.

It should be noted that the existing planning, housing and building standards are generally inflexible and unaffordable to the low income; housing development has largely preceded physical planning for inadequacy of the latter or its enforcement consequently leading to development of unplanned settlements. Also there are unnecessary delays by local authorities in issuance of building plans forcing developers to build illegally with the associated risk of contravening building rules; and the general lack of public awareness on planning, housing and building regulations especially within the rural areas. In the medium term, the government will develop and disseminate housing standards throughout the country.

This will be achieved through the following:

- a) Carry out Research in housing standards
- b) Development of housing standards
- c) Sensitize the public on housing standards
- d) Enforce the housing standards

### ***11) Strengthen the Housing directorate institutional structures for the effective implementation of its mandate***

A functional institutional framework must be in place for a successful implementation of the housing and human settlement strategies. Roles and responsibilities must be well articulated at all levels. The institutional framework in Uganda is based on a decentralized system inherent in the Local Government Act (1997) and includes the private sector, NGOs and civil society.

There is however, (i) limited co-ordination among actors and stakeholders involved in housing development on sector related issues; (ii) Fragmentation, inconsistency and overlapping of roles and lines of accountability for the current institutional arrangement for housing delivery processes; (iii) lack of private sector capacity to effectively execute housing development without government support; (iv) Inadequate publicity of the roles of the public and private sectors; (v) Inadequate capacity of Central and Local Governments to effectively execute their roles in support of housing development; and, (vi) the lengthy and bureaucratic planning and development approval processes which often lead to commencement of construction without appropriate approvals.

In the medium term, government will strengthen the housing directorate by establishing institutional frameworks and structures for effective housing delivery. This will be done through;

- (i) Conduct Capacity Assessment of the directorate of housing; and,
- (ii) Enhance multi-sectoral and stake holder collaboration to address housing delivery services, e.g. Local governments.

### ***12) Strengthening Policy Implementation, Monitoring & Evaluation in Housing subsector***

Government understands that engaging partnerships is very crucial in implementing the housing subsector strategies. The Government will thus provide an enabling environment with strategic direct interventions while the private sector, NGOs, CBOs and individual households play a leading role in housing delivery as hereunder prescribed against each actor.

The government also acknowledges that Monitoring, evaluation and review are very critical for measurement of performance and review of the implementation of the policy objectives. Appropriate mechanisms will be put in place to ensure monitoring of progress and evaluation of the effectiveness of the policy statements and strategies towards realization of the vision, goal and objectives of the policy. Periodic monitoring and evaluation provides a justifiable basis for reviewing aspects of the policy to improve performance.

For effective implementation, monitoring, evaluation and review of the housing policy, the government will;

- (i) Implement the National Housing Policy;
- (ii) Create awareness of the Housing Policy Issues amongst all stakeholders; and,
- (iii) Develop & Implement the M&E Framework for the National Housing Policy

### **3.6.3 Physical Planning and Urban Development Subsector**

The Physical Planning and Urban Development sub sector is responsible for policy making, standard setting, national and regional planning, regulation, coordination, inspection, monitoring and backup technical support relating to urban and regional planning as well as enhancing public awareness on urban land use and regional development. It is also mandated to guide planning and development of urban areas by setting policies, regulation and standards.

Like many other developing countries, Uganda is still in the early stages of urbanization with about 20% of its population living in urban areas and the rest in rural areas. The table 16 below shows the population of the 20 largest urban centres in Uganda (1991 – 2014)

**Table 10: Population of the 20 Largest Urban Centres, 1991 – 2014**

Census Population						Growth rate 2002-2014
No.	District	Urban Centre	1991	2002	2014	
1	Kampala	KCCA	774,241	1,189,142	1,516,210	2
2	Wakiso	Kira Town Council	na	na	313,761	na
3	Mbarara	Mbarara municipality	41,031	69,363	195,013	8.6
4	Mukono	Mukono municipality	7,406	46,506	161,996	10.4
5	Gulu	Gulu municipality	38,297	119,430	152,276	2
6	Wakiso	Nansana Town Council	na	na	144,441	na
7	Masaka	Masaka municipality	49,585	67,768	103,829	3.6
8	Kasese	Kasese municipality	18,750	53,907	101,679	5.3
9	Hoima	Hoima municipality	4616	27,934	100,625	10.7
10	Lira	Lira municipality	27,568	80,879	99,059	1.7
11	Mbale	Mbale Municipality	53,987	71,130	96,189	2
12	Masindi	Masindi municipality	10,839	28,300	94,622	10.1
13	Buikwe	Njeru Town Council	36,731	51,236	81,052	3.8
14	Jinja	Jinja Municipality	65,169	71,213	72,931	0.2
15	Wakiso	Entebbe municipality	42,763	55,086	69,958	2
16	Arua	Arua municipality	22,217	43,929	62,657	3
17	Wakiso	Wakiso Town Council	na	14,603	60,011	11.9
18	Busia	Busia Municipality	27,967	36,630	55,958	3.5
19	Kabarole	Fort Portal Municipality	32,789	40,993	54,275	2.3
20	Iganga	Iganga Municipality	19,740	39,472	53,870	2.6
	<b>Total</b>		<b>1,273,696</b>	<b>2,107,521</b>	<b>3,591,312</b>	

na – Data Not Available because the Urban Centre was not a gazetted urban centre at the time of the Census

Table 10 above gives the population of the 20 largest urban centres of Uganda in 2014 and their population sizes in 1991, 2002 and 2014. Kampala Capital City has remained the primate urban centre throughout the period 1991 - 2014. However, the proportion of Kampala city to the total urban population has declined steadily from 41 percent in 1991 to 25 percent in 2014, showing that the smaller urban areas are growing faster. Between 2002 and 2014 Wakiso Town Council showed the highest growth rate (11.9 percent), followed by Hoima Municipality (10.7), Mukono Municipality (10.4) Masindi Municipality (8.9 percent), Mbarara Municipality (8.6 percent) and Kasese Municipality (5.3 percent). All these except Wakiso Town Council had boundary changes between 2002 and 2014. The other urban centres had growth rates lower than 5

percent per annum, which is deemed normal for an urban centre. The national level of urbanization is relatively low, estimated at 5.2%, though it is very high by international standards.

According to the provisional results of the Population and Housing Census (2014), it is projected that half of country's population will be urbanized by 2050. This has serious implications in terms of demand for land, housing, water, health, education, jobs and urban services as well as expected impacts on the environment. Hence, it necessitates deliberate action to prioritize the integrated planning of urban areas to harness potential as engines of economic growth.

According to UN Habitat (2012), the urban sector contributes on average about 70% to the Gross Domestic Product (GDP) of the country. International experience has demonstrated that where the urbanization process has been planned and effectively managed, it has resulted in a competitive and productive urban sector that has stimulated social economic growth through creation of employment, wealth and ultimately improved the quality of living of the population.

Planned urbanization, therefore, is an effective strategy for poverty eradication as well as presenting potential benefits of agglomeration which enhances access to basic services by the population, reduces the cost of service delivery, and creates demand and market for goods and services. However, where urbanization has not been properly planned, it has resulted in slums, informal settlements, urban sprawl, environmental degradation, deterioration of infrastructure and service delivery, unemployment, increased crime, insecurity and urban poverty among others.

The physical planning and urban development subsector is characterized with several issues such as weak institutional structures, social demographic dynamics, inadequate and inconsistent legal framework, limited funding, high urban poverty levels, inadequate urban housing, increasing environmental and urban waste management. There is little visibility on the correlation between plans and actual development. Physical Planning and Development Control resources – human, financial and technical – fall short of the need at all levels preventing capable individuals from exercising their mandates. Both public and private sector circumvent official requirements and proceed with development on an ad hoc basis.

In order to respond well and address the urban challenges as well as better harness the benefits of urbanization, the government developed a National

Urban Policy, 2016. The policy seeks to turn Uganda's towns into modern urban centres that are competitive, liveable, sustainable and able to serve as a catalyst for social economic development. The main objectives of the policy are;

- i) To improve urban environmental management;
- ii) To improve productivity of the urban economy
- iii) To improve delivery of urban infrastructure and amenities;
- iv) To promote equitable social development;
- v) To improve access to affordable and decent housing;
- vi) To improve urban administration and governance systems;

The government is committed to enhancing the physical planning and urban development in the country. In the next financial year, 2015/16 – 2019/20, the government will implement the following strategies and activities to ensure sustainable and orderly land use in the country through planned orderly urban and rural development.

### **3.6.3.1 Physical Development Planning**

The NDP II recognises that Physical planning is a major vehicle for streamlining the country's Vision and Spatial Framework. Highly urbanized countries such as Malaysia, Singapore and China have attained high levels of urbanization through integrated physical planning and investment which has led to establishment of commercial and industrial functional zones. These zones have attracted populations and in the process relieved pressure on the available land for other economic activities such as commercial agriculture.

Physical planning is an important function in the management of land under any tenure that enables the Government, communities and individuals to determine, in advance, the direction and rate of progression of land sector activities by region and area. Although the primary instruments for physical planning are in place, the implementation of plans in urban and rural areas in addition to supervision and compliance still face major challenges. Besides, local planning authorities, i.e. local councils, do not always have the resources and technical capacity to plan and/or implement approved physical development plans. A gap exists between land use plan preparations, implementation and enforcement of land use regulations, which needs to be bridged. (The other big gap is in rural planning. Virtually all physical planning in the country has hitherto been in urban areas. While our planning hierarchy provides for National, Regional, District and then Urban/Local Planning, there is no single district with a PDP as of now. The reason is mostly the lack of requisite resources both human and financial at that level).

In order to enhance physical planning, the government will make investments in the following areas in the FY 2015/16 – 2019/20;

***1) Review and re-establish the regulatory and Institutional framework for physical development planning and regulation in the country.***

The policy, legal and institutional framework has various challenges including overlapping mandates among institutions, but also overlooking the emerging trends in physical planning as well. Due to the various coincidences and inconsistencies in the legal framework, there is no clear mechanism for coordination among the various institutions involved in physical planning. Realization of sustainable urban and rural development has been hampered by a fragmented approach to planning with MoLG, NPA, Local Governments, NEMA, KCCA among others applying their own laws resulting into duplication of activities. In addition, most infrastructure institutions such as UNRA, NWSC, MEMD, UETCL, etc, have in the majority of cases proceeded without due recourse to spatial planning guidance. To mitigate these challenges, in the next five financial years (2015/16 – 2019/20), the government will;

- (i) Review, re-engineer and harmonise the current legal framework that consists of the Local Government Act Cap 243, Land Act Cap 227, National Environment Act Cap 153, and Physical Planning Act 2010, KCCA Act, the Public Health Act, among others, to facilitate attainment of efficient and effective physical planning. This will also include the reviewing the criteria for creating new cities and upgrading of towns as well.
- (ii) Develop, review and harmonise the existing physical planning sectoral policies to address the emerging physical planning issues and constraints. This will include reviewing all relevant legislation on spatial planning and regulation to ensure that they are in tandem with contemporary spatial development principles; and,
- (iii) Enact a law to provide a framework for metropolitan planning.

***2) Promote Integrated Development Planning***

Enact a law to provide a framework for integrated metropolitan planning. Review and establish an integrated institutional framework for coordination and management of physical planning activities with MoLG, NPA, LGs, NEMA, KCCA and Utility and Infrastructure development institutions to avoid duplication and clashing of activities, and also ensure harmonisation of mandates.

Urban planning plays a critical role in sustainable rural and urban development as it provides an avenue for adequate utilization of scarce resources. Sustainable physical development and management of human settlement hinges greatly on the effectiveness of physical development plans, which includes the reconciliation of land uses, control of development, provision of facilities, services and public goods, preservation, protection and conservation of resources, preservation of heritage among others.

In Uganda, there is inadequate integration and gaps in strategic alignment of physical and economic planning. Also Implementation of physical development plans is still a challenge mainly due to ineffective planning systems, and hence, there are inadequate planning and implementation frameworks for physical development plans. This has led to haphazard development; encroachment on road reserves, public open spaces and recreational areas among others.

The government policy position is to ensure that the development of each urban area will be based on approved physical development plans. In order to implement this position, the government will undertake the following key strategies in the financial years 2015/16 – 2019/20;

- (i) Develop and implement a National Physical Development Plan to guide planning at all levels;
- (ii) Integrate physical infrastructure planning (i.e. roads, transportation, & service lines) into the overall national and regional physical development planning schemes
- (iii) Identify and initiate the preparation and approval of physical development plans for national and regional growth conurbations;
- (iv) Gazette all physical development plans for national, regional, district and urban areas as well as special planning areas;
- (v) Set the physical development plan, local area plan and special area plan as the main guide in the development approval process;
- (vi) Coordinate and closely monitor the preparation and enforcement of physical development plans;
- (vii) Restructure the law enforcement processes for adequate development control;
- (viii) Coordinate and monitor the planning of conurbations including the metropolitan areas and other special regional planning areas;
- (ix) Prepare and implement guidelines for the preparation and use of landscape plans for urban areas; and,
- (x) Prepare lower level physical development plans for Albertine Graben, Greater Kampala Metropolitan Area (GKMA), Toro Tourist Region,

Buvuma Island, Karuma Satellite City, and four regional cities (Gulu, Mbale, Mbarara, and Jinja).

**3) *Support the Spatial Planning Function at both the National and Local Levels to deliver effective Spatial Planning Services***

This will involve;

- (i) Retool the Directorate of PP&UD to be able to train, set up, support, supervise and monitor plan preparation & implementation at the Local Government level;
- (ii) Setup a GIS Unit in the Directorate of PPUD linked to all Districts to enhance urban development and management;
- (iii) Establish a Fund for Physical planning Conditional Grants for Local Governments.

**4) *Support Rural settlement planning and land re-adjustment to create nucleated settlements and increase the size of agriculture parcels to ease mechanization***

This will involve;

- (i) Formulate Guidelines for Rural Settlement Planning, Land Sharing and Adjustment, and Rural Development Cooperatives; and,
- (ii) Prepare a Model Rural Settlement and Land Adjustment Plan for one selected Sub county.

**5) *Enforce compliance to physical planning standards, regulations and guidelines under the freehold tenure.***

The incidents of freehold tenure, which are basically standard, include the conferment of full power of disposition and the compulsory registration of title in perpetuity. It is clear that public policy regards freehold as the property regime of the future, to the extent that current law provides for conversion from leasehold tenure or customary tenure to freehold. This stipulation is contentious in some areas of the country. Where it has been tested it has been expensive as it requires substantial resources for adjudication, consolidation, and registration. In some instances, freehold poses challenges to public regulation since its covenants are not conditional. The government will impose and put in place measures to enforce conditional covenants under freehold land tenure to regulate its use and development. The government will thus;

- (i) Formulate appropriate conditional covenants and exercise regulatory power for compliance with Physical Planning standards, regulations, and guidelines for orderly development.

**6) *Promote Research and Development to inform evidence based policy making, planning and Implementation in the Physical Planning sub-program***

Research is the systematic collection and presentation of information which should be directed towards innovation and improvement of service delivery. Currently the directorate does not have a research and development component. Research can be looked at 3 levels;

- (i) Research and practice
- (ii) Research to inform policy
- (iii) Research to contribute to service innovation and service development

The relationship between research and practice has been accorded less attention. Practice provides a source of problem and issues for investigation and research. It can be referred to the Research and Development Unit so that useful knowledge can be generated and presented back to practitioners. Some of the urban challenges include poor attitude and perception towards physical planning, gender inequality in service provision, regularization of the informal sector, causes of slum development.

Research towards innovation can be used to test the applicability of new planning approaches in our urban councils such as mixed use development/smart cities/ neighbourhood concept and smart transport. Research can also be used to create an urban profile which can be used to address issues such as urban poverty, slum upgrading, local economic development, regularization of informal sector. Research is also critical when reviewing acts, standards and guidelines, and developing evidence based policies.

Policy research is a special type of research that can provide useful recommendations and possible actions for resolving fundamental problems used by policy makers, government, special interest groups, CSOs, universities and individuals. The policies in the subsector of Physical Planning and Urban Development (PP&UD) are also not adequately evidence based. Stakeholder engagement is not adequately done due to insufficient funding. Research can be used in the following ways;

- a) Recognizing problems and identifying issues pertinent to PP&UD

- b) Understanding key issues. Once a need for policy has been identified, information specific policy may be obtained.
- c) Supporting a selected plan of action. Once a plan of action has been decided upon, it is helpful to look further for evidence or research to support the proposed solutions. Information supporting a proposed plan of action can lend strength to stakeholders' perspectives on the best solution to a problem and increase chances of implementation.
- d) Monitoring process and evaluating impact. During and after the implementation of an action plan, it is important to monitor the process and evaluate the impact of the actions taken. Research may be used in helping to answer the questions posed on what worked, what did not and identify areas that need improvement in the action plan.

It has frequently been observed that there is general lack of appreciation of physical planning in both urban and rural areas, which calls for the need to investigate the causes which could stem from (socio-cultural beliefs, attitudes and perceptions), institutional challenges, lack of awareness etc., study the international best practices and their replicability in Uganda, to promote physical planning.

Socio – economic surveys and qualitative studies have not been given adequate attention and this has contributed to none implementable Physical Development Plans. Most of the plans cannot be implemented because they do not reflect the needs of the community. Proposed projects are not affordable by the community and urban councils as well. Most times urban councils cannot afford to carry out these socio-economic surveys because of the financial costs involved. Hence, the socio-economic data is inadequate in plan preparation and implementations.

In the financial years 2015/16 – 2019/20, the subsector will, among others, conduct special studies/ research activities in the following areas;

- i) State of Physical Planning in the Uganda
- ii) State of Urban Development in Uganda
- iii) State of land use regularization and compliance in Uganda
- iv) Customer satisfaction studies at implementation of projects e.g. infrastructural projects
- v) Socio-economic studies during the Physical Planning process
- vi) Impact of new planning approaches (neighbourhood concept, mixed use development on sustainable development
- vii) Structural challenges in Physical Planning
- viii) Climate change impacts and spatial planning

- ix) Integration of climate change in Physical Planning standard and guidelines, NLUP, PPA (2010).

### **3.6.3.2 Urban Development**

The urban subsector plays a dual role as a producer and consumer; it is important to balance investments in the urban areas in order to enhance the role of urban areas as producers as opposed to focusing predominantly on the consumer demands in these areas. As a producer, the urban sector, if well supported, produces more jobs, revenue, houses, skills, increased value on goods, knowledge, and urban culture and above all effectively manages waste as a resource for wealth creation as well as securing quality environment. On the other hand, as a consumer, the urban sector provides a market for goods and services both internally generated and from rural areas to meet the needs of the urban dwellers.

However, the Urban Development subsector in Uganda faces a number of challenges that inhibits it from functioning properly as both a consumer and a producer. These include; the inadequate and inconsistent legal and policy framework; high urban growth rate; high levels of urban poverty; inadequate urban housing facilities; increasing environment deterioration; inadequate urban infrastructure services; urban transport challenges; and, increasing urban insecurity. The urban centres are also characterised by overcrowding, traffic congestion, growth of slums and informal settlements, dilapidated housing, and poor sanitation. Most urban dwellers do not have stable sources of income and the level of urban unemployment is quite high.

In order to achieve the country's development agenda of promoting development of resilient urban areas that are liveable, productive, organised, and sustainable, the government has set aside to implement the following strategies and activities in the next five financial years. These are in line with the country's development agenda.

#### ***1. Develop, review, harmonise and implement the policy and legal framework for Urban Development***

The current legal framework is inadequate and needs to be reviewed to take care of emerging developments, challenges and concerns that may need to be legalized and regulated as well. The Physical Planning Act (2010), Local Governments Act Cap 243 and the Land Act Cap 227 need to be reviewed and amended to address the current urban challenges. For the for instance, the Kampala Capital City Act, 2010, which provides for the creation of the Kampala

Capital City Authority (KCCA) to manage the capital city, has instead created a multiplicity of conflicts between the elected and appointed leaders, constraining the planning and development of the city.

The existing policies such as the National Land Use Policy, the Transport Policy, the housing and the Decentralization Policy among others do not adequately address contemporary urbanization issues. There are also no clear guidelines for urban renewal and the regeneration of towns with the existing laws unable to adequately address the issues of urban development. It should also be noted that there is Inadequate representation of Urban Councils on statutory bodies such as the District Service Commission, District Land Boards, District Contracts Committee and Local Government Public Accounts Committee; and also inadequate participation of stakeholders in the planning and development processes of their towns. The government will thus;

- i) Review the existing sectoral policies and legal framework on urban development to address emerging urban development issues;
- ii) Ensure integrated urban development plans are based on the urban hierarchy system which categorizes the settlements as: metropolitan, city, municipality, town council, town board, growth centre, major settlement and minor settlement; and,
- iii) Institutionalize Urban Development Forums for effective participation of stakeholders in the planning and development processes of their towns.

## ***2. Review the Criterion for the Creation of new Urban and Upgrading the existing Urban Areas***

The urbanization process is occurring in an organic manner influenced largely by administrative considerations, trade and natural growth of centres along communication routes. The number of urban centres has increased overtime from 28 in 1969 to more than 400 in 2013. The highest population increase has been taking place in the small and medium towns. The Local Government Act cap 243 defines urban areas as city, municipality, town councils and town boards according to minimum population thresholds or being an administrative headquarter of a district even though it does not fulfil the population threshold. Currently, Uganda has 1 city, 22 municipalities, 174 town councils and 209 town boards.

However, the criterion for declaration and upgrading of urban areas is unclear. It should also be noted that some of the created urban centres are ill-prepared to accommodate the high growth rate of the urban population, making service delivery difficult and expensive; and inadequate enforcement of plans,

standards and guidelines in urban areas. In order to mitigate these challenges, the government will;

- (1) Review the existing parameters for declaration and upgrading of urban areas to include:
  - a. Minimum population densities of 3,000 people per sq/km for cities, 1,600 per sq/km for municipalities; 1,000 per sq/km for town councils; and 100 per sq/km for town boards;
  - b. Minimum population size of 300,000 people for cities; 80,000 people for municipalities; 20,000 people for town councils; and 1,000 people for town boards,
  - c. Minimum of 100sq/kms for cities; 80sq/kms for municipalities; 20sq/kms for town councils; and 10sq/kms for town boards;
  - d. Ability to meet its expenses, functionality, centrality and competitiveness.
  - e. Other than a town board, an approved physical development plan with a compliance level of up to at least 50; and,
  - f. Creating the New urban centres during the National Physical Development planning process or event, at the City level it will be a National Physical Development Plan and at the municipal level a Regional Physical Development Plan.
- (2) Institute studies to consider merging the already existing urban local governments and town boards within a radius of five kilometres from each other into a single urban entity.
- (3) Categorize and gazette all urban areas as metropolitan area, city, municipality, town and town board in accordance with the National Urban Policy guidelines
- (4) Create regional and strategic cities for balanced and sustainable urban development; and,
- (5) Review the urban development enforcement function to ensure maximum adherence to standards, plans and guidelines.

### ***3. Create a conducive environment for investment in urban areas***

In the FY 2015/16 – 2019/20, the government will create a conducive environment for investment in urban areas. This will require undertaking the following Strategies:

- i. Promote investment and employment centres such as; zones for high-technology firms / industries, export processing / free-trade zones, and zones for small, medium and micro-enterprises;
- ii. Provide incentives for innovation and creativity;

- iii. Create business incubators to propel urban economic growth;
- iv. Promote integrated development of business parks and special industrial zones;

***4. Encourage Support Urban Centres to create urban image & town identity harmonious with the local function, comparative identity, and culture that best represents a particular urban area;***

Uganda is endowed with a wealth of beautiful natural and manmade features which are a tourist attraction. Some urban centres have historical monuments, museums, beautiful sites and places, churches, lakes, rivers, royal tombs, and other places of tourist interest. With all the endowment of ethnicity, cultural practices, traditions and the growing creative industry in the urban areas, there is a great potential and opportunity for urban tourism and cultural heritage to thrive. Furthermore, urban areas are centres of excellence, creative, innovative and recreational services that provide a good base for the development of the creative industry in the country.

However, most urban centres in Uganda are still weak at developing a distinct identity and exceptional character to keep their old traditions at the time of declaration and establishment as an urban area. There are no exhibitions in some urban areas showcasing their respective cultural heritage, uniqueness as well as image and character. They all tend to appear uniform and risk loss of identity and uniqueness. Exploration and preservation by urban centres of their cultural, traditional and historical sites and practices will help them stimulate and develop urban tourism and cultural heritage. These would enable urban areas generate revenue which can boost local economies and eventually lead to economic growth. In the financial years 2015/16 – 2019/20, the government will approach the promotion of urban tourism and cultural heritage in the following ways;

The government will encourage the formation of an urban image and identity harmonious with the local urban function, comparative identity and culture that best represents a particular urban area shall be encouraged. This will be done through the following strategies;

- (i) Develop the national, urban design, beautification, and greening policy for Uganda;
- (ii) Review guidelines and standards pertaining to the provision of open space and recreation areas;
- (iii) Develop and implement the National Landscaping and Beautification guidelines; and,
- (iv) Promotion of Urban Tourism and Cultural Heritage

- (v) Protect public open spaces and recreation areas in accordance with the guidelines and standards.

### ***5. Develop an urban redevelopment, renewal and revitalization strategy***

Urban Renewal and revitalization entails strategies geared towards the improvement and redevelopment of declining areas within the urban areas. It also places emphasis on improving the quality of life for the urban dwellers through the provision of liveable, conducive and sustained environment. Urban renewal and revitalization initiatives gives new life to and reactivates decaying urban areas through the improvement of their services/facilities and long term redevelopment schemes for the sustainability of urban areas.

In Uganda, there is increasing decay and degeneration of urban areas, underutilization of prime land and uncoordinated piecemeal redevelopment which does not go hand in hand with the provision of services and long term development schemes of urban areas. There is also no criterion to guide urban renewal processes which has resulted in some of the central areas of urban centres becoming blighted. There is a drastic decline in the social economic activities of the decaying urban areas and underutilization of prime land in urban areas due to urban degeneration.

In the FY 2015/16 – 2019/20, the government will apply the smart growth principles in the redevelopment and revitalisation of urban areas through;

- a) Review the legal and policy framework to cater for urban renewal and redevelopment; and,
- b) Development of the National Urban Renewal and Regeneration Policy.

### ***6. Support the Development and implementation an integrated urban infrastructure and services framework***

Urban infrastructure and services constitute the backbone of urban economies and economic activities. Provision and effective maintenance of adequate infrastructure and services, such as water supply, sewerage and sanitation, drainage, electricity, energy, waste disposal and telecommunications in urban centres contributes to attainment of sustainable urban development. However, the subsector faces inadequate provision of urban infrastructure services, partly due to inadequate urban infrastructure financing. In the FY 2015/16 – 2019/20, the government will implement an integrated urban infrastructure and services framework by;

- i) Establishing mechanisms to enable urban dwellers access basic infrastructure and services;
- ii) Ensuring that site planning for infrastructure and utilities conforms to the requirements for that particular plan;
- iii) Promote the sharing of infrastructure and utilities amongst urban authorities and service providers such as telecommunications companies, water and sewerage among others;
- iv) Initiating mechanisms to hand over infrastructure and utility management in urban areas to the respective urban authorities;
- v) Establishing public awareness programmes to uplift and promote the culture of proper maintenance and care of public property;
- vi) Building capacity of urban authorities to manage infrastructure and utility services in their jurisdiction; and,
- vii) Setting up a quality unit and information system for Physical Planning linked to key Local Governments and the Land Information System.

### ***7. Implement the National Urban Solid Waste Management Policy***

Urban Waste generation is positively associated with population size and income. The urban population was 4.5 million in 2011 and is increased to 5.3 million in 2015; and is projected to reach 9.5 million by 2030. The estimated urban solid waste generated was 2601 tons in 2010 and is expected to more than double the 2010 levels by 2030 (see Table 19). The projections of future urban solid waste generation were based on the average generation of 0.6 kg/capita/day which approximates to 0.22 ton/year.

**Table 11: Total solid waste generation /day by the urban population by 2030**

<b>Year</b>	<b>Total Urban Population</b>	<b>Urban Population (%)</b>	<b>Total solid waste generation/day(tons)</b>
2010	4,345,208	13	2607.1
2015	5,343,992	13.6	3206.4
2020	7,897,987	15.1	4738.8
2030	9,493,122	15.8	5695.9

**Source:** National Urban Solid Waste Management Policy for Uganda, 2013

Amongst the LGs especially the urban centres, waste management is viewed as a resource where recovery activities can generate revenues and at the same time achieve waste reduction and prevention with minimum risk to public health and the environment. This approach has to be adopted where waste diversion with the supporting principles of reduce, re-use and recycle are the available options resulting in residual items for disposal. Analysis has shown that well over 80% of residential waste is recyclable and that the residential

stream represents two thirds of overall waste generated in Uganda. Organics, paper and paper board and plastics, all recyclables, represent over 70% of waste generated in Uganda. This activity is currently led by the private sector and the CSOs.

In order to address this dilemma, the government developed a National Urban Solid Waste Management Policy for Uganda, 2013. The Policy is intended to arrest the deteriorating public health and the environment as a result of poorly managed urban solid waste. Rapid urbanization and changing lifestyles have led to the generation of huge amounts of garbage and waste in the urban areas. The policy encompasses solid wastes, in the municipal, commercial and industrial waste streams.

The vision of the policy is ***a healthy and sustainable national urban solid waste management system***, with a mission to promote an efficient, integrated and participatory National Urban Solid Waste Management System; and an overall goal having a zero solid waste in urban areas. The policy aims at:

- i) Develop the National Urban Sanitation Policy for Uganda
- ii) Providing a coherent, comprehensive national framework for solid waste management, to include waste diversion, reduction, resource recovery and recycling over the next 15 years;
- iii) Choosing between different options for collection, treatment and disposal.
- iv) Making this policy as an important reference for the development or revision of sub-plans by urban authorities, more detailed plans, programmes and projects.
- v) Informing the structuring of appropriate urban solid waste management legislation that would regulate subsequent efforts towards planning, programme and project development.
- vi) Providing national leadership on waste and resource recovery where it is needed and facilitate collaboration with non-state actors on urban solid waste management issues.

In the FYs 2015/16 – 2019/20, the government will implement this policy to diffuse the solid waste management dilemma, so that a more economically, financially and environmentally sound option is undertaken to ensure that future generations continue to enjoy the existing benefits that are sometimes taken for granted. The implementation of the policy framework will provide an effective, efficient, affordable, safe and sustainable solid waste management system for all the urban settlements.

## ***8. Support the development of Urban transport and traffic infrastructure***

Efficient urban transportation is critical to overcoming the fragmented nature of our urban centers. Shorter commuting distances and the associated lower costs create savings for household incomes especially of the low income earners. Government and the operators in the transport sector equally benefit since the per capita public expenditure and time on the operations of public transport decrease.

Transport in Uganda is challenged by limited modal interconnectivity. Whereas it is proven that water transport is the cheapest, railway transport is the best for cargo and air transport is the quickest, Uganda relies primarily on road transport. The lack of interconnectivity of these modes of transport affects urban centers adversely. Urban transport is managed by the private sector which sets and changes transport fares at will hence exploiting the members of the public. There is also an over reliance on road transport resulting in, congestion and a huge demand for roadside parking space. Therefore, lack of an efficient public transport system has led to increased car ownership without corresponding road capacity and poor traffic management. In the medium term, the government will;

- (a) Develop and implement a National Urban Public Transportation and Management Policy to help mitigate the identified challenges; and,
- (b) Promote an Integrated transport system that will ensure the full Integration of the Transport and spatial planning.

### ***9. Support the supply of adequate and affordable social services and amenities in urban areas***

Infrastructure and social services development constitute the backbone of urban economies and economic activities. A well-developed social services sector coupled with attributes of urban competitiveness like political stability, efficiency and urban safety are essential for the productive function of any town for creation of jobs, knowledge, skills and wealth for the urban dwellers. However, most urban areas in Uganda have inadequate and unaffordable urban social services such as water, sanitation facilities, ICT, electricity, education and health services among others. This has made urban areas unlivable, exclusive, unattractive and non-competitive especially settlements occupied by the urban poor. In the medium term, the government will ensure adequate and affordable supply of social services and amenities in urban areas. This will be done through;

- i. Promote public-private partnerships to enhance balanced social service provision with special consideration to the disadvantaged communities; and,

- ii. Undertake slum profiling, enumeration and mapping to understand the urban needs for appropriate interventions.

#### **10. *Developing and Implement a Monitoring, Evaluation and Review Framework and an Action Plan for the Implementation of the National Urban Policy***

The realization of the vision and objectives of the National Urban Policy will depend, among other things, continuous monitoring, evaluation and review of the associated processes, strategies, actions and activities.

The successful implementation of this policy will enable a faster rate of social and economic transformation not only for the urban sector but also the rural sector due to intricate inter-linkages between rural and urban areas. It is important, therefore, that visible mechanisms are put in place to monitor progress and evaluate the effectiveness of the policy statements and strategies in attaining the vision, goal and objectives of the policy and also review the policy to address the emerging issues and challenges.

In developing comprehensive data sources, policies, strategies and implementation must be reviewed regularly by the appropriate spheres of government and the results will feed into the planning and decision-making processes. This recognizes that in the monitoring exercise, processes and their impact are as important as the outcomes and products. The monitoring process will be continuous, part of the routine work process, building up an experiential base that will inform policy-making and implementation. It will also reveal the rate of progress towards the achievement of intended outcomes as well as their impact, thus providing a basis for ensuring accountability.

The Government therefore will attach great importance to the need for a collective identification of the critical indicators and instruments which will be used for monitoring the transformation of our urban system by the relevant stakeholders. In doing so, the government will not only develop and institutionalize a monitoring, evaluation and review framework for the implementation of the National Urban Policy, 2016; but will also regularly review the National Urban Policy, to take care of the emerging issues and challenges. This will involve;

- ii. Develop and apply indicators for the monitoring and evaluation system;
- iii. Develop appropriate tools for policy refinement and review;
- iv. Integrate the national urban policy values and principles into the political discourse of the country;

- v. Link the monitoring and evaluation system to other national level monitoring processes for the National Development Plan;
- i. Define roles and responsibilities of line Ministries, Government Departments, agencies and non-state actors in monitoring, evaluation and review of the policy;
- ii. Developing a database for the archiving the regularly collected data;
- iii. Undertake periodic reviews of the urban sector performance and the policy by identifying persistent and/or new issues requiring further policy interventions at least every 5 years;
- iv. Review the National Urban Policy Implementation Action Plan and strategies every 3 years;
- v. Establish a multi stakeholder working group to coordinate the development of a detailed action plan for the implementation of the NUP;
- vi. Establish a multi stakeholder working group to coordinate the development of an M&E framework to monitor & evaluate the implementation of the NUP; and,
- vii. Engage the Sector to develop a detailed action plan for the implementation of the NUP.

### **3.6.3.3 Land Use Regulation and Compliance**

The National Development Plan II recognises land use and management as one of the development fundamentals. It therefore calls for planning land use in terms of housing (human settlements), agriculture, and natural resources for the country's development and planning. Land use planning is one of the major challenges of land management in Uganda; hence the need for promotion of sustainable land use. The government developed the National Land Use Policy in 2006, and later the National Land Policy in 2013, which set policies and strategies to regulate land use compliance and management. The later policy overrides the former. In this planning period, the government's thrust is to implement the policy to ensure sustainable land use and management for the current and future generations. The following key Investment areas, strategies and actions were identified and will be implemented for the financial years 2015/16 – 2019/20.

#### **(1) Facilitate Land Use Regulation and Land Development**

The land use and land management institutional framework for Uganda was facing implementation challenges until the approval of The Uganda National Land Policy, 2013. The framework was vested in various policies and regulations that resulted into inadequate land use planning and non-enforcement of land use regulations. The vision of the policy is a transformed Ugandan Society through the optimal use and management of the land

resources for the prosperous and industrialised economy with a developed service sector.

Land legislation in Uganda has mainly been focused on ownership-cum-property rights. However, it is also necessary to have land development aligned with property rights as a springboard for optimal land use and sustainable land development. This implies the integration of land ownership with land use regulation to support efforts aimed at the transformation of land users with greater emphasis on urbanization, attaining food security using land with an orientation to commercial agriculture for the poor.

To ensure simultaneous land development and land ownership, the government will thus facilitate land use regulation and land development to enhance economic productivity and commercial competitiveness for wealth creation and overall socio-economic development. The will be undertaken under the following strategies;

- (i) Support central government agencies and local governments to adopt and enforce standardized land use planning and land development practices for orderly development;
- (ii) Strengthen community level institutions for effective management of land development and land use regulation;
- (iii) Apply land use planning and fiscal instruments to ensure land use and land development;
- (iv) Carry out a periodic land audit to determine the land needs of all productive sectors at least once every 10 years to support the attainment of national development goals;

## **(2) Enforce the power of public regulation of land use, in the interest of socio-economic welfare development**

Articles 242 and 245 of the 1995 Constitution, endows the State and Government with power to limit undesirable land use in the interest of public welfare and/or orderly development without revoking ownership interests or rights. This power by its very nature is split across natural resources sub-sectors without effective coordination and cross-sectoral institutionalization. There is, therefore, ineffective enforcement of laws and regulations with regard to land use/physical planning, environment and natural resource. The State has not exercised this power responsibly and in public interest. This power has been extended to local governments without adequate guidelines.

In this planning period, the government will invest resources in the following area in order to address the challenges of public regulation of land use:

- (i) Harmonize the application of the power of public regulation of land use by the Central Government and Local Governments in a set of prescribed guidelines;
- (ii) Ensure that the use of police power by state agencies takes into account sectoral policies and laws on land use, the environment and natural resources;
- (iii) Review existing policies and laws on public regulation of land use to conform with the provisions of this policy;
- (iv) Educate the public on the need for public regulation of land use and overall goals and merits of public regulation; and
- (v) Ensure compliance with the laws and regulations for land use, both in urban and rural areas through incentives and rewards as well as sanctions and penalties.

### **(3) Ensure optimal Use and Sustainable management of Land Resources**

Land resources have not been put to optimal, productive and sustainable management and use. Land use and land management lies in different bureaucracies managing isolated portions and aspects which are often uncoordinated and in competition with one another for recognition and resources. These critical overlaps in institutional responsibilities symbolize a framework that does not promote sustainable land development. Insufficient collaboration among public sector institutions and agencies presents an obstacle to the rational, effective and efficient management of land resources. The government shall ensure that land resources are optimally used and sustainably managed in an integrated manner through the following measures;

- (i) Provide capacity, through training, to enable land management agents to function efficiently;
- (ii) Deploy professional land auditors at local government and community levels to monitor and enforce the implementation of land use standards;
- (iii) Set up and operationalize an effective forum for inter-sectoral consultation and co-ordination of land sector activities;
- (iv) Develop and enforce adequate land use standards;
- (v) Strengthen and reform institutions for effective and efficient land use and land management; and,
- (vi) Review policies related to all land-use sub-sectors to ensure complementarities with the implementation of the national land policy.

### **(4) Ensure that land is planned, used and managed for the benefit of the present and future generations**

In order to ensure that the land is planned, used and managed for the benefit of the present and future generations, the government will take the following measures to:

- (i) Prepare a medium to long-term national land use framework for Uganda, setting out broad land use expectations and strategies for land use management and land development;
- (ii) Design a framework and provide capacity for land use audits in rural and urban areas to support national, regional and local land use planning;
- (iii) Monitor growth of rural settlements with a view to providing infrastructure and services;
- (iv) Continuously monitor and evaluate the effects of public regulation on land sector development;
- (v) Undertake public education on the overall goals, advantages and benefits of public regulation of land use; and,
- (vi) Enact a law to provide a framework for metropolitan planning.

#### **(5) Support well-organised human settlement development**

The government will support and encourage well-organised human settlement development for optimal land use and growth of rural centres through;

- i) Facilitate consolidation and re-adjustment of land parcels for optimal use;
- ii) Strengthen urban and rural land use planning processes to prevent land wastage or sub-optimal uses;
- iii) Regulate sub-division of land in urban and rural areas;
- iv) Ensure strict enforcement of land use regulations especially in urban and peri-urban areas;
- v) Create incentives to attract settlement in urban areas or in nucleated settlements to free land for development.

### **3.6.4 Administration and Management of Government Land (Uganda Land Commission)**

#### **3.6.4.1 Governance and Policy at Uganda Land Commission**

In order to further enhance efficiency in service delivery and achieve its mandate, ULC drafted the Uganda Land Commission Bill, which streamlines the law relating to land vested in or acquired by the Government of Uganda; provides for the management and use of land held by ULC; and provide for the disposal of Government land by the Commission; and other related matters. The bill proposes a new institutional structure for the ULC composed of the Chairman, 8 Commissioners, Commission Secretary, 3 Directors, 15 Managers, 25 Assistant Managers, and Various Officers.

In the FY 2015/16 – 2019/20, the government will ensure that the ULC bill is approved and operationalised. This will help to ensure that the governance structures and authority of the ULC is well described and the operational responsibilities well defined. The operationalisation of this bill will required facilitating the ULC to establish a Non-Wage bill for the setting up of the well facilitated office space. This will involve office space (renting and/or constructing), transport equipment, ICT, Office Furniture and Fittings, Land Management (Survey) Equipment, General supply of goods and services, Staff recruitment, selection, training and development, among others. The total cost of implementing the Non-wage Bill of the reformed ULC is UGX. 12,247,809,200.

#### ***3.6.4.2 Operationalisation of a Comprehensive Database (Inventory) for Government Land and Property***

ULC has been experiencing rapid growth of both internally generated documents and incoming correspondences. There is huge demand for space to store these documents and also high access costs to some of these files. To reduce the costs of accessing data and storage, ULC intends to establish a comprehensive data base or Electronic Data Management System (EDMS).

The main objective of the Data Base is to reduce costs related to the storage and retrieval of the archived files but the long term vision of implementing the Data Base is to integrate it into the daily work processes of ULC and build a database that can support the research and prospecting functions of the ULC. This will help the routine processes such as monitoring of client files, monitoring of incoming correspondences, other goods and services, management and distribution of follow-up actions to and by various officers of the ULC. The database will thus reduce on the storage space at the commission; enhance flexible retrieval; Controlled and Improved Document distribution; Improved Security of the sensitive government land documents; Information recovery in times of disasters; Improved Regulatory Compliance; ease in NTR collection, hence, improving the Cash Flow; and, Improved customer service and satisfaction. This will require the installation of hardware and software infrastructure; digitization of backlog of records; migrating the digitized records into the system; and, automation of the activities on a case basis to ensure that ULC can follow up on each title as and when required. The total cost for the project is estimated at \$316,200. After establishing the inventory, the Commission will thus;

- a) Identify, compile, update and manage the inventory of all Government Land and developments therein;

- b) Regularly monitor the use of, and developments on, government land; and,
- c) Initiate actions that ensure the safe storage and archiving of titling of lands vested in or acquired by government.

### **3.6.4.3 Leadership and Management capacity for the provision of Quality Services**

The commission will ensure that its human resource has the capacity to execute its mandate as will be defined by the ULC Bill. In the financial years 2015/16 – 2019/20, the government will undertake the following strategies;

#### ***(i) Strengthen the Leadership and management capacity for the provision of quality services***

This will involve reviewing the staff norms and core values; developing and implementing a an equitable recruitment, and deployment policies and plan, reviewing the terms of the commissioners from temporary to permanent, and implementing performance management strategies. The commission will also scale up the education and training of staff through developing an annual training plan to enable them improves their capacity.

#### ***(ii) Improve the working conditions of the staff and scaling up the education and training of ULC Staff***

This will involve providing structures for career development and progression, implementing an effective strategy for retention of staff; and creating a transparent environment that promotes the performance of staff.

#### ***(iii) Institutionalising Monitoring, Review, evaluation and Knowledge management and sharing***

The Commission will develop a monitoring and evaluation strategy for the Strategic Plan, which will be used to monitor the performance of the Plan and the Commission Staff in general. This will enable proper reporting on the performance of the Commission and accountability.

#### ***(iv) Mainstreaming Gender in Uganda Land Commission***

The Uganda Gender Policy (2007) provides a framework for addressing gender imbalances. It offers a guide to all Ministries, Departments and Agencies (MDAs) on key priorities for action to address gender concerns. In addition, the National Development Plan (NDP) underscores gender issues, negative attitudes, mind-set, cultural practices and perceptions as key strategic constraints hindering the achievement of socioeconomic development. Thus, the broad strategy to deal with these constraints is for sectors and government agencies to take requisite actions to promote gender equality in all spheres.

The Uganda Land Commission (ULC) plans to implement gender mainstreaming through its human resource department. This is part of government efforts aimed at minimising gender gaps in Public Service. At ULC, staffing levels stood at 67% for men and 33% for women in 2011 (Ministry of Public Service, 2011). Except for medical, secretarial and careering, all other jobs are dominated by men.

Gender mainstreaming in human resource management will focus on recruitment, remuneration, training and staff development, deployment, working environment and managerial decision making. ULC recognises that gender disaggregated data to inform decision making in Human Resource Management is lacking except for remuneration and staffing. The principles that will guide ULC in mainstreaming gender include: equity, affirmative action, gender sensitive practices, and empowerment. These principles are in compliance with the Uganda National Gender Policy (2007) and other regional and international gender instruments of which Uganda is a party.

In light of the above, ULC will implement the following interventions to address gender mainstreaming:

- i) Implement actions to address key gender issues in Human Resource management including use of gender sensitive language;
- ii) Implement capacity building programmes for women and men and senior managers to improve knowledge, skills and attitudes in gender analysis, gender mainstreaming, gender responsive research, gender responsive budgeting and the production and use of gender disaggregated data;
- iii) Develop Strategies to empower women and men to take up leadership positions at ULC and other government institutions;
- iv) Conduct systematic consultation with women as well as men to identify their own priorities, success stories, lessons learned tools and mechanisms;
- v) Conduct effective monitoring and reporting mechanisms capable of reflecting how far ULC is contributing to gender equality;
- vi) Fostering institutional change for empowerment of both women and men through equal participation in decision making.
- vii) Maintain effective coordination, due diligence and accountability mechanisms for gender equality outcomes and ensure that collaborative strategies are fostered between ULC and Ministry of Gender, Labour and Social Development

#### **3.6.4.4 Implement an Integrated Communication Plan**

Under the government's communication strategy, MDAs are required to support the Communication function by: (i) Developing Communication materials, (ii) Providing logistics for communication function, (iii) Maintaining

an updated informative and interactive website and intranet, (iv) Providing a calendar of their respective activities that need publicity, among others. The Uganda Land Commission is committed to ensure smooth communication both internally and externally. This will be done through;

- (a) Developing a corporate identity of the commission;
- (b) Developing a communication campaign/plan;
- (c) Integrate M&E process to ensure efficacy of the communication campaign and knowledge management within ULC.

#### **3.6.4.5 Titling and securing all government Land**

- 1) Initiate Actions to ensure that all government land is titled;*
- 2) Manage and ensure safe custody of all titles vested in or acquired by government;*
- 3) Government Land Acquisition*

Article 239 of the Constitution of Republic of Uganda provides for the function of Uganda Land Commission, the function to hold and manage Government Land. Land Management involves acquisition, registration, regulating use, leasing resolving conflicts of ownership and use, and conservation for future needs. Before the promulgation of the 1995 Constitution, Uganda Land Commission administered all public land and as a result Government had much land available for its institutional use, projects, resettlement purposes and economic investments. However, with the promulgation, of the 1995 Constitution (art 237(1), land became vested in the citizens of Uganda. This has greatly reduced land available for direct ownership use by Government. In the current constitutional arrangement, Government is required to make adequate compensation to private land in order to access land.

The current difficulties faced by Government to act quickly to resettle mudslides victims, initiate developmental projects, and provide land for investments is partly because land available to government for direct ownership has greatly reduced and, lacking in newly created districts. There is need for government to acquire land to be able to provide land for productive use and future developments. Although some government ministries and institutions have individually been acquiring land, a more comprehensive and objective acquisition by Government through ULC is necessary and more valid for rational Government institutional use, government projects, allocation for private investments, resettlement and holding for future usage. The Government land acquisition project shall be forward-looking, in the sense that it shall address land access for development purposes, resettlement and economic investments, thereby providing new employment opportunities, widening government revenues, and increasing household income.

The main objective of the project is to provide more Government land for productive use and future development. The specific objectives are: To secure land for government institutional use and projects; to provide land for economic investments, to resettle landless people and to hold land for future development.

Total projects for government land acquisition is divided long three main activities which are: Sensitization, institutional operations and land acquisition. The sensitization programme will cover district/local leaders, land owners and community members in the project areas and will cost UGX 4.2 Billion for 5 years beginning FY 2015/16. The implementation of the land acquisition project is dependent not only on the availability of training of personnel but also on the budget award for operational expenses of the commission from the Ministry of Finance central fund. Total expenditure on operational expenses is estimated at UGX. 6.3 billion for 5 years. Finally, land acquisition costs are estimated at UGX. 37.5 billion for a period of 5 years depending on the speed of implementation.

#### **3.6.4.6 Land Fund Management**

The Land Act, Cap 227, Section 41 (1) creates the Land Fund and places its management under the Uganda Land Commission. Section 42 of the Land Act indicates that *there shall be a fund known as the Land Fund*. The Land Fund is a multi-purpose resource envelope with diverse targeted beneficiaries. The Land Fund is specifically for: (i) Giving loans to tenants by occupancy to enable them acquire registrable interests pursuant to Article 237(9) (b) of the constitution; (ii) Government to purchase or acquire registrable interest in land in accordance with the Constitution; (iii) Resettle persons who have been rendered landless by Government action, natural disaster or any other causes; and, (iv) Assist persons to acquire title under the act in accordance with a prescribed scheme.

Under the Uganda National Land Policy, government has committed itself to taking conclusive measures to redress historical land holding injustices in a manner that promotes harmony for peaceful co-existence of indigenous person and immigrants in Kibaale Districts and such other areas. The 1964 Referendum on the counties of Buyaga and Bugangaizi in Kibaale District, returned territorial affiliation and administrative responsibility to Bunyoro, but never addressed land ownership rights held by absentee landlords in mailo tenure that the counties lost. Government resettlement schemes in 1973 and 1992, and the incessant immigration and settlement by non-indigenous groups further complicated the situation. What started off as a land question turned

political as immigrants gained political control. The resentment that resulted from this turn of events bred political tension and ethnic conflict, often with violent clashes. Based on the Land Act (Cap 227), Government embarked on buying out absentee landlords with a view to resolving this historical injustice.

However, due to limited budget allocations the bigger part of mailo is yet to be bought. ULC under government project: Support to Uganda Land Commission has been acquiring land from land owners on willing seller-willing buyer basis as provided for under Section 41 (4b) and 6(a) of the Land as an interim solution to stop illegal evictions of the bonafide occupants. Since 2002/03 to 2014/15, the commission has received funding totalling 37.5bn and acquired 65,901.9 hectares of land with bonafide occupants to enable them register their land holdings. Overall, 232 landlords have been compensated and 309 Certificates of Titles for the acquired lands have been surrendered and transferred to government in the name of Uganda Land Commission.

In this planning period, 2015/16 – 2019/20, the government will take conclusive measures to redress historical land injustices in a manner that promotes harmony for peaceful co-existence of indigenous persons and immigrants in Kibaale District. The government will thus;

- (b) Commit sufficient financial resources under the Land Fund to purchase mailo interests of absentee land owners at market price and restitute the land to the indigenous persons;
- (c) Develop a criteria for land adjudication and re-distribution of the purchased land by Uganda Land Commission as stipulated by the Land Act and ensure equity in the re-distribution;
- (d) Restore land ownership rights to indigenous persons and lawful immigrants as guaranteed by the 1995 Constitution and the Land Act Cap 227;
- (e) Evict all people illegally and/or irregularly settled in gazetted protected areas in accordance with the relevant laws;
- (f) Formulate a Resettlement Policy to guide voluntary immigration and government-led re-settlement initiatives in Uganda; and,
- (g) Design a fair and equitable criterion for redistributing public land and land purchased from absentee landlords.

The implementation plan for the land fund will take into account the following strategies:

- i) Develop and align internal for the management of the land fund, the Land Act Cap 227, and with the new ULC Bill;
- ii) Establish the institutional structure of the Land Fund;

- iii) Administer the Land Fund Loan Scheme Annually to enable bonafide occupants to survey & acquire certificates of titles;
- iv) Develop and effect a rollout plan/schedule for Land Fund activities throughout the affected areas of Mbale and Kibaale district;
- v) Litigate on Land Conflicts to allow bonafide occupants acquire land titles.

#### **3.6.4.7 Broadening the ULC Resource base**

The commission is committed to devising ways of generating resources for its own sustainability. In the strategic plan (2014 – 2019), the ULC laid out strategies that will enhance its resource base. These strategies will be implemented within this planning period to ensure that the commission increases on its resource base. They include;

- (a) Optimising the current and future physical infrastructure needs;
- (b) Maximising own-source revenues;
- (c) Development of the business plan for the ULC; and,
- (d) Developing of a comprehensive Networking Strategy within and outside of ULC.

#### **3.6.5 Planning and Support Services**

The Support Services program in the LHUD Sector is spearheaded by two sub-programs; (i) the Finance and Administration (F&A) sub-program, and, (ii) the Planning and Quality assurance (PQAD) sub-program. In the overall sector framework, the major objective of this program is to have a “*Harmonized, Effective and Efficient Administration and Management Services*”. To achieve this, the programme set aside the following strategic objectives to guide it through the FY 2015/16 – 2019/20.

- (i) To contribute to LHUD sectoral policies that are evidence based and are in line with the overall national goals, regional and international priorities;
- (ii) To ensure efficiency and effectiveness in the implementation of government programs and projects;
- (iii) To ensure that LHUD sector budgets and performance plans are harmonized with the national priorities in the MTEF, NDP and other Government Policy and planning frameworks;
- (iv) To provide timely guidance and reporting and reporting on implementation of government projects and programmes;
- (v) To consolidate Sector Wide Approach to Planning (SWAP) and build capacity to coordinate planning in Lands, Housing and Urban Development sector;

- (vi) To improve communication and information sharing on the role and functions of the Ministry;
- (vii) To promote effective ICT Governance in the LHUD sector in accordance with established frameworks in order to ensure alignment and compliance to the sector strategic plan, National standards and regulations and minimize risks whilst maximizing returns on ICT Investment.
- (viii) To ensure efficient and effective supply chain management; and
- (ix) To have an effective and efficient workforce.

#### **3.6.5.1 Finance and Administration sub-program in the Sector**

The overall responsibilities of the Finance and Administration department includes; Financial Management, Accounting, Administrative services, Personnel services, Supplies, Procurement matters, Policy analysis, Internal Audit and management of information flow within the Ministry and the Sector in general, among others. The major objectives of the department are therefore to;

- (i) To maintain an efficient and effective use of government resources
- (ii) To have sector policies harmonized with national policies and the National Planning Framework;
- (iii) To ensure compliance with standards, guidelines, regulations & laws;
- (iv) To ensure performance improvement of the staff;
- (v) To have streamlined information flow;
- (vi) To promote effective ICT Governance in the LHUD sector operations.
- (vii) To maintain an efficient and effective work force; and,
- (viii) To promote ethical behaviour competition, economy efficiency and delivery of value for all money in all procurements

#### **3.6.5.2 Planning and Quality Assurance (PQAD) Department**

The Planning and Quality Assurance subprogram is responsible for strategic planning, monitoring and evaluation of projects and programmes, quality standards assurance, and coordinating the training function in the Ministry. PQAD's major activities include;

- a) Monitoring & evaluation;
- b) Coordination of the Planning, Budgeting and implementation process;
- c) Coordination of collection of Sector Statistics, analysis and dissemination;
- d) Coordination of LHUD Sector Working Group activities;
- e) Preparation of Annual Budget Performance Reports; and,
- f) Resource mobilization.

The sub-program's strategic objective is to ensure efficiency and effectiveness in service delivery for government programs and projects. In order to achieve

this objective, the PQAD identified various strategic investment areas for the FY 2015/16 – 2019/20.

### **3.7 Alignment of SDP interventions with the National Planning Frameworks**

The Uganda's National Vision 2040 acknowledges that land ownership facilitates development and therefore envisages policy reforms to ensure that land facilities, land use regulation and land development enhance economic productivity and commercial competitiveness for wealth creation and overall social economic development in an integrated and sustainable manner.

The vision also recognises that Social transformation entails access to decent shelter by the population in both rural and urban settings. It thus puts housing at the forefront of improving the well-being of Ugandans by improving the housing and household conditions. The current National Development Plan (NDP II) (2015/16 – 2019/20), identified the Lands, Housing and Urban Development (LHUD) sector as responsible for ensuring rational and sustainable use, effective management of both public and private land and orderly development of urban and rural areas as well as safe, planned and adequate housing for the socio-economic development of the country. Available data indicates that over 67 per cent of the population live in relatively decent shelters with iron sheets and brick walls (UNHS 2012/13). The LHUD sector is thus important in the social transformation of the country and attainment of the national development objectives.

It is very hard to come up with an objective estimate concerning the land sector's contribution to the GDP. This difficulty is entrenched in the cross-cutting nature of land in almost all economic endeavours and activities. Commonly, three economic sectors emerge with an indisputable land dimension and content. These sectors are agriculture, construction and real estate. Bank of Uganda estimates that real estate activities account for 7 percent of the national income. Construction, another land-based sector, accounts for 13 percent, while agriculture – the largest land based sector – accounts for some 13 percent. Collectively and after downward adjustments, it is possible to assert that land based sectors affect and thereby account for at least one fifth of Uganda's economic activity. This means that at least 20% of the GDP is expected to be land based and derived from land in Uganda.

Real estate (land and other properties) influences the inflation in three principal ways, and thereby impact critical macroeconomic balances. First, real estate is a major element of the CPI, accounting for about a tenth of the basket

of goods and services that make up the index in Uganda. Any volatility in real estate markets and prices has a significant impact on the consumer price index and inflation. Second, the real estate sector is a critical sector of the economy accounting for a significant use of resources, thereby influencing wages and prices more generally. In 2011/12 the real estate sector grew by 5.8 percent - a faster rate of expansion than the rate of 3.2 percent recorded by total GDP. Thus developments in housing substantially affect the business cycle and by extension inflation. Third, changes in housing values influence consumption by affecting households' access to credit. Homeowners can borrow more against increases in home equity to finance home renovations, the purchase of a second house, or other goods and services. Such expenditures can accelerate the increase in house prices, reinforcing the growth in collateral values and access to borrowing, leading to a further rise in household spending. Of course, this financial accelerator can also work in reverse: a decrease in house price tends to reduce household borrowing capacity, and amplify the decline in spending. Real estate movements also influence financial stability at the macro level. Financial institutions rely significantly on property as collateral for lending.

Since the NDP II earmarked agriculture as one of the drivers of the country's socio-economic transformation over the next ten years, before the industry and services sectors take over, the Government needs to prioritize the fast tracking of land reform; ensure access to decent, adequate, safe and affordable housing and basic facilities for all; and ensure efficient and effective land management, land use planning and valuation. This will facilitate faster acquisition of land for planned urbanisation, infrastructure development, and agricultural commercialisation. The LHUD SDP 2011 is in line with NDP II; and the following strategies from NDP III have been directly addressed in this plan, let alone others which are addressed indirectly.

### 3.8 Alignment of SDP Interventions with National commitments

Objectives	Description of the Strategic Intervention
<b>Land Administration &amp; Land Management</b>	
i) Improve Utilization, protection & management of land & land based resources	Implement & Disseminate NLP; Formulate, review & revise land related laws, regulations & guidelines; and, Identify, assess, inventory & secure government land.
ii) Improve accessibility of land for development	Strengthen land services; capitalize land fund; and, Review, update & clarify procedure for land acquisition.
iii) Improve & modernize land administration system	Strengthen land dispute mechanisms; Rehabilitate the National Geodetic Network; Roll out the LIS;

Objectives	Description of the Strategic Intervention
	Establish the Spatial Data Infrastructure; Roll out the SLAAC Program
iv) Increase capacity & support to proper Land Valuation Services	Review the structure of Land Valuation; Recruit & Train Valuer's & technical personnel at all levels; Develop & disseminate land valuation guidelines; Establish National Land Value Data base linked to LIS & NSDI
<b>Housing Directorate</b>	
i) Increase access to housing for all income groups, for rental & owner occupation	Providing housing need for government Institutions; Develop Real Estate regulations & guidelines to guide real estate development in Uganda; Promote PPPs for Investment in Housing; Provide Basic Infrastructure;
ii) Reduce Slums & Informal Settlements	Implement National Slum Upgrading Strategy Action Plan
iii) Increase access to affordable housing finance	Ensure availability of housing finance; Promote Rural Housing development schemes.
<b>Physical Planning &amp; Urban Development</b>	
Operationalize the Physical Planning Act	Develop & Implement the National Physical Development Plan; Develop Regional Physical Development Plans; Set up Geographic Information System (GIS) Unit
ii) Improve Urban & Rural development through comprehensive physical planning	Development of Urban development Forums
iii) Improve the policy framework for the establishment & management of cities & other urban centres	Review the policy procedures for the establishment & management of cities & other urban areas; Implement the National Urban Policy.
iv) Improve & Strengthen a competitive Urban Economy	Implement Strategic Urban Infrastructure; Improve urban safety, sanitation & waste management.

### 3.9 Cross cutting Priorities

#### 3.9.1 Gender and Equity

Uganda has ratified several international human rights instruments on gender equality and the protection of women's rights. Uganda is hailed for having some of the best policies, constitutional and legal frameworks relating to gender and development, particularly to women, the youths and the vulnerable groups.

Although traditions, customs and practices which discriminate against two men in matters of access, use and ownership of property have been outlawed by the constitution, the practice does not acknowledge these changes. Culture and customs continue to support the transmission of property to men in inheritance, as women's inheritance rights are tenuous and at the mercy of their male relatives.

The LHUD sector takes gender issues seriously and the pursuit of women's land rights stems in part from the recognition that, women have a key role to play in agriculture and food production. The sector promotes women's rights and allocates financial resources for sensitization workshops on gender mainstreaming and land rights sensitization seminars for marginalized groups in all its land management institutions. The sector also recognises that adequate housing is a right for both men and women. Women are hardly involved in the decisions regarding physical planning, design, and implementation of housing projects at both household and community level.

The LHUD sector is also aware of the concerns of Persons with Disabilities (PWDs). The Ministry is in the final stages of building regulations regarding the provision of access for PWD in all building structures as well as planned toilet facilities for PWDs in public buildings including schools and health facilities. In addition, the planning regulations will be reviewed to include the concerns of PWD in the design of local development plans.

The LHUD Sector has proposed a number of interventions and strategies aimed at mainstreaming Gender, equity and equality in all the its related institutions in the country. These interventions include:

- ✚ Develop a clear strategy and action plan for promoting gender equality in the sector;
- ✚ Ensure adequate budget for gender equality objectives, including sufficient resources for capacity building;
- ✚ Undertake public awareness campaigns on PWDs, women and children affairs in urban areas;
- ✚ Support the implementation of the National Gender Policy to address the gender inequality concerns in the LHUD Sector;
- ✚ Undertake training and sensitisation of the public about the educative and awareness programs on family values to help curb the growing problem of homelessness, street children and destitute families;
- ✚ Develop and implement a program for eradication of street children and street families in urban areas;

- ✚ Support the implementation of the Children's Act Cap. 56, to address homelessness, street children and street families in urban areas;
- ✚ Protection of the Lands Rights of Women and Children;
- ✚ Protecting the Land Rights of Other Vulnerable Groups, including the Internally Displaced Persons; and,
- ✚ Mainstream gender at all stages of human settlements development.

### **3.9.2 HIV/AIDS**

Although Uganda has achieved significant progress in addressing HIV/AIDS, the pandemic is still a major health and socioeconomic problem. Mortality and Morbidity due to HIV/AIDS are still high, the orphan problem has been aggravated and household food security has been compromised (LHUD Sector HIV/AIDS Work Place Policy, 2013 – 17). In addition, the pandemic poses a great challenge to the LHUD sector lowering the performance and productivity of LHUD Staff through illness, care and death of highly qualified and experienced staff and through the diversion of the limited resources to care for the workforce affected by HIV/AIDS.

To address the challenges of the HIV/AIDS pandemic, the MLHUD developed an HIV/AIDS policy for the whole sector in 2009. As a component of the Lands Housing and Urban Development sector HIV/AIDS policy, the work place policy addresses all HIV/AIDS related issues at the work place. The purpose of the work place HIV Policy is to *“ensure a consequent and equitable approach to the prevention and treatment of HIV/AIDS amongst the sector employees and affiliated stakeholders and the comprehensive management of the consequences of HIV/AIDS, including care and support for employees and immediate families affected by HIV/AIDS”*. In order to address the HIV/AIDS challenge, the LHUD Sector will;

- (i) Increase HIV/AIDS awareness among the members of staff and other key stakeholders in the sector;
- (ii) Network with other stakeholders to provide care, treatment, and social support to employees and their immediate families affected by HIV/AIDS;
- (iii) Sensitise the public on mainstreaming HIV/AIDS in housing development activities;
- (iv) Undertake research on the impact of HIV/AIDS on Housing; and,
- (v) Institutionalise specialised and subsidised service-provision packages for the vulnerable groups including the people affected and infected by HIV/AIDS.

### **3.9.3 Environment**

Uganda faces a number of environmental problems including the degradation of natural resources such as forests, wildlife habitats, wetlands, fragile ecosystems (hilltops and savannah woodlands), water catchment areas, river banks and water bodies as well as soil degradation and pollution of land, air, and water. These are depleted or degraded through indiscriminate excisions, unregulated harvesting, and encroachment for promotion of inept investment. Users and owners of land are not aware of the sustainable use practices, existing legal frameworks, and mechanisms for restoration of degraded environments.

Housing development is also dependent on natural resources for construction with often damaging effects on the environment throughout the housing construction cycle starting from the extraction of building materials, site clearance, deforestation, waste disposal and often encroachment on wetlands. Upon occupation of the house, practices by occupants on consumption of energy, lighting and other resources have a significant effect on greenhouse gases emission and climate change.

Issues of environmental management are important to the attainment of economic growth. LHUD Sector incorporates environmental management issues in all its programmes and activities. There's however general lack awareness with regard to environmental concerns and laws, inappropriate use of resources & lack of clear mechanism for re-use, re-cycling or disposal of waste materials. The government will undertake the following strategies in the financial years 2015/16 – 2019/20, to resolve environmental issues;

- a) Carry out public education on sustainable land use and management and the environment;
- b) Sensitize and implement those components of environmental laws and policies that relate to Land, Housing and Urban Development;
- c) Mainstream environmental concern in all the sector activities.

### **3.10 Sector Priorities**

The sector priorities over the investment period include the following:

- (i) Strengthening Land Administration and Management, which will include restructuring the Lands rights administration system, restructuring the Institutional Framework for the Land Administration and Management, and reinstatement and adequately facilitate the Land Tribunals.
- (ii) Conducting Surveys and Mapping in the country.

- (iii) Promoting Land Registration, including incorporation of customary tenure into the land registry system.
- (iv) Enhancing implementation of Land Reforms for effective and efficient land delivery services.
- (v) Enhancing Housing and Estates Management.
- (vi) Enhancing Physical Development Planning in the country.
- (vii) Enhancing Urban Development for organised and orderly development of urban areas.
- (viii) Promoting Compliance to Land Use Regulation and Management Framework
- (ix) Effective Administration and Management of Government Land
- (x) Strengthening the Support Services Programs for effective execution of the sector's mandate.
- (xi) Mainstreaming cross cutting issues in the LHUD Sector programs and projects.

### **3.11 Priority Interventions by thematic area**

#### **3.11.1 *Land Administration & Management***

1. Development, Revisions, and Review of the Lands subsector legal framework: These includes the Survey and Mapping Bill, Land Information & Infrastructure Bill, Registration of Tittles (Amendment) Bill, Surveyors Registration (Amendment) Bill, and Land Acquisition Act (Amendment) Bill; Finalisation of the Land Review Regulations.
2. Review and implement appropriate policies for the lands subsector: These includes; Operationalization of the National Land Policy (NLP) and reviewing of the National Land Use Policy; Development and implementation of sub-national (regional) and district Land Policies and Land Use Policies; Formulation and implementation of Government Land Management Policy; and a National Resettlement Policy.
3. Develop programs to transform communal land ownership for increased land productivity: This will comprise of accelerating the registration of land rights and to roll out the systematic adjudication, demarcation, survey and certificate/registration of land programme to cover the entire country; Promoting the organization of communities into formal land holding entities for sustainable use and management of common property resources, including renting of such land; Promote land rental markets and farming as a business by building the capacity of Communities in farm planning and in the making of Farm Lease Agreements and Building Leases; Strengthen the capacity of Local Governments and the communities to interpret and implement of land use plans upon selecting the best land use options

according to land suitability and potentialities for particular pieces of land on the basis of which guidelines on sustainable land use and management are to be prepared and endorsed on Certificates of Customary Ownership (CCOs) and Certificates of Occupancy (COCs).

4. Streamline and integrate community land administration and rights systems into the formal legal system. This will be done through demarcation and Certification of Community Land Rights and Systematic Demarcation of Individual Parcels.
5. Ensure Availability and Accessibility of Land Rights Information: the subsector will continue with the provision of land rights information with the compilation and dissemination of the material on land laws and related documents.
6. Fully Operationalise Land Fund: The subsector will capitalise and operationalise the Land Fund and the Land Fund Credit Facility; and, Implementation of the land fund regulations to address historical injustices.
7. Strengthen the land dispute resolution mechanisms, institutions and structures: This will involve Strengthening Land Dispute Resolution Institutions and Mechanisms; Strengthening the capacity of the Judiciary and other land agencies for implementing alternative dispute resolution and mediation programs; providing training to the Judiciary and other land tribunals; disentangling the overlapping land rights; and, conducting a comprehensive review of the legal, institutional and operational framework of land tribunals to identify gaps and make recommendations for improvement. The subsector will also re-institute the District Land Tribunals (DLTs); Develop and implement a strategy for Alternative Land Dispute Resolution; Establish a centre for coordination of land dispute mediation to support DLTs to formalize and coordinate pre-trial mediation; and Build capacity of land related dispute resolution institutions and land administrators to expeditiously dispose of land conflicts.
8. Strengthen the land rights for the poor and vulnerable groups aimed at protecting the vulnerable groups.
9. Roll out and sustain the Land Information System: This will involve establishing appropriate geodetic reference frames and establishing a geographical (geodetic) referencing framework in plane and elevation (framework data).

10. Develop policy guidelines for geo-spatial information production and management.
11. Support the establishment a National Spatial Data Infrastructure that integrates data for planning and development.
12. Establish an appropriate infrastructure for geodetic reference frames to facilitate surveying, mapping, construction and other services.
13. Review and roll out a national program for Systematic Adjudication, Demarcation, Survey and Certification or Registration of ownership program.
14. Enhance the Delivery of Land Services. The subsector will enhance the delivery of land services to enable the placement of the subsector among the priority sectors for national development planning; Improve the effectiveness and reliability of Land Sector services; Strengthen Land Sector support for private sector competitiveness; Strengthen Land Sector partnerships for delivering land services; Improve accessibility of land services to land and rental markets. This will be done through reviewing and strengthening Professional and Ethical Standards and Oversight in the subsector; Increasing Private Sector Participation in land sector activities; Strengthening Partnerships with CSOs and CBOs in land services; and pursuing Sector-wide approach aimed at increasing revenue generation.
15. Capacity Building of the Lands Subsector: In order to ensure transparent land rights administration, accountability and easily accessible institutions and strengthen systems and capacity for delivery of land services, the subsector will; develop the physical infrastructure of the lands subsector; Strengthen land management institutions and human resource capacity; establish effective Head Quarter supervision and support for the land administration system and 21 MZOs; Provide uniform standards, backstopping technical support and supervision for land administration institutions at the centre, ULC, DLBs, DLOS, ALC, and Recorder; Support the development of professional capacity and participation; Strengthen the overall land rights administration system; and, Develop programmes aimed at improving the capacity of land administration institutions in service delivery. The subsector will also transfer the responsibility for the Institute of Surveys and Land Management back from MoES to MLHUD and to effectively support its professional development, including the provision of part-time lecturers.

16. Efficient management, utilisation, and protection of land and land based resources: To achieve this strategic objective the subsector will; develop and Implement the National and Sub-regional Physical Development Plans; ensure proper land use practices comply with sound environmental and natural resources management; ensure equitable access to land for orderly development of urban and rural settlements; Identify, assess, inventory and register government land; and, Clarify procedures for land acquisition by government. The subsector will undertake the following activities; Preparation of Framework (national, regional and district) Land Use Plans and land banking; Preparation of Strategic Urban Development Plans; Preparation of Rural Settlement land use plans; Refinement of Strategic Urban and Rural Development Plans; Preparation of Settlement Layouts – Town Planning Drawings; and, Designation of Areas Ripe for Development.
17. Implementation of the Competitive Enterprise Development Project (CEDP) land Component activities: This project will address those issues which have been highlighted as priority areas for action in the second LSSP (2013-2022) and require a major boost, but have so far remained unfunded due to financing constraints. Such key areas include: registration/certification of communal lands in the North and East; registration of 15 million individual land parcels all over the country; piloting and scaling up improved land use planning models in strategic areas; and strengthening land dispute resolution.
18. Enhance the Capacity of Uganda Land Commission to manage government land: This will be done through putting the government land resources to productive sustainable use; Development and Implementation of the Uganda Land Commission Bill; develop and maintain an updated inventory and database for all government land and property; Process of government land titles and issuance of government leases; develop modalities for designating management of the government land and properties abroad; secure a permanent home for Sector.

### **3.11.2 Housing Subsector**

- (i) *Formulate and Operationalise the policy and regulatory framework:* This will involve the development of a comprehensive National Housing Policy; National Real Estate Policy and Landlord – Tenant Bill; the Housing Act; the Law to regulate the Real Estate subsector; and a Strategic Investment Plan for the Housing Subsector; train and sensitise the public on the concepts and principles of implementing the condominium property law;

- (ii) *Prevention of Slum Development and Upgrading the existing ones:* This will require the implementation of the national slum upgrading strategy and action plan. The subsector will carry out a national slum profiling exercise; redevelop slums and prevent development of new ones; establish land banking; and, undertake site and service schemes.
- (iii) *Development of the Public Servants Housing Scheme:* The subsector will develop and undertake Public Private Partnership (PPP) for implementation of the Public Servants Housing Scheme. This will involve the development and adoption of a framework for the PPP; identifying partners; develop and signing a MoU with the partners; Construct houses under the PPP arrangement for sale and renting.
- (iv) *Promote and Ensure Availability of and accessibility to long-term affordable housing finance:* This will require supporting initiatives of financial institutions to mobilise long term finance for housing; lobby financial institutions to lower interest rates on mortgages; promote formation and development of housing cooperatives and pro-housing savings groups to mobilise funds for housing; develop mechanisms for mobilising pension's schemes and insurance deposits to support housing finance; establishment of a housing fund.
- (v) *Deepen public knowledge about housing and human settlement development issues and programmes:* This will involve developing an IEC Strategy to sensitize the public on housing related issues; promote rural housing development schemes; develop and distribute prototype plans to various regions; establish a building materials and housing database; support the documentation and dissemination of research findings to universities and other institutions of higher learning; monitor compliance to adherence to housing laws and regulations; hold annual construction and housing exhibitions; and produce a bi-annual housing magazine.
- (vi) *Promote Rural Housing Development Schemes:* This will require the promotion of the use of appropriate and affordable construction technologies; development and implementation of the rural settlement programme to promote organised settlement and commercial agriculture; providing technical support to earthquake and other disaster prone areas.
- (vii) *Provide technical support to public and private sector on housing:* This will involve regulating the practice of professionals in the sector through monitoring and supervision; supervise public building constructions and maintenance; produce proto-type plans for various categories of the public; and, establish housing institutional structures at local governments and address their staffing requirements.

### **3.11.3      *Physical Planning and Urban Development Subsector***

- (i) Develop and Inclusive policy and legal framework for rural and urban development: this will necessitate the operationalisation of the National Urban Policy and Strategic Plan; reviewing and harmonisation of the relevant and laws related to the subsector; develop and implement a strategic plan for Physical Planning and sub sector urban development; putting in place appropriate urban development standards and guidelines; Operationalisation of the National Urban Solid Waste Management Policy; Review the policy, legal and regulatory framework with a view of increasing availability of and access to land for investment – this will help to promote the establishment of land banking and land consolidation schemes in urban areas.
- (ii) Development of a national spatial back borne and regional physical development plans: This will entail the development and implementation of the National Physical Development Plan; Development and implementation of regional physical development plans; Preparation of physical development plans for: Albertine Graben, greater Kampala Metropolitan Area, Toro Tourist Region, Buvuma Islands, Karuma satellite City and four Regional Cities (Gulu, Mbale, Mbarara and Jinja) as well as for the strategic cities.
- (iii) Strengthen Compliance to Land Use Regulation Framework: This involves the Implementation of the National Land Use Policy; Implementation of the Physical Planning Act 2010; Dissemination of the physical planning regulations, standards and guidelines; Carrying out regular supervision, monitoring and inspection to ensure compliance with physical planning standards; Establishing approval mechanism for public physical infrastructure projects; Production of an annual state of physical planning report; Establishing land use data base and computerize Physical Planning Operations at the Ministry; and, conducting national campaigns for planned physical (spatial) development.
- (iv) Strengthen institutional capacity for orderly urban and rural development: this will require recruiting and training urban development technical personnel at the central and LG levels; Soliciting for adequate funds for institutional capacity building at both Central and Local Governments level; providing conditional Grants to LGs and monitor the use of the grants; develop and implement E-governance to facilitate efficient and effective urban development and management; and, strengthening the monitoring system for urban centres.
- (v) Integrate environment and heritage concerns in urban and rural development: This will comprise of development and implementation of urban beatification, urban greening and landscape plans for urban centres; development and implementation of urban disaster management plans; and, develop, restore, preserve and gazette urban heritage.

- (vi) Develop and implement integrated urban infrastructure investment framework to support urban development: This will comprise of developing and implementing a strategic urban infrastructure investment plan; Formulating and implementing an urban drainage management strategy; Promoting and supporting street lighting in urban areas; Promoting solid waste and management in urban areas.
- (vii) Increase public awareness on urban development and management issues: This will require the development and implementation of national campaign programmes on sustainable urban development.
- (viii) Develop an urban redevelopment, renewal and revitalisation strategy: this involves the development and implementation of urban redevelopment, renewal and revitalization programs; and, development of industrial parks, special economic zones and business parks; setting up and developing incubation centres for training, skills development and technology transfer in urban centres; and, redevelopment and upgrading of markets and food courts through PPP arrangements.
- (ix) Develop a strategy for Local Economic Development. This will enable the formulation and implementation of LED programmes in urban areas and development of business associations/cooperatives/SACCOs.
- (x) Implementation of the USD 150m Municipal Infrastructure project under the Uganda Support to Municipal Infrastructure Development (USMID) project in Fourteen (14) Municipalities.

#### **3.11.4 *Uganda Land Commission***

- (i) Strengthening the regulatory and governance framework of the Ugandan Land Commission;
- (ii) Develop and maintain the inventory and database of all Government Land and Property;
- (iii) Develop Mechanisms for Human Resource Development and professional growth for effective and efficient delivery of the ULC mandate;
- (iv) Develop an Communication Strategy for the ULC;
- (v) Titling and Securing all the government Land;
- (vi) Proper Use and Accountability in the Management of the Uganda Land Fund; and,
- (vii) Improve service delivery through a Sustainable, Responsible, and Innovative use of the ULC Resources.

#### **3.11.5 Summary of Sector Development Priorities**

- Develop, Review, Harmonise, and Operationalise Policy and Regulatory Frameworks for the LHUD Sector
- Efficient Management, utilisation and protection of land and land based resources

- Improvement of equity in access to land, livelihood opportunities and tenure security of vulnerable groups
- Increase availability, accessibility and affordability of land information
- Enhance Delivery of Land Services
- Operationalisation of the Multi-sectoral Approach to delivery of land services
- Transformation of communal land ownership for increased land productivity
- Reduction of land insecurity, conflicts and disputes arising out of overlapping land rights
- Effective management of all government land and properties
- Ensure Production and adequate housing for all
- Ensure orderly and sustainable urban and rural development
- Develop and strengthen a competitive urban economy
- Improve and Modernise Land Administration system;
- Comprehensive Integrated Development Planning;
- Policy Framework for the establishment and Management of Cities and Other Urban Areas;
- Improve Availability and Access to Serviced land for urban Expansion and Investment;
- Implement Activities in the Greater Kampala Metropolitan Area.

## CHAPTER FOUR

### 4.1 Institutional Arrangements for Implementing the Plan

The LHUD SDP will be implemented through a sector wide approach and will involve both the public and private sector. The actors in the sectors have been discussed in Chapter four and six of the Plan. The specific roles for each in SDP implementation are as follows:

### 4.2 Intra and Extra SDP Implementation arrangements

In order to avoid the emergence of parallel policies, planning and implementation processes in the implementation of the LHUD SDP there will be adequate leadership 'buy in' largely through ensuring that the political priorities are captured in the SDP. In this context, the political leadership is considered critical to national buy in. The key political leadership organs in the sector are as follows:

- (i) *Cabinet: Policy Coordination Committee*: This is a sub-committee of cabinet chaired by the Prime Minister and tasked with coordinating and monitoring the implementation of Government Programmes. Key issues of implementation are discussed by the Committee and eventually shared with the entire cabinet. Through the quarterly reporting mechanism put in place by Office of the Prime Minister, MLHUD will highlight pertinent issues of implementation for consideration.
- (ii) *The Parliamentary Committee on Natural Resources*: Acting on behalf of Parliament, the committee will be responsible for the review and approval of annual sector policies and strategies. It will therefore be a key institution in the processes necessary for implementation of the LHUD SDP in that forum.
- (iii) *The Top Policy Management (TPM) Committee* comprises the Ministry's political and technical leadership (Ministers, Permanent Secretary, Directors and Heads of Department) and will be responsible for overall sector policy implementation while the political leadership articulates sector issues in parliament and cabinet.
- (iv) *The LG Councils and Committees* will be responsible for the monitoring of LHUD SDP implementation at District and Sub County levels.

#### 4.2.1 MLHUD

In addition to its roles and functions, MLHUD will be the lead ministry in charge of the overall LHUD SDP management and implementation. Specifically the Ministry will have special responsibilities to:

- ✚ Expedite the reviews and in the sector required to implement the plan, including the supporting the restructuring of the sector when need be;

- ✚ Ensure buy in of political leadership by continuously raising the awareness of the LHUD SDP among political leadership;
- ✚ Support LGs' planning and budgeting processes, especially with regard to those related to LHUD SDP implementation, and ensure multi-sectoral synergies;
- ✚ Consult with Development Partners and other stakeholders on SDP implementation and develop and operationalize annual/bi-annual sector review processes to ensure effective monitoring of SDP implementation.

#### **4.2.2 Regional/District level**

A new institutional framework for the LHUD sector was approved in 2012 by Public Service Commission that allows the Ministry to establish Ministry Zonal Offices (MZOs) with a decentralized network 21 cadastral information service centers. This institutional framework makes for a structure which is accessible to people at the village level but which is cost effective in human resources and therefore financial terms. It is assumed that the MZOs will significantly reduce costs while still preserving the decentralized nature of LHUD sector institutions.

At the District level, responsibility for policy / planning and allocation will lie with the District Land Office (DLO), the District Planning Unit (DPU) and District Technical Planning Committee (DTPC), and the District Council. The District Council will be responsible for overall policy development, planning and allocation, while the District Land Office, DPU and DTPC will be responsible for harmonizing District LHUD sector planning and allocations with the National Budget.

#### **4.2.3 Sub-county level**

At the sub-county level and below, these responsibilities are borne by the LC3 Executive Committee, the Sub-County Technical Planning Committee (SCTPC), and the Sub-County Chief / Recorder. Together they will be responsible for interpretation of National and District Land policies, and allocation for land administration and management activities.

#### **4.2.4 The Sector Working Group**

The Sector Working Group is often convened atleast quarterly to undertake the following:

- ✚ Coordinate and harmonize the LHUD SDP implementation to ensure that it is in line with the NDP II goals and objectives;
- ✚ Ensure LHUD SDP programmes are aligned with sector priorities;

- ✚ Pursue solutions to structural, institutional and other constraints to ensure effective LHUD SDP implementation at national, regional, and local levels;
- ✚ Review mechanisms for enhancing stakeholder participation in implementing the LHUD SDP;
- ✚ Review the LHUD BFP as a basis on which the annual budget for the sector is compiled;
- ✚ Provide the main forum for the sector-wide approach to planning and budgeting for the LHUD sector;
- ✚ Identify, on the basis of sector expenditure and investment plans and the BFP, policy issues for consideration and action by the TPM/TMM; and,
- ✚ Organize and provide information for the Joint Sector Reviews.

### **4.3 Sustainability Arrangements**

The private sector complements Government efforts through development, distribution and maintenance of bulk infrastructure. The CSOs on the other hand, mobilize and sensitize local communities to achieve self-driven approaches for community ownership and sustainability of all sector infrastructure in the Country.

The Physical Planning and Urban Development sub-sector is responsible for the orderly development of urban and rural areas for socio-economic development of the Country. The Physical Planning function entails provision of spatial frameworks for arrangement and organization of socio-economic activities on land at the National, Regional, District and Local levels to achieve optimal use and sustainable development. Urbanization development entails establishment of better urban systems that enhance productivity, liveability and sustainability. The Physical Planning and Urban Development sub-sector is responsible for the orderly development of urban and rural areas for socio-economic development of the country. The Physical Planning function entails provision of spatial frameworks for arrangement and organization of socio-economic activities on land at the National, Regional, district and Local levels to achieve optimal use and sustainable development. Urbanization development entails establishment of better urban systems that enhance productivity, liveability and sustainability.

#### **4.3.1 Institutional Sustainability arrangements**

The Government through Ministry of Lands, Housing and Urban Development and Local Government sets standards, coordinates, inspects and provides guidance to the Private Sector and CSOs for implementation of orderly development. The private sector provides professional services in physical

planning while CSOs and development partners provide advocacy and technical as well as financial support.

#### ***4.3.2 Program and Financial Sustainability arrangements***

The sector will make deliberate efforts to ensure all directorates and departments make adequate provisions for sustainability of all investments in their plans and budgets. The routine maintenance of all investments will be planned for and undertaken on quarterly basis using prequalified service providers for the sector in line with the law. This will be undertaken using the financial resources planned in the yearly approved workplans and budgets for the sector. The beneficiaries and other sector stakeholders (both non-government and private sector) will equally be engaged to ensure sustainability of the sector projects and facilities

## **CHAPTER FIVE**

### **SECTOR DEVELOPMENT PLAN FINANCING STRATEGY**

#### **5.1 Introduction**

The LHUD SDP (FY 2015/16 – 2019/20) has set out the priorities which form the basis for defining the spending plans on annual basis for the next five years. For all these priorities to be fully realized, it is critical to undertake a detailed analysis of the required financing, what can be accommodated within the budget and the alternative sources of funding as well as the financing gaps. This section therefore focuses on providing detailed annual expenditures on each programme by the Government.

In Uganda, several institutions are in charge of ensuring the performance of the government and the quality of service delivery. These institutions include, among others, the Office of the Prime Minister (OPM); National Planning Authority (NPA); Ministry of Finance, Planning, and Economic Development (MFPED); and the Ministry of Public Service (MoPS). The functions and responsibilities of most of these institutions are defined in the 1995 Constitution of the Republic of Uganda and in the subsequent acts (Local Government Act of 1997, Budget Act of 2001, National Planning Authority Acts of 2002 and Public Financial and Accountability Act of 2003).

The Sector receives and expends funding under five Vote functions namely:

**Vote Function 1: Land Administration and Management** which is comprised of programmes; 03 – Office of Director, Land Management; 04 – Land Administration; 05 – Surveys and Mapping; 06 – Land Registration; and 07 – Land Sector Reform Coordination Unit; and one project 1289 – Competitive Enterprise Development Project.

**Vote Function 2: Physical Planning and Urban Development** comprising of the programmes; 011 – Office of Director, Physical Planning and Urban Development; 012 – Land Use Regulation and Compliance; 013 – Physical Planning; and, 014 – Urban Development. The vote function has four projects: 1244 – Support to National Physical Development Planning; 1255 – Uganda Support to Municipal Infrastructure Development (USMID); 1309 – Municipal Development Strategy; and, 1310 – Albertine Region Sustainable Development Project.

**Vote Function 3: Housing** which is comprised of following programmes: 09 – Housing Development and Estates Management; 010 – Human Settlements; and, 015 – Office of Director, Housing.

**Vote Function 4: Policy, Planning and Support Services** which comprises of the following programmes: 01 – Finance and Administration; 02 – Planning and

Quality Assurance; 16 – Internal Audit Unit. The vote function has one project: 1331 – Support to MLHUD.

**Vote function 5: Government Land Administration (ULC)** comprising of programme: 01 – Headquarters; and Project 0989 – Support to Uganda Land Commission

Sources of Sector funding comprise of a combination of Government, Private Sector and Development Partners. The Donors or Development Partners provide funding through Grants or commercial and/or concessional loans. The private sector comes in either alone or in partnership with Government. The Sector still has budgetary performance challenges with the Budget releases by the Ministry of Finance Planning and Economic Development being always below the approved.

#### **5.1.1 Analysis of the Funding Issues in the Sector**

The Sector is financed under five Vote functions namely (a) Land Administration and Management; (b) Physical Planning and Urban Development; (c) Housing; (d) Policy, Planning and Support Services; and, (e) Government Land Administration (ULC). Financing the Sector is by a combination of Government and external financing from donor/development partners, Non-Tax Revenues, etc. The Development Partners' support is by a mixture of Grants and loans (commercial and/or concessional).

The fiscal year 2011/12 of the UGX 32.407 billion which was allocated to the sector with 11.421 billion for recurrent expenditures and 20.986 billion meant for development expenditures. This was however reduced to 26.075 billion allocated to the sector for the fiscal year 2012/13, out of which only 75.1% was released. The disaggregation of this spending was as follows: recurrent wages UGX 2.755 billion, non-wage recurrent expenditures was UGX 6.526 billion, and domestic development was UGX 16.79 billion. For the fiscal year 2013/14, the sector was allocated a total of US\$ 29.99 billion, of which US\$ 3.366 billions was for wage, US\$ 7.025 billion for non-wage recurrent and US\$ 6.957 billions for development expenditure for MLHUD and US\$ 0.380 billion for wage, US\$ 0.511 billion for non-wage recurrent and US\$ 11.754 billion development expenditure for ULC. For the two bodies, 80.4% of the allocations were released for the fiscal year 2013/14.

The fiscal year 2014/15 saw a substantial increase in the amount allocated to the sector. This was particularly attributed to the increase in development financing from the development partners amounting to US\$ 66.193 billion. The sector was allocated US\$ 103.964 billion, out of which US\$ 3.970 billion was for recurrent wages and US\$ 7.740 billion for non-recurrent

wages. Development expenditure attracted US\$ 84.914 billion and the Non-Tax Revenue of US\$ 7.340 billion. Despite the increase in financing, activities in the LHUD sector are still hampered with inadequate financing, macroeconomic policies, performance of the national economy, and the small size of the resource envelope.

## 5.2 LHUD SDP and Overall Budget

Table 25 below, shows the financing required on annual basis based on the priorities of the LHUD SDP. The estimates presented were derived through a consultative process with the LHUD staff, and review of various documents. Based on these estimates, the total cost of the five year SDP is estimated at UGX 5,258.01 billions. The cost will range from UGX 693.70 billion in the first year to UGX 1,193.84 billion in the last year of implementing the plan. The budget may increase since the sector is required to develop and implement a Monitoring and Evaluation system for the SDP. This pattern of spending is in line with the overall macroeconomic fiscal and planning framework, the President's 2015/16 – 2019/20 manifesto, the NDP II, and the Vision 2040.

**Table 12: LHUD SDP Costs (Uganda Shillings, Billions)**

Program/Sub-Program	2015/16	2016/17	2017/18	2018/19	2019/20	Total Costs	Percent (%)
Strengthening Land Administration & Management	0.446	43.54	40.08	38.77	76.944	199.78	3.80
Conducting Surveys & Mapping	1.108	463.11	464.01	462.38	906.052	2296.66	43.68
Promoting Land Registration	0.381	1.64	1.64	1.08	1.779	6.52	0.12
Land Sector Reform Coordination	23.357	12.05	15.28	16.26	7.263	74.21	1.41
Enhancing Physical Development Planning	8.334	26.50	27.60	21.1	198.336	281.87	5.36
Enhancing Urban Development	38.98	14.81	4.29	3.68	31.64	93.4	1.78
Promoting Compliance to Land Use Regulation and Management Framework	0.863	46.83	47.86	47.42	93.137	236.11	4.49
Enhancing Housing & Human Settlement	3.719	25.76	41.95	54.75	104.381	230.56	4.38
Strengthening PQAD	0.910	14.65	11.32	11.42	21.93	60.23	1.15
Strengthening Finance and Administration Services	3.999	17.00	15.79	16.1	29.631	82.52	1.57
Promoting Cross Cutting Issues	0	1.85	2.27	1.74	1.64	7.5	0.14
Administration & Management of Government Land	15.68	25.96	389.86	443.84	813.3	1688.64	32.12
<b>Total Costs</b>	<b>97.777</b>	<b>693.70</b>	<b>1,061.93</b>	<b>1,118.52</b>	<b>2286.033</b>	<b>5258.01</b>	<b>100.00</b>

The Surveys and Mapping subprogram will require the highest amount of resources of about 43.7 percent. This is mainly due to the requirements to conduct Systemic Land Adjudication and Certification Program (SLAAC) under the World Bank and Government of Uganda Systematic Demarcation (SD) pilot projects. Administration of Government land is also allocated about 32.1 percent of the required SDP resources. This is because the government will increase the amount of money allocated to the Land Fund for buying of land on the willing buyer willing seller basis in the areas of Ankole and Bunyoro, aimed at solving the historical land injustices.

### 5.3 LHUD SDP Financing Plan

In addition to the financing from the national budget which is likely not be sufficient for all the subprograms as shown in table 25 above. According to the MTEF allocations for the FY 2015/16 and FY 2019/20, the sector will receive only 253.27 billions and 122.63 billions respectively during the first 2-financial years of the SDP period. This implies therefore, that only 37 percent and 11.5 percent of the financial resources to implement the LHUD SDP are available; leaving a financial gap of 63.5 percent and 88.5 percent respectively (see table 26 below). This therefore calls for concerted efforts and innovativeness to mobilize for the required resources to implement the plan, and also achieve the national land related development targets.

#### MLHUD MTEF allocations by source 2015/16 – 2019/20

Classification	2015/16	2016/17	2017/18	2018/19	2019/20
Wage	4.2	4.57	4.57	4.79	5.03
GoU –NW	15.385	21.7	21.37	23.51	25.86
GoU -Dev't	26.969	34.74	19.26	22.14	26.57
Donor	25.048	85.99	178.17	109.29	0
Non Tax Revenue (NTR)	0	0	0	0	0
<b>Total:</b>	<b>71.602</b>	<b>147</b>	<b>223.37</b>	<b>159.73</b>	<b>57.46</b>

Source: First 2017/18 Budget Call Circular Annex 2

This section therefore provides the possible sources of financing for the various subprograms. In order to ensure that the LHUD SDP is realized, there is a need to explore new modes of financing the identified investments. This is because the budgetary financial resources allocated in the budget are inadequate to enable full implementation of the LHUD SDP. Given the large number of programs identified in the investment plan, funding these programs would require innovative mechanisms from the public and private sectors, development partners, and through public private partnerships. The following are some of the available financing options for the LHUD SDP FY 2015/16 – 2019/20.

### **a) Grants and Long-term Loan Financing**

One form of financing the LHUD SDP is by grants provided through the Budget (MTEF). In most cases these grants are provided through donors/development partners including the multilateral agencies and bilateral donors. Grants shall fund part of the investment costs of programmes in an effort to reduce the ultimate financial cost in order to increase competitiveness, enhance capacity building, and reduction of end user prices especially for selected projects in the LHUD SDP that might be considered economically unviable but of high social importance. Programs that could benefit from this form of financing include: Strengthening Land Administration, Land Reform Coordination, Survey and Mapping, Enhancing Physical Development Planning and Urban Development, Land Use Regulation and Compliance, Housing and Human Settlement, and Cross cutting Issues, among others

### **b) Financing through Public-Private Partnerships (PPPs)**

By definition there is always a public component to a PPP. The form that this component takes will depend on the country and the project and can range from financial support, to indirect or contingent support, to in kind support (such as provision of land or equipment), to broader financial mechanisms that can support the country's PPP program or encourage the financial markets to lend into projects. Few PPP projects are viable without some form of government technical or financial support. Efficient financing of PPP projects can involve the use of government support, to ensure that the government bears risks which it can manage better than private investors and to supplement projects which are economically but not financially viable. Financing through PPs have been successful in India, South Africa and other parts of the World.

### **c) Domestic Borrowing/Domestic Debt**

One form of financing government programs is through Domestic borrowing (domestic debt). Domestic borrowing is where the government issues treasury bills and bonds through Bank of Uganda (BoU) throughout the financial year. Domestic Debt is the amount of money raised by the Government, in local currency and from its own residents. Generally, domestic debt consists of two categories, which are Bank and Non-Bank borrowing. Non-bank borrowing - securitized debt. This is borrowing made by the Government from the general public. This is done by issuance of Government securities. The Government securities issued may take the form of Treasury Bills or Treasury Bonds. Treasury Bills are instruments which have a short-term maturity (less than a year) and can be for 35 days, 91 days, 182 days and 364 days. Treasury Bonds have maturity of more than a year. Domestic borrowing should be limited to

financing projects which have a bearing on economic growth. This is because these projects will generate additional income for the Government (for example through additional tax revenue) in future which will enable it to repay the debt.

#### **d) Commercial External Borrowing: Eurobond Bond Issuance**

Eurobond can be used to finance government investment programs. Eurobond is taken here to be a government bond, issued on the international markets, in a currency other than that of the issuer. The precise structure can vary, but most Sub Saharan African Eurobonds issued to date have been of 5-year or 10-year maturity, pay fixed interest coupons, and provide a ‘bullet’ repayment of the principle. More than a fifth of SSA countries have now issued Eurobonds (Sy 2013). This has been driven, on the supply side, by factors including borrowing space created by debt relief, large borrowing needs (particularly for infrastructure investment), historically low borrowing costs, and the broader institutional and policy environment (including, for example, increased flexibility for non-concessional external borrowing.

Evidence suggests that demand amongst international investors is sufficient to make issuing a Eurobond a feasible option for Uganda and that sufficient investor interest will remain even as global interest rates begin to normalize. Independent credit assessments mean Uganda is adequately rated, at B by both Standard & Poor’s and Fitch – which compared to recent issuers is similar to Rwanda (also rated B by both agencies), and just below that of Ghana (B / B+) and Zambia (B+ / B+). Overall, investor interest combined with Uganda’s current level of borrowing space means GoU has the space and scope to issue a Eurobond if it so wished. However, it is vital to take into account the full range of benefits, costs and risks associated with this form of borrowing.

#### **e) Use of future Oil Revenues**

The discovery of oil and gas and its imminent production provides Uganda with numerous opportunities to diversify its economy. The revenues<sup>13</sup> that will flow from oil have the potential to drive domestic development and transform the country into a significant economic actor, both regionally and globally. However, oil was discovered in a relatively remote part of Uganda. The profitability of oil and gas projects will require significant investments in infrastructure. Improving the country’s infrastructure would not only boost the returns from the oil and gas sector but would lower the cost of production and increase the productivity of other sectors of the economy<sup>14</sup>. The overwhelming message is that infrastructural investments matter for development, especially

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<sup>13</sup> The Uganda government will earn \$3.6 billion (about Shs9.378 trillion) annually from the oil and gas industry when the country starts production (Tullow Oil Pty Limited).

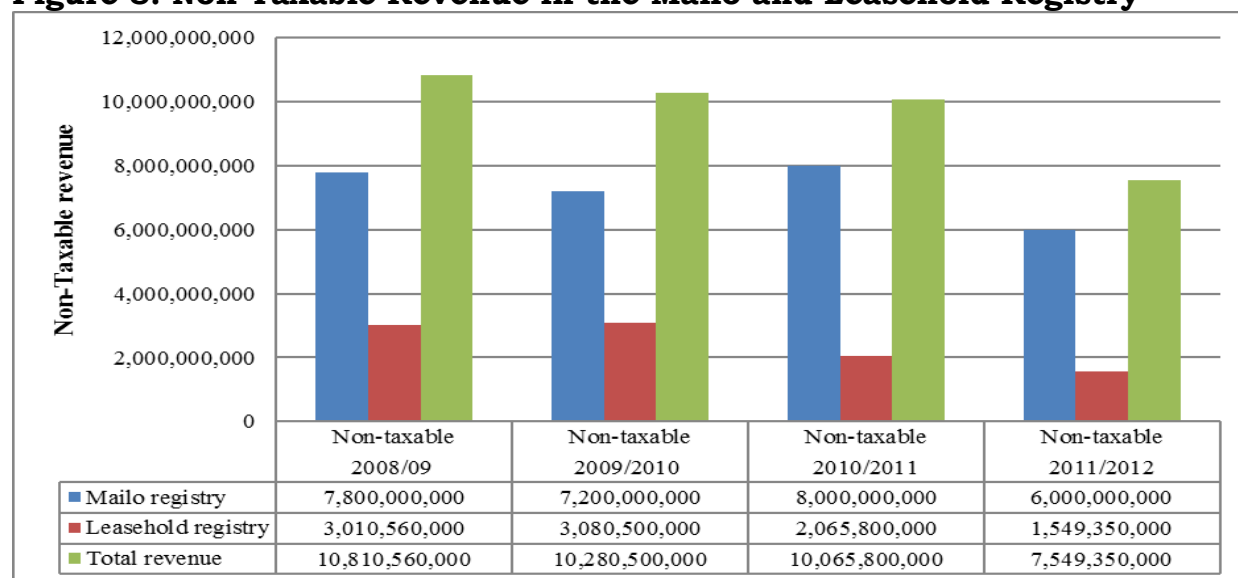
<sup>14</sup> World Bank (2010). Infrastructure and Growth

when measures are in place to improve access to that infrastructure. However, infrastructure developments take place on land. Using future oil revenues to finance investments in land and land resources will stimulate infrastructure development for socioeconomic transformation in Uganda.

#### **f) Non-Tax Revenue (NTR) Collections**

Non-taxable revenue is money collected by the Ministry from registration fees, Assurance of title fees, search fees and title charges. The NTR from Mailo tenure decreased by approximately 23% from the financial year 2008/2009 to the financial year 2011/2012. In addition, the non-tax revenue from leasehold declined by 49% in the same period. Overall, the non-tax revenue declined by 30% between the financial year 2008/2009 and 2011/2012.

**Figure 8: Non-Taxable Revenue in the Mailo and Leasehold Registry**

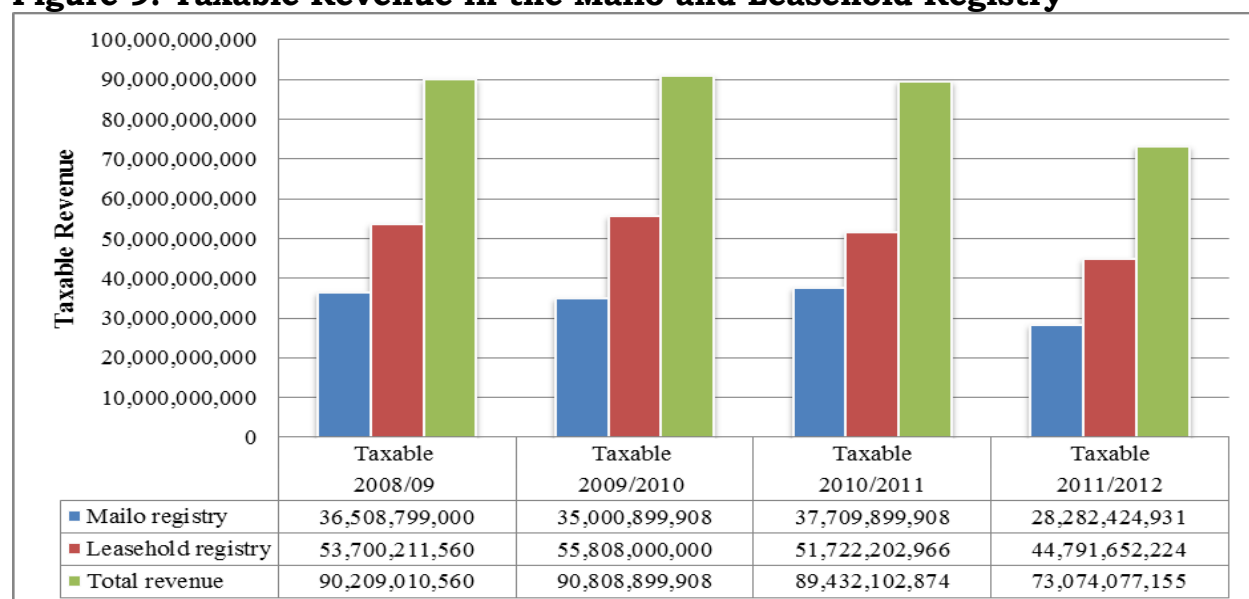


**Source:** MLHUD Statistical Abstract, 2011

#### **g) Taxable Revenue**

Tax revenue is money generated by the Ministry to the government from stamp duty. Figure 3 below shows that taxable revenue collected from financial year 2008/2009 to 2011/2012. The taxable revenue collected on Mailo has decreased from UGX 36,508,799,000 in the financial year 2008/2009 to UGX 28,282,424,931 in the financial year 2011/2012 indicating a decrease of 22.5%. The revenue from leases declined from UGX 53,700,211,560 in financial year 2008/2009 to UGX 44,791,652,224 in the financial year 2011/2012 indicating a decline of 15% and this could be due to a decline in transactions relating to transfer of land under leasehold or new registration. Overall, the taxable revenue declined from UGX 90,209,010,560 in the financial year 2008/2009 to UGX 73,074,077,155 in the financial year 2011/2012.

**Figure 9: Taxable Revenue in the Mailo and Leasehold Registry**



Source: MLHUD Statistical Abstract, 2011

#### 5.4 Sector Financing Plan vs NDP II Costings and MFPED MTEFs

This section explains the resource gaps and appropriate strategies put in place to ensure mobilization of additional resources required for the implementation of the Sector Development Plan. This analysis is done through comparing the provisions under SDP, NDP II and the MFPED MTEFs communicated as hereunder;

**Table 13:** Cost of the LHUP SDP Relative to the MTEF and NDP II Ceilings (2015/16 & 2019/20)

Budget	FY2015/ 16 (Bn)	FY2016/ 17 (Bn)	FY2017/ 18 (Bn)	FY2018/ 19 (Bn)	FY2019/ 20 (Bn)	Total (Bn)
LHUD SDP Budget	97.78	694	1,061.9 3	1,118.52	2286.03	5,258.0 1
MTEF Allocations (Total incl. External funding)	82.098	147	223.37	159.73	57.46	587.56
NDP II Costings	166.3	186.5	197.5	144.2	150.8	845.3
Variance (%)	15.679	546.7	838.56	958.79	2228.57 3	4,670.4 5
% available Financial Resources	36.50%	11.50%	21.03%	14.28%	2.51%	11.17%

## 5.5 Record of Sector Budgets and Performance for the last 10 years

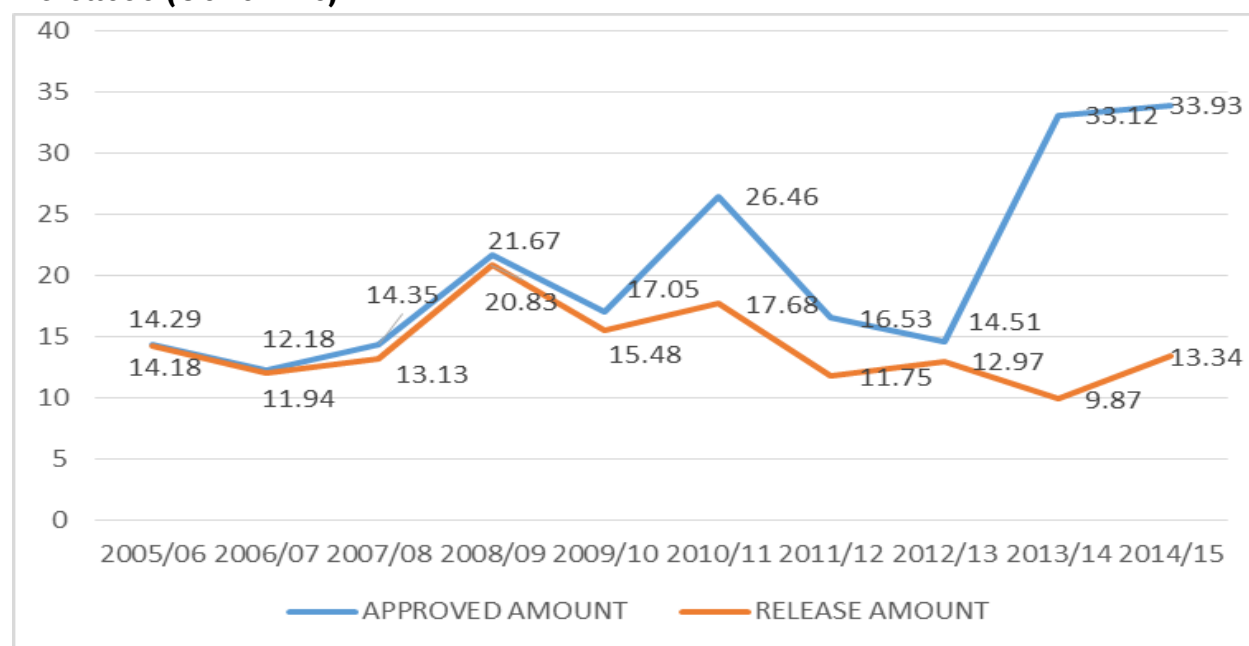
The overall MLHUD approved budget for the past 10 years has been increasing with the actual releases to the Ministry declining as illustrated in the table and figure hereunder. The highest and lowest releases received of the 10 years period were in 2008/09 and 2013/14 respectively.

**Table 14: MLHUD Approved Budget and Releases (UShs Bns)**

Financial Year	APPROVED AMOUNT			RELEASE AMOUNT			Variance	% Received
	Recur	Dev't	Total	Recur	Dev't	Total		
2005/06	8.95	5.33	14.29	8.85	5.33	14.18	0.11	99.25
2006/07	8.02	4.16	12.18	7.96	3.97	11.94	0.24	98.01
2007/08	6.72	7.63	14.35	5.51	7.62	13.13	1.22	91.50
2008/09	16.56	5.11	21.67	15.72	5.11	20.83	0.84	96.12
2009/10	11.95	5.10	17.05	10.74	4.74	15.48	1.56	90.83
2010/11	18.24	8.22	26.46	13.00	4.67	17.68	8.78	66.81
2011/12	10.88	5.65	16.53	7.84	3.91	11.75	4.78	71.09
2012/13	8.30	6.21	14.51	7.25	5.72	12.97	1.54	89.40
2013/14	10.39	22.73	33.12	7.00	2.87	9.87	23.25	29.80
2014/15	16.16	17.77	33.93	6.97	6.37	13.34	20.59	39.30

**Source:** Ministerial Annual Performance Reports (2005/06 – 2014/15)

**Figure 10: Graphical Illustration of MLHUD Approved Budget and Releases (Ushs Bns)**



## **5.6 Macro Economic Implications of the Investments in the Lands, Housing and Urban Development Sector**

The Vision 2040 and NDP II acknowledge the importance of investing in land and land resources and that policy reforms must ensure that land facilities, land use regulation and land development enhance economic productivity and commercial competitiveness for wealth creation and overall social economic development in an integrated and sustainable manner. To contribute to Uganda's socioeconomic transformation, the MLHUD has developed a 5 year LHUD Sector Development Plan (SDP). The LHUD SDP 2015/16 - 2019/20 lays out annual strategies and interventions that are aligned with the Vision and NDP II. These programs and interventions outlined in the LHUD SDP would have direct and indirect effects on the macro economy. The direct effects would include the growth spillover effects of sector interventions on other sectors. The indirect effects would include generation of employment for the sectors where the interventions are implemented as well as other sectors affected positively as a result of the interventions. Other direct effects would include the revenue benefits as a result of the expected revenues from activities that create employment and income for households.

For example, investments in land could trigger commercialization of agriculture which could enhance private investment into industries thus generating employment opportunities for Ugandan households. Generally, the macroeconomic implications of investments in the LHUD sector are summarized below;

### ***5.6.1 Macroeconomic Implication Investments in Lands Subsector***

Significant investments in the land subsector are expected to stimulate:

- a) Agriculture development;
- b) Industrial development;
- c) Increased employment;
- d) Improved access to finance; and,
- e) Enhanced security and stability.

Investing in land administration and land reform will attract investors while protecting the land rights of Ugandans. Good land policies will facilitate growth in agriculture productivity via secure land tenure which in turn enhances opportunities for investment in other sectors of the economy. Improved access to land will boost the manufacturing sector as investors would be able to construct warehouses, showrooms, and houses for workers, and infrastructure development such as which would enhance overall mobility of factors of goods

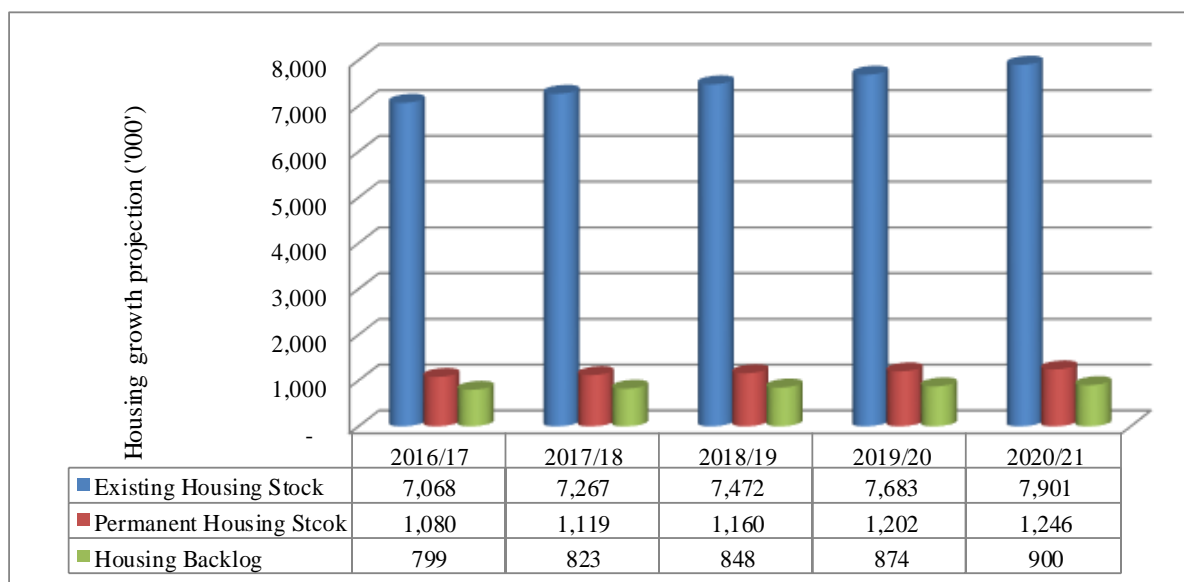
and services and productivity of labour which will increase output and stimulate economic growth.

The increase in investments and productivity as a result of increased access to secure land will create more employment opportunities especially for the youth who are the most unemployed. In addition, improved access to land will enable firms and households to have access to financial services especially credit for investing in business. Finally, investment in programs that promote land administration and reforms will promote security of property rights which in turn preserves social stability thus making Uganda a preferred destination for local and foreign investors.

### ***5.6.2 Macroeconomic Implications of Investments in the Housing Subsector***

Investments in housing will revitalize economic growth in Uganda through forward and backward linkages. Investment in housing and related infrastructure is expected to spur employment and income generation through creation of industries producing building materials, construction, transportation and marketing. Investments in Housing will boost the subsector's contribution to GDP which stands at 5% per annum. In addition, investments in Housing will enhance macroeconomic stability since these investments are spent on capital (accumulation of assets) rather than on consumption expenditure. Investments in Housing will also boost revenue generation through taxes on building materials, premium, rental and property taxes. Increased revenue collection will increase the capacity of government to implement development programs thereby contributing to the realization of a transformed Uganda in the years ahead. Finally, the immediate outcome in investments will be the increase in the housing units (both permanent and temporary), and consequently reduce the growth rates in the housing backlog. Figure 11 below shows the projected growth in housing conditions in the country within the LHUD SDP planning period.

**Figure 10: Projected growth in housing conditions**



**Source:** Directorate of Housing and Human Settlement

### ***5.6.3 Macroeconomic Implications of Investments in PPUD Subsector***

Generally, significant investments in physical planning will boost economic activity, employment, and enhance public and private sector productivity growth in Uganda. This is particularly true if resources are allocated to the development of infrastructure which supports the growth of well-organized cities and towns that are vital centres for efficient service delivery, employment, culture heritage, and for promotion of tourism. The level of urbanization currently stands at 14 percent, and it's projected to reach 17.5 percent by the FY 2019/20.

This growth level in urbanization requires substantial integrated efforts in planning to for efficient service delivery. Investments in Physical Planning will generally:

- i. Contribute to alleviation of poverty in rural and urban areas;
- ii. Minimise environment problems through the development and implementation of well-developed and customized physical development plans;
- iii. Help to maximize the use of land and other resources;
- iv. Facilitate orderly development;
- v. Lead to efficiency in service delivery as rural and urban centres can easily be accessed through well developed and planned infrastructures;
- vi. Improve property values which in turn will boost the incomes of households and revenues of government;

- vii. Conservation and preservation of cultural heritage and sites/features which promote tourism which will eventually boost local and national income; and
- viii. Facilitate development planning by making it possible to conduct government sensitization programs.

Investments in the urban sector will enhance production. It is important to balance investments in the urban areas in order to enhance the role of urban areas as producers. As a producer, the urban sector, if well supported, produces more jobs, revenue, houses, skills, increased value on goods, knowledge, and preserve urban culture and protect the environment through proper sanitation and waste management. Similarly, urban areas enhance consumption through the development of markets for goods and services internally generated and from rural areas to meet the needs of the urban dwellers. In Uganda, investments in Urban Development subsector will create cities and towns that will:

- (i) Optimize the use of land and bring the population closer to job and other opportunities;
- (ii) Reduce urban land cover and the carbon footprint, using less energy;
- (iii) Maximize the use of existing infrastructure and create conditions to introduce new infrastructure in a phased and cost-effective manner;
- (iv) Increase accessibility and transportation options to more people and therefore increase the prospects for higher equity;
- (v) Create permanent public open spaces in designated areas and protect green areas from encroachment thus conserving the environment;
- (vi) Create a legal framework for orderly growth and control of land;
- (vii) Create an adequate supply of land for years to come with affordable solutions;
- (viii) Increase the prospects of more coordinated public and private investments in urban and regional development and consequent improvement of cities' productivity, inclusiveness and environmental conditions.
- (ix) Reduce the risk of laissez-faire expansions and unplanned or informal settlements; and,
- (x) Mitigate the adverse effects of urban growth and the unfavorable price effects of land speculation in Uganda.

## **CHAPTER SIX**

### **MONITORING AND EVALUATION ARRANGEMENTS**

#### **6.1 Introduction**

The Monitoring and Evaluation effort of the LHUD sector is based on the concept of a Sector Wide Approach whereby the LHUD Sector Development Plan defines the investment priorities and targets upon which LHUD sector stakeholders shall have pledged and committed themselves to attain over the FY period 2015/16 – 2019/20. The concept of a SWG requires that the sector stakeholders hold themselves to the principles of mutual accountability<sup>15</sup> for the achievement attained LHUD SDP goals, objectives and targets. Mutual Accountability requires that each Stakeholder in the processing of the LHUD SDP implementation commits to, and is held accountable for their actions within the framework of collective responsibility on a shared agenda. In the context of LHUD SDP, the critical collective action processes have clearly been defined within a shared LHUD SDP agenda. Furthermore, mutual accountability shall encourage peer support and learning, considering that the successful execution of one stakeholder's roles is critical to the realization of the overall shared LHUD SDP agenda and overall development objectives in the sector.

The concept of Mutual Accountability provides the broad architecture for review, dialogue and debate in the implementation of LHUD SDP. Various initiatives, such as Joint Sector Reviews (JSRs), shall provide the basis for performance assessment, which is a prerequisite for effective planning, budgeting and overall policy decision-making. Furthermore, such initiatives shall provide useful platforms for stakeholders to get insights into, and influence policies and priorities in the sector.

In this regard, LHUD Joint Sector Reviews shall be considered to be the appropriate platform for applying the mutual accountability principles on the implementation of LHUD SDP. The LHUD JSR shall provide opportunities for generating evidence-based data on the LHUD SDP performance, guided by the sector M&E framework and drawing lessons and good practices at the from the three LHUD SDP programmes and one autonomous body. The LHUD JSR shall also provide information for upward level performance reporting by the sector.

It is important to ensure that the LHUD JSR process involves the participation of the appropriate stakeholders from the outset and that there is agreement on the key performance areas that will be reviewed during the reporting period. This will contribute to increased ownership of the findings of the review

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<sup>15</sup> Based on the Paris Declaration on aid effectiveness:

especially by the Ministry of Lands, Housing and Urban Development; and all major stakeholders, which in turn will boost the likelihood of implementing the recommendations of the review.

The principles of Mutual Accountability and stakeholder ownership are pertinent to a successful LHUD JSR process, ensuring that Government of Uganda, donors and non-state actors including the private sector and civil society are actively involved in the LHUD review, dialogue and debate processes along a shared LHUD development agenda, and that all stakeholders are accountable to one another – based on individual stakeholder commitments to jointly agreed results. There are two critical types of performance data that shall be relevant to Mutual Accountability in the LHUD Sector Joint Review Processes:

- (a) Implementation data on outputs and Outcomes - data on effective implementation of commitments made by individual donors, government and the private sector in support of the shared LHUD development agenda; and
- (b) Impact data—sector performance data informing the level of impact on societal goals such as land tenure security, sustainable land management and adequate housing for all that are associated with successfully executing the portfolio of actions specified in the shared LHUD SDP, and implementation of the NDP II and Vision 2040.

The process of preparing the LHUD SDP has revealed the need to establish a functioning M&E framework and thereafter a system inside LHUD Sector. Much of the M&E work done presently in sector is only a partial sub-set of what is necessary. This should be done as the starting point in the implementation of the LHUD SDP, in particular starting with the development of the framework, which will involve drafting of an outline log frame and a list of indicators.

It is also advisable that each subsector develops and M&E system that is directly linked to the Sector M&E system. Each subsector should have an M&E Desk which collaborates with the M&E Unit that coordinates the sector's M&E system. The M&E framework should be automated and the systems linked to the subsector M&E systems. The M&E system at the sector level should be used to adequately track the performance of the whole sector and the systems at the subsector levels track the performance of the subsectors and the autonomous body.

A functional M&E system is, of course, essential not only for monitoring, planning and budgeting (and for reporting to the SWG) but also for the Joint Assessment Framework (JAF) which takes in several other key sectors. The information system will have at least three stages: (i) The collection, processing, analysis, interpretation, write-up and presentation of the data around a set of key performance indicators; (ii) Derivation of lessons and policy messages from the data collected; (iii) Absorption of the lessons learnt and subsequent management action to improve implementation and performance.

The government will thus institutionalize a monitoring, evaluation and review framework for the implementation of the National Land Policy. This will require to expeditiously a monitoring and evaluation systems, that will involve;

- (c) Develop and implement an M&E framework for the NLP;
- (d) Design and implement Annual Land Sector Performance Reviews to assess progress of implementing the NLP.

## **6.2 Key roles of the Sector in Monitoring and Evaluation**

The lessons learnt from NDPI M&E Strategy indicate the need to strengthen monitoring and evaluation through systemic and institutional reforms for improved effectiveness during NDPII as well as in the LHUD SDP. Both the systemic and institutional reforms are outlined hereunder.

### **6.2.1 Systemic Reforms**

The systemic reforms will involve designing and operationalizing a computerized comprehensive and integrated NDP-II performance monitoring system. This will entail strengthening MDA and LG MIS' to include generation of an NDP-II periodic progress reports. The NDP-II M&E reporting system will interface at various hierarchical levels, namely; Local Governments (Districts), MoLG, MDAs, OPM and NPA. The system will also be designed to interface with the OBT to enhance implementation of NDP-II. The information flow for the NDPII M&E system.

### **6.2.2 Institutional Reforms**

Strengthening the M&E institutional framework in the implementation of SDP will involve reviewing the coordination arrangements with the view to provide timely reporting and corrective action at all levels. In particular, the institutional reforms will include establishing and operationalizing the following:

- ✚ Monitor the implementation of the sector development plans (SDPs) and strategic plans

- ✚ Monitor and submit to OPM and NPA reports on performance against set targets/indicators
- ✚ Monitor and submit reports to OPM and NPA on implementation of sector projects and programmes

### **6.3 Performance Reporting and Dissemination of Results**

The sector will routinely produce performance monitoring reports that will be disseminated at various levels to ensure required actions are undertaken.

Consolidated sectoral reports with profiles of proposed projects and programmes will be produced that will be disseminated to stakeholders to facilitate consensus on prioritization and sequencing of projects during budgeting.

#### **a. Annual Sector Performance Reports**

The Sector Annual Performance Reports will be produced as a key performance review reference during finalization of the subsequent financial year's BFPs and budget appropriation by Parliament. The reports will also be used as the main reference material during the SDP annual review fora. The sector will produce and disseminate the report by April comprising data on the three quarters of the financial year and the last quarter of the previous year to make it a full year's report in-line with the NDPII requirements.

#### **b. Quarterly Sector Performance Reports**

Quarterly sector performance reports will be prepared to provide information to stakeholders on the utilization of funds for the preceding quarter. This reports are mainly used to support the work-plans and justification for release of funds. The reports are currently based on the output based budget tool (OBT) and will be strengthened to relate to the sector MIS' and the NDPII output and outcome indicators.

#### **6.3.1 M&E Processes**

##### **(a) Operationalizing the SDP M&E Systems**

Operationalization of the M&E systems will involve putting in place and strengthening the necessary institutional frameworks and human resource capacities to undertake the M&E processes. Project ideas will be identified in collaboration with academia and research institutions in execution of feasibility studies.

The sector Project Development and Appraisal team will support directorates and departments in fast-tracking project development and feasibility evaluation for eventual inclusion in the PIP.

The Planning department will take lead in conducting a mid-term and final evaluation of the SDP and present the results to the bodies described above for consideration as well as to guide preparation of the next Sector Development Plan.

### **(b) SDP M&E Stakeholders Participation**

This will be based on the SDP M&E institutional framework and arrangements that will be strengthened in line with the M&E reforms.

In line with the SDP Implementation Strategy, the M&E function at all levels will be strengthened including at Sector, Sub Sector and departmental levels to facilitate effective participation of stakeholders. Incentives and mechanisms for private sector and civil society participation will be promoted in the SDP M&E processes with a view to enhance comprehensiveness and independence during assessments.

### **6.3.2 M&E Events and Key Actors**

In order to avoid over-laps, role conflicts, and uncertainty in the M&E function during the implementation of the SDP, roles and responsibilities of key actors are specified as shown below:

<b>Institution</b>	<b>Roles</b>
Presidency	<ul style="list-style-type: none"> <li>✓ Take overall leadership and oversight of the Plan to ensure attainment of national goals.</li> <li>✓ Conducting independent reviews on the performance of the sector</li> <li>✓ policies, programs and projects</li> <li>✓ Monitor the performance of the manifesto commitments for the ruling Party by the sector.</li> <li>✓ Undertake oversight monitoring on performance of Government projects, programs, policies under the sector</li> </ul>
Cabinet	<ul style="list-style-type: none"> <li>✓ Review and assess efficiency and effectiveness of policies, programmes and interventions</li> <li>✓ Review the performance of implementation of plans (and other emergency interventions)</li> <li>✓ Review and monitor the performance of the sector</li> </ul>
Parliament	<ul style="list-style-type: none"> <li>✓ Conduct oversight over implementation of Government policies, programmes and the performance of Sector</li> <li>✓ Undertake field oversight monitoring and present reports for corrective action</li> <li>✓ Assess alignment of budgets, policies and programmes of the Sector to the country's strategic direction</li> <li>✓ Review accountabilities with the view to assess effectiveness and impact of policies and programmes</li> </ul>
National Planning Authority	<ul style="list-style-type: none"> <li>Take leadership in monitoring and evaluation of implementation of medium term and long term National Development goals and Plans.</li> <li>✓ Ensure that the budget outcomes and outputs are aligned to the NDPII</li> </ul>

Institution	Roles
	<ul style="list-style-type: none"> <li>✓ Undertake assessment of the performance of sectors, ministries and local governments in relation to the implementation of the national development plan</li> </ul>
Office of the Prime Minister	Undertake performance monitoring and produce annual and semi-annual reports to Cabinet on Government performance. <ul style="list-style-type: none"> <li>✓ Receive and analyze quarterly performance reports from MDAs and LGs and provide feedback.</li> <li>✓ Timely assessment, feedback and follow up of GAPR recommendations with implementing agencies.</li> <li>✓ Monitor adherence to standards during implementation across sectors</li> <li>✓ Monitor M&amp;E capacity building programmes among MDAs</li> </ul>
Ministry of Finance, Planning and Economic Development	Resource mobilization and timely release of funds for M&E across Government <ul style="list-style-type: none"> <li>✓ Ensure timely accountability for resources disbursed.</li> <li>✓ Monitor the performance of the budget in line with the national development goals and provide feedback</li> <li>✓ Producing quarterly, semi-annual and annual budget performance reports</li> </ul>
Ministry of Public Service	<ul style="list-style-type: none"> <li>✓ Monitor and evaluate performance of the Public Service</li> <li>✓ Monitor the implementation of approved structures and systems for service delivery</li> <li>✓ Monitor compliance to established service standards in managing and administering the Public Services</li> </ul>
LHUD Sector/ MLHUD/ULC	Monitor the implementation of sector development plans (SDPs) and strategic plans <ul style="list-style-type: none"> <li>✓ Monitor and submit to OPM and NPA reports on performance against set targets/indicators</li> <li>✓ Monitor and submit reports to OPM and NPA on implementation of sector projects and programmes</li> </ul>
Local Gov'ts DLBs, ALCs, DLOs	<ul style="list-style-type: none"> <li>✓ Support and monitor implementation of Sector activities at LG level</li> <li>✓ Implement Sector activities at the LG level</li> </ul>
Non-State Actors (Development Partners, CSOs, Media, Boards, Academia, and private sector)	<ul style="list-style-type: none"> <li>✓ Monitor and submit reports on implementation of their projects and programmes to respective LGs and Sectors</li> <li>✓ Participate in public sector planning and review processes</li> <li>✓ Assist the Sector through financial, technical and other forms of assistance to strengthen its performance.</li> </ul>

### 6.3.3 Sector Key Performance Indicators

During the LHUD SDP preparation process, a list of indicators was built based on submissions from all sector policies and projects. These were then grouped by Programme Area (which helped to remove indicators with obvious overlaps). There is at least one indicator for every sub-programme in the log frame. In summary, the 'short list' of indicators, is shown in Table 27 below. However, a

detailed list, with clear definitions, frequency of measurements, methodology and others will be highlighted during the process of developing the M&E Framework for the sector.

**Table 15: Proposed LHUD SDP Performance Indicators**

Impact Indicators	1. %age of the population with secure land tenure; 2. %age of the Population with access to affordable housing facilities; 3. %age of the population living in orderly urban environment.			
Outcome Indicators	<u><b>Strengthening Land Administration &amp; Management</b></u> 1. %age of Land Titled; 2. %age of Land Surveyed	<u><b>Housing &amp; Estates Management</b></u> %age of population living in permanent houses	<u><b>Physical Planning and Urban Development</b></u> %age of Urban centres with District Integrated Plans;	<u><b>Government Land Administration (ULC)</b></u> i) %age of government land titled; ii) %age of government land secured
Output Indicators	<u><b>Land Administration &amp; Management</b></u> i) Number of Land related laws, regulations & guidelines produced; ii) %age of districts with functional DLBs; iii) Legislation for the Land Valuation developed and implemented; iv) No. of properties valued; v) District Compensation rates approved;	<u><b>Housing Development &amp; Estates Management</b></u> i) Land bank for housing development programs created; ii) No. of TVs & Radio talk shows on condominium housing carried out; iii) No. of regional workshops to create awareness on the PPP arrangements conducted; iv) Database for building materials created & maintained; v) IEC materials kit for building materials developed & disseminated; vi) Building materials standards developed; vii) No. of building designs produced & disseminated; viii) Number of prototype plans produced; ix) Number of housing Units upgraded.	<u><b>Physical Development Planning</b></u> i) Physical planning standards & guidelines produced; ii) No. of physical development plans produced; iii) Number of districts supported to develop physical development plans; iv) No. of legislations reviewed to facilitate the attainment of an effective & efficient physical planning need; v) No. of sectoral policies reviewed & harmonised to address emerging physical planning needs; vi) The legal framework for metropolitan planning developed; vii) National Physical Development Plan for Urban Cities developed; viii) Physical development plans for tourist cities developed.	<u><b>Titling and Securing of government Land</b></u> i) No. of government land titles Issued; ii) No. of lease titles processed; iii) ULC Act in place; iv) Comprehensive Government Land Inventory developed; v) Staffing norms & standards developed; vi) Capacity development plan developed & Implemented; vii) Branding manual, logo & tagline developed; viii) No. of hectares of land compensated; ix) Guidelines for land fund management developed & disseminated; x) Amount of Money allocated to the Land Fund Loans Scheme; xi) ULC Head Offices Constricted; xii) ULC Business Plan developed; xiii) M&E plan developed & implemented.

Impact Indicators	1. %age of the population with secure land tenure; 2. %age of the Population with access to affordable housing facilities; 3. %age of the population living in orderly urban environment.			
	<p><b><u>Surveys &amp; Mapping</u></b></p> i) %age of the district land boundaries surveyed; ii) %age of International boarders surveyed; iii) %age of the land adjudicated & demarcated; iv) %age of the land surveyed; v) No. of prototypes developed; vi) No. of thematic maps developed.	<p><b><u>Ensuring Human Settlement</u></b></p> i) No. of housing related laws & regulations reviewed; ii) No. of CBO's training on Community Savings Groups for Housing Development; iii) No. of CBO's trained in production of housing construction materials; iv) No. of affordable houses built for vulnerable groups; v) Landlord tenant's law developed & disseminated; vi) Guidelines on employer housing developed & disseminated; vii) No. of housing cooperatives established; viii) No. of housing cooperatives supported; ix) Real Estates development policy developed.	<p><b><u>Promoting Urban Development</u></b></p> i) No. of public awareness program of urban & land development conducted; ii) Criterion for creation of New & Upgrading Urban centres reviewed; iii) No. of policies reviewed on urban development to address emerging development needs; iv) No. of legislations reviewed on urban development to address emerging development needs.	
	<p><b><u>Land Registration</u></b></p> i) Number of Land Titles Issued; ii) Number of Land transactions registered; iii) Number of Land Parcels surveyed		<p><b><u>Land Use Regulation and Compliance</u></b></p> i) %age of CBO's, PPCs, & Law Enforcement agents sensitised on Land Use programs; ii) No. of copies on land standards & regulation printed; iii) Fiscal Instruments on land use planning developed; iv) No. of land Audits conducted; v) %age of LGs supported	

Impact Indicators	1. %age of the population with secure land tenure; 2. %age of the Population with access to affordable housing facilities; 3. %age of the population living in orderly urban environment.			
			to develop & enforce ordinances & by-laws on land use regulation.	
	<u><b>Land Sector Reform Coordination</b></u> i) Number of MZO's with functioning LIS; ii) No. of Land sensitisation programs conducted; iii) Land related laws, regulations & guidelines developed. iv) No. of Tribunals trained. v) %age of DLB's trained			

#### 6.4 Approaches to Monitoring & Evaluation

The LHUD Sector will employ a three-pronged approach to M&E:

1. **Data Collection by Departmental Staff.** The various administrative and technical records of the Departments/Projects/ are the main sources of data from which the sector will collect basic M&E information. The sector will also consult various Government records, surveys, and databases, other donor reports, and district reports and records, as additional sources of information and data.

2. **Partner participation.** Another main source of M&E information is the Ministry's partners (land surveyors, real estate service providers, housing companies and cooperatives). Where needed, the sector will work with selected partners to strengthen all M&E capacities by helping build data spreadsheets and databases to monitor results.

#### 3 Surveys and special studies.

Not all performance measures are quantitative or can be collected directly. The sector will conduct periodic, ad hoc surveys, studies, and samplings to gain in-depth understanding of project impacts, improve understanding of the impacts of various sector activities, acquire additional qualitative information to supplement quantitative data, and highlight specific success stories. In the M&E Framework, a clearer plan will be developed to ensure to clarify when and how the special studies

## 6.5 Monitoring and Evaluation Framework (M&E)

Objective	Strategic Intervention	Outcome/ Output	Indicators	Base- Line	Annualized Targets				
					Y1	Y2	Y3	Y4	Y5
PHYSICAL PLANNING AND URBAN DEVELOPMENT									
Improve urban development through comprehensive physical planning	Dissemination of the Physical Planning Act 2010	Orderly and planned development of the country	Number of districts where the Physical Planning Act 2010 is disseminated.	20	25	25	25	25	25
			Number of districts and urban councils inspected to check compliance to physical Planning.	10	25	25	25	25	25
	Development of Physical Development plans for all urban areas	Orderly and planned urban development	No. of urban centres planned	32	12	12	12	12	12
Improve the policy framework for the establishment and management of cities and other urban areas	Review of Policy framework for establishment and management of cities and other urban areas	Improved urban governance and management system	No. of polices reviewed	1	1	1	1	1	1
			No. of cities and urban centres established.	1	0	1	1	1	1
Improve Urban Infrastructure Services and Utilities	Ensure establishment of infrastructure such as paved roads, walkways, cycle lines, sewerage lagoons etc	Improved living conditions	No. of KM of roads, walkways, cycle lanes established.	30	14	14	14	14	14
Develop environmentally resilient cities in Uganda	Ensure compliance to physical planning and the protection of environmental zones in towns.	More resilient cities established	Number of green belts established.	14	0	7	7	6	6
Operationalize the Physical Planning Act, 2010 to support orderly and sustainable development.	Develop and implement National Physical Development Plan (NPDP). Including approval mechanism for public infrastructure projects	Orderly and planned development of the country	Status of the implementation of the National Physical Development Plan	0	0	1	1	1	1
	Develop Sub Regional Physical Development Plans for the Kampala-Jinja corridor and the Karuma-Lira-Gulu corridor, and others as identified as priority in NPDP	Orderly and planned development of the country	Status of the development of the Sub regional Physical Development Plans.	1	2	2	2	2	2
	Develop and implement District Physical Development Plans and Plans for priority urban areas, for the oil and gas areas, highly mineralized areas and infrastructure corridors	Orderly and planned development of the country	Status of the development and implementation of the District Physical Development Plans for priority urban areas, for oil and gas areas and highly mineralised areas.	0	3	10	20	20	20
	Set up GIS unit for Physical Planning at MoLHUD; GIS training to priority districts and urban Local Government and link to NSDI	Increased compliance to physical Development Plans.	Status of the development of the GIS unit for physical Planning at MLHUD.	0	0	1	01	01	01
	Ensure proper land use practices comply with sound environmental and natural resources management	Increased compliance to physical Development Plans	Number of inspection to physical planning & Urban Dev't made and reports produced.	0	4	4	4	4	4
			Percentage of recommendation on physical planning adhered to.	12	24	37	57	71	90

Objective	Strategic Intervention	Outcome/ Output	Indicators	Base-Line	Annualized Targets				
					Y1	Y2	Y3	Y4	Y5
Improve urban development through comprehensive physical planning	Operationalize and review the Physical Planning Act, 2010	Increased compliance to physical plans	Physical planning law and standards reviewed and operationalized	0	0	1	1	1	1
	Strengthen the technical capacity of LGs to prepare and implement Physical Development Plans and undertake development control of physical plans; and capacity at MLHUD to train, supervise and monitor physical planning at LG levels	Skilled LG staff to undertake physical planning and development control	No. of LG staff trained in physical planning issues.	10	30	40	50	50	50
	Review the Structure of LG with a view to strengthening their capacity to deliver planned development, massively improve Own Source Revenue and be self-sustaining through cost recovery systems.	Orderly and planned cities	No. of City physical development plans prepared	1	2	2	2	2	2
	Recruit, train and equip physical planning and urban development technical personnel at LG levels with GIS to carry out Integrated Development Plans for priority areas with full stakeholder involvement	Increased participation in urban development issues	No. of City development strategies prepared	1	2	2	2	2	2
	Continue development of Urban Forums for inclusive management of urban areas.	Ensure the establishment of Urban Forums	Number of Urban Forums established.	14	0	7	7	6	6
Improve the policy framework for the establishment and management of cities and other urban areas	Review the policy and procedures for the establishment and management of cities and other urban centers	Improved urban governance and management	No. of planned urban centres established	100	0	46	45	45	45
	Finalise and implement the National Urban Development Policy to guide urban planning, development and management.	Increased compliance to physical plans	Status of the development of the National Urban Policy	0	0	1	0	0	0
			Status of implementation of NUP	0	0	0	1	1	1
	Develop appropriate urban development standards and guidelines.	Increased compliance to physical plans	No. of urban development laws, regulations and guidelines in place	1	0	1	1	1	1
Improve and strengthen a competitive urban economy	Establish a framework for regulated urban agriculture	Enhanced revenue available for sustainable urban development	Frame work for regulated urban agriculture produced.	0	0	0	1	0	0
	Set up and develop incubation centres for training, skills development and technology transfer in urban areas	Skilled manpower to attract investments	No. of individuals trained in technological issues	0	0	20	20	20	20
			Number of incubation centres established.	10	14	14	14	14	14
	Strengthen urban Local Economic Development (LED) initiative to exploit investment opportunities in urban areas	Increased investment opportunities	No. of LED programmes developed	0	10	10	10	10	10
			No. of LED strategies developed	0	0	5	5	5	5

Objective	Strategic Intervention	Outcome/ Output	Indicators	Base- Line	Annualized Targets				
					Y1	Y2	Y3	Y4	Y5
	Develop an inclusive policy and regulatory framework for managing smooth rural-urban transition that ensure adequate support services infrastructure and amenities	Enhanced urbanization	Status of the development of the Policy and Regulatory framework	0	0	1	0	0	0
Improve Urban Infrastructure Services and Utilities	Develop and implement strategic urban infrastructure plan and framework for projects through PPPs	More urban infrastructure established	Km of urban roads Established	32	42	38	38	38	38
	Develop a framework for planning and management of trans boundary infrastructure	Orderly and planned urban development	A frame work for planning and management of trans-boundary infrastructure developed.	0	1	1	1	1	1
	Map utilities and infrastructure development corridors and acquire adequate land for them	Orderly and planned urban development	Area of land acquired for urban utilities (Sq.Km).	0	10	10	10	10	10
Increase availability of and access to serviced land for urban expansion and investment	Establish land banks in urban areas	Increased access to low cost land	Size of land acres acquired in urban areas for banking.	0	14	14	14	14	14
<b>Land Administration and Management Services</b>									
Improve utilization, protection and management of land and land based resources		Improved land Administration & productivity	% of land surveyed and registered	18	20	32	45	53	63
			Proportion of titled land owned by the female	0.12	0.14	0.18	0.198	0.21	0.25
		Enhanced access to land and reduced land disputes	Incidence of land disputes.	46	35	23	20	18	15
			Area of land planned (Agriculture, industrial, settlement etc.).	18	20	32	45	53	63
Improve availability of land for development		Increased access of land for development	Area of development zones acquired (hectares)	40	40	40	40	40	40
			Ease of acquiring land for development-Days	10	10	05	05	05	05
Improve and modernize land administration services/system		Improved efficiency and effectiveness in delivery of land services	Time taken to acquire a land title -days	28	14	10	8	6	6
			Number of Ministerial zonal offices established	6	6	13	13	21	21
Increase capacity and support proper institution of Land. Valuation Services		Capacity for land valuation enhanced	Time taken to finalise evaluation of government projects Average time taken on private property evaluations -Days	5	3	2	2	2	2
Improve equity in access to land, livelihood opportunities and tenure security		Increased access of land by the vulnerable (women, youth and poor)	Percentage of land titles issued by region, gender and rural-urban	18	20	32	45	53	63
		Improved land tenure system	% of Land tenure systems freehold						

Objective	Strategic Intervention	Outcome/ Output	Indicators	Base- Line	Annualized Targets				
					Y1	Y2	Y3	Y4	Y5
			% of Land tenure systems Mailo						
			% of Land tenure systems leasehold						
Ensure efficient utilization, protection and management of land and land based resource for transforming Uganda's economy	Implement and disseminate the National Land Policy and Land Use Policy	Increased urban and rural growth and development.	Number dissemination workshops	40	40	40	40	40	40
		National and Sub-national Physical development plans development and implemented	Number of land policy manuals distributed	100	240	450	590	600	700
	Develop, implement and disseminate sub-national Land Policies and Land Use Policies	Land related laws formulated and reviewed	No. of related laws reviewed No. of related laws harmonized No. of guidelines formulated	0	0	1	2	2	2
	Formulate, review and revise land related laws, regulations and guidelines (provision for regularization of land tenure in informal settlements)	Effective monitoring and inspection for compliance on land use regulatory framework	No. of inspection visits No. of inspection reports	4	4	4	4	4	4
	Ensure proper land use practices comply with sound environmental and natural resources management	All government owned land identified and registered	Total acreage of government land identified and registered by sector	0	130	169	200	200	200
	Identify, assess, inventory and register Government land	All land for cultural and religious institutions identified and registered	Total acreage of land No. of sensitization workshops on land use and management	40	40	40	40	40	40
	Facilitate better management and use of land owned by cultural and religious institutions	Improved availability of land information for planning	Establishment of national land information system No. of land information centres	6	7	13	13	21	21
Improve availability of land for development	Strengthen land services to provide land for priority economic development areas and infrastructure corridors	Increased availability of land for economic development and infrastructural development	Number of acreage acquired by the government for economic and infrastructural development Total acreage acquired for industrial parks	300	400	400	500	600	800
	Facilitate equitable access to land for orderly development of urban and rural settlements	Availability of land for leisure parks and green belts in urban areas	Number of leisure parks and green areas established	14	14	28	40	60	100
	Re-design/Operationalize the Land Fund to provide improved land access	National land fund operationalized	Acreage of land bank acquired in rural and urban	240	340	400	500	600	600
	Review, update and clarify procedures for land acquisition by government	National spatial data infrastructure and system established	Functional system in place	0	0	1	0	0	0
	Improve accessibility to and functioning of land sales and rental market.	National program reviewed and rolled out	No. of land certificates issued No. of titles issued No. of Lease documents processed	500000	500000	700000	1000000	1500000	2000000
	Develop and initiate national mapping program	Increased national mapping programs	Status of the development of the national mapping program	0	0	1	0	0	0

Objective	Strategic Intervention	Outcome/ Output	Indicators	Base- Line	Annualized Targets				
					Y1	Y2	Y3	Y4	Y5
Improve and modernize land administration services/system	Establish National Spatial Data Infrastructure that integrates data for planning and development	National Spatial Data established	Status of development of National Spatial data Infrastructure	0	0	0	1	0	0
	Review and roll out a national program of Systematic Adjudication, Demarcation, Survey and Certification and titling or Registration of land	National Program for Systematic Adjudication, Demarcation, Survey and Certification established	Status of the National Program for systematic Adjudication, Demarcation, Survey and certification and titling or Registration of land	0	0	0	1	0	0
	Streamline and integrate Traditional Land Administration with formal systems.	Traditional Land Administration system streamlined and integrated with the formal system	Number of operational Traditional Land Administration System operational.	12	24	24	24	24	26
Increase capacity and support proper institution of Land. Valuation Services	Review the Structure of the Valuation Division to elevate it into a fully-fledged department. Establish the Division as a Rating Authority for Local Governments.	Valuation Division reviewed to a fully-fledged department	Status of the review of the Valuation Division	0	1	0	0	0	0
	Recruit and train valuers' and technical personnel at all levels	Valuation staff recruited and trained	Number of Staff recruited and trained	18	24	24	24	24	26
	Develop and disseminate comprehensive valuation regulations, guidelines and standards.	Valuation Regulations, Guidelines and Standards developed and disseminated	Status of the development of the Valuation Regulations, Guidelines and Standards	0	0	1	1	1	1
			Number of districts where the valuation regulations, guidelines and standards are disseminated	12	40	40	40	40	40
	Compile, establish and maintain a National Land Value Database linked to the LIS and NSDI. Digitize valuation records, and develop, establish and maintain CAMA and CAPA systems to facilitate property appraisals.	National land Value database linked to the LIS and NSDI developed	Status of National land Value database linked to the LIS and NSDI.	0	2	2	2	2	2
	Build capacity to resolve valuation related disputes	Capacity built in areas of resolving valuation related disputes	Number of people trained to resolve valuation related disputes.	10	12	14	16	18	20
Improve equity in access to land, livelihood opportunities and tenure security of vulnerable groups	Strengthen the land rights for the poor and vulnerable groups.	Land rights for the poor and vulnerable groups strengthened	Number of sensitization on land right held.	12	40	40	40	40	40
	Increase provision of public information on land rights	Increased awareness on land rights	No. of sensitization workshops/meetings No. of brochures/manuals distributed	12	40	40	40	40	40
<b>HOUSING DIRECTORATE</b>									
Reduce slums and informal settlements	Operationalise the Slum Upgrading Strategy and Action Plan	Improved Urban settlements	Number of Slum Upgrading Interventions undertaken.	1	0	2	3	3	3
Increase access to housing for all income groups	Implement the National Housing Policy, Develop the investment plan for the Housing sub sector and Develop the Housing Bill	Planned and orderly Human settlements.	Number of planned and orderly settlements created	4	4	4	4	5	5
		National Housing Policy Operationalised	National Housing Policy disseminated to all Districts.	40	20	20	20	20	20

Objective	Strategic Intervention	Outcome/ Output	Indicators	Base- Line	Annualized Targets				
					Y1	Y2	Y3	Y4	Y5
			Action Plan Developed and Monitored  Housing Bill Developed and Disseminated						
	Provide for housing needs for government institutions according to priority development areas for mining, oil and gas and infrastructure corridors	Planned and adequate housing infrastructure for government institutions	Number of government Housing units by sector (oil, gas, mining etc.)	5	4	5	5	5	5
	Provide technical support to earthquake and other disaster prone areas	Increased resilient settlements	Earthquake resistant construction manuals produced Earth resistant model houses built Earthquake resource centres set-up	1	0	2	2	2	2
	Develop real estate regulations and guidelines to streamline the real estate industry	Real Estates regulated	Number of Real Estate regulations and Guidelines Issued.	0	0	1	0	0	0
	Promote PPPs for investment in constructing appropriate housing estates in planned urban and rural areas to provide decent urban settlements	Increased planned urban and rural settlements	Number of private companies investing in housing construction Area of planned settlements (real estates)	6	8	12	16	22	24
	Strengthen regulations and enforcement of standards in the housing and construction sub-sector	Regulations and enforcement of standards strengthened	Number of laws, regulations and standards reviewed	0	0	2	2	2	2
Enhance the Capacity of Local Authorities in Housing Delivery	Train and Equip Local Authority personnel on Housing Development Issues	Enhanced Housing Delivery and Local Government levels	No of Local Authorities trained and sensitized on Housing Issues  Number of Housing Focal Persons identified at Local Government level	20	20	20	20	20	20
Increase access to affordable housing finance	Promote and ensure availability and affordability of housing finance	Improved access to affordable housing finance	Number of individuals accessing house finance facility Number of Housing Savings groups mobilized	1000	1000	1200	1200	1300	1400
		Increased housing finance institutions	Number of housing finance institutions	10	12	20	30	30	30
	Increase accessibility to housing related inputs through land banking, housing revolving fund, infrastructure , Building materials ,taxation incentives etc	Increased access to affordable housing inputs	Number of interventions.  Number of communities/Groups mobilised and nucleated Settlements created.	60	20	20	20	25	30
	Promote rural housing development programs	Improved rural housing	Number of improved rural housing units built	0	0	46	70	100	100
	Promote PPPs in housing delivery	Improved and vibrant PPPs in rural and urban housing	Number of PPP and Memoranda of Understanding established	1	3	5	5	5	5

## APPENDIX

### ANNEX 1: FIVE YEARS SECTOR PROGRAMME OF ACTION

**TABLE A1: Strategic Investment Priorities for Land Administration Sub-Programme (FY2015/16 – FY2019/20)**

Strategic Investment Area	Strategies	Major Target/Milestone	Responsible Institution	Cost Estimates (Ushs. Bn)					Cost Estimates	Source	
				2015/16	2016/17	2017/18	2018/19	2019/20		External	GOU
1.1.1 Re-structure the Lands rights administration system	i) Build the capacity of traditional institutions involved in land management to enable their compliance with the provisions of the NLP, constitution, and all other legislation.	5 workshops/training seminars at regional levels per year.	MLHUD	0.36	0.36	0.36	0.36	0.36	1.8		X
	ii) Issue an administrative directive to national and district land administrators to maintain clear separation between the land rights administration system and public or political administration	The Administrative Directive should be issued in the 1 <sup>st</sup> year and implemented in the successive years	MLHUD	0.43	-	-	-	-	0.43		X
	iii) Undertake public education and awareness creation to attain full and effective participation by land owners and users, especially women, in all land rights administration functions.	All IEC materials developed and approved	MLHUD							X (CEDP)	
1.1.2 Re-structure the Institutional Framework for the Land Administration and Management	i) Re-structure the land administration and Management Framework and Institutions	All land related laws reviewed and new laws enacted	MLHUD, Cabinet, MoPS								X
		To have a new institutional arrangement	MFPED								
	ii) Establish a PPP with appropriate training institutions to develop a continued training programme for land services providers.	A PPP framework in place									
		All service providers identified and trained	MLHUD	0.1	0.76	0.76	0.76	0.76	3.14	X (CEDP)	
		Centre of excellence established									
		A continuous training program established	MLHUD	0.72	0.72	-	-	-	1.44	X (CEDP)	
		An up-to-date curriculum for the public and private									

Strategic Investment Area	Strategies	Major Target/Milestone	Responsible Institution	Cost Estimates (Ushs. Bn)					Cost Estimates	Source	
				2015/16	2016/17	2017/18	2018/19	2019/20		External	GOU
		institutions in place									
		50 trained per year	MLHUD	1.08	1.08	1.08	1.08	1.08	5.4	X (CEDP)	
	iii) Establish and operationalize a national land information system consistent with the principals and goals the NLP.	21 MZOs fully equipped and operationalised with well-maintained hardware and software	MLHUD	32.294	32.294	32.294	32.264	32.264	161.47	X	
	iv) Study revenue generation and sharing scenarios. Use findings to guide the design of revenue collection processes for gradual implementation, while ensuring that taxes, tariffs, and fees do not drive transactions into the informal sector.			0.43	-	-	-	-	0.43		
1.1.3 Reinstatement and adequately facilitate Land Tribunals	i) Implement a Program of action for strengthening institutions and mechanisms for land dispute resolution and mediation at the local governments	Land tribunals reinstated at all the 112 districts	MLHUD/DLM/JLOS	0.875	0.875	0.875	0.875	0.875	4.375	X (CEDP)	
	ii) Design and implement the program for capacity building for public officials in the Land Management Sector.	30 Trainers trained Training curricula developed	MLHUD/DLM							X (CEDP)	
	iii) Establish PPP with appropriate training institutions to establish centre(s) of excellence in land dispute resolution, Alternative Dispute Resolution, and land law reform.	PPP frameworks established Land disputes reduced	MLHUD/MoE/MoJCA								
	iv) Engage Civil Society Organizations into partnership to provide legal aid for land related litigation.	10 CSOs each with at least 3 Advocates partnered with 300 cases handled successfully	MHLUD/PIU							X	
	v) Design a curriculum on land law and reforms to reorient the judiciary through the judicial training institute.	30 Judicial officers trained per year	MLHUD, Ministry of Justice							X (CEDP)	
	vi) Prepare training manuals and translation into selected local languages and conduct training of Land Tribunals, LC Courts, ALCs, DLBs, Recorders and traditional institutions of relevant agencies through workshops on land law and reforms	60 officers trained per year	MLHUD, Ministry of Justice								

Strategic Investment Area	Strategies	Major Target/Milestone	Responsible Institution	Cost Estimates (Ushs. Bn)					Cost Estimates	Source	
				2015/16	2016/17	2017/18	2018/19	2019/20		External	GOU
	vii) Undertake a comprehensive study and in-depth analysis of all land dispute resolution structures, roles, and functions; this should include an analysis of how the structures interact with each other and the appellant system.	- study conducted on hierarchy of dispute resolution - reduction in land related disputes as amicable land dispute resolution mechanism developed	MLHUD/DLM	0.36	-	-	-	-	<b>0.36</b>		
1.1.4 Improve capacity and support proper institution of Land Valuation Services	i) Establish the legal framework for the Land Valuation	Legal framework for the land valuation developed.	MLHUD, MoJCA	0.04	0.08	0.08	0.08			X (CEDP)	
	ii) Review the Structure of the Valuation Division to elevate it into a fully-fledged department	Fully operationalised Valuation Department	MLHUD, MFPED, PSC, Parliament	1.0	1.0	1.0	1.0	1.0	5.0		
		Timely and reliable District compensation rates approved country wide.	MLHUD/DLGs	0.3024	0.3024	0.3024	0.3024	0.3024	<b>1.512</b>		
		Timely delivery of valuation services.	MLHUD	0.9075	0.10175	0.11	0.11825	0.12925	<b>1.3666</b>		
	iii) Recruit & fill the proposed structure of valuation (both at the headquarters and the MZOs)	Valuation staff recruited and tooled in all the 21 MZOs	MLHUD, MFPED, PSC	0.6	0.2	0.2	0.2	0.2	<b>1.4</b>		
	iv) Train valuers and technical personnel at all levels	At least 2 CPDs organised annually for staff and professional membership validated.	MLHUD, Valuation Division	0.1	0.1	0.1	0.1	0.1	<b>0.5</b>		
		Valuers trained in specialised valuation models	MLHUD, Valuation Division	1.184	1.184	1.184	1.184	1.184	<b>5.92</b>		
	iv) Compile, establish and maintain a National Land Value Database linked to the LIS and National Spatial Data Infrastructure (NSDI)	Online Valuation Component operationalised	MLHUD, Valuation Division	2.0	1.0	0.4	0.4	0.4	<b>4.2</b>	X (CEDP)	

**TABLE A2: Strategic Investment Priorities for Surveys and Mapping Sub-Programme (FY2015/16 – FY2019/20)**

Strategic Investment Area	Strategies	Major Target/Milestone	Responsible Institution	Cost Estimates (Ushs. Bn)					Cost Estimates	Source	
				2015/16	2016/17	2017/18	2018/19	2019/20		External	GOU
1.2.1 Enhance the capacity to conduct the national program for Systematic Adjudication, Demarcation, Survey, Mapping and Certification or Registration of ownership	(i) Review and update the legal and regulatory framework on demarcation, surveying and mapping.	Updated legal and regulatory framework on demarcation, surveying and mapping	MLHUD/SMD/MoJCA	0.15	0.25	0.07	0.35	0.35	<b>1.17</b>		X
	(ii) Enhance the capacity to conduct and regulation of demarcation, surveys and mapping				0.2	0.25	-	-	<b>0.45</b>		
				-	0.2	0.2	0.2	-	<b>0.6</b>		
		Continuous Professional Development		-	0.2	0.2	0.05	0.05	<b>0.5</b>		
		Staff deployed & facilitated		-	0.07	0.07	0.07	0.07	<b>0.28</b>		
	iii) Establish an appropriate infrastructure for geodetic reference frames		MLHUD	0.6	1.0	-	-	-	<b>1.6</b>		X
	v) Rehabilitate the facilities to train & Improve Skills in Surveys & Mapping		MLHUD/SM D								
1.2.2 Undertake systematic registration of individual and communally owned land	a) Review the pilot projects of the Systematic Demarcation and Adjudication Programme to assess the viability of systematic demarcation and survey as a cost-effective means for registering rights in land; and,  b) Roll out the Systematic Land Adjudication and Certification Program (SLAAC).		MLHUD	448.8	448.8	448.8	448.8	448.8	<b>2,244</b>		
1.2.3 Enhance accessibility and availability of Land Information through maintaining a reliable and User-friendly Land Information System (LIS) as a public good	(i) Maintain a functional Land Information System		MLHUD/SM D	1.5	1.5	1.0	0.5	0.5	<b>5.0</b>		X
	ii) Develop data standards for geo-information that will include standards for feature definitions, data content, spatial referencing, and accuracy.		MLHUD/SM D							X (CEDP)	
	ii) Computerize and update land records to support the LIS.										
	(ii) Support the establishment a National Spatial Data Infrastructure (that integrates data for planning and development		MLHUD/SM D	0.2	0.07	0.12	0.3	0.2	<b>0.89</b>		
			MLHUD/SMD	0.5	0.2	1.0	0.1	0.1	<b>1.9</b>	X (CEDP)	
			MLHUD/	0.8	0.5	0.2	0.2	0.2	<b>1.9</b>	X	

Strategic Investment Area	Strategies	Major Target/Milestone	Responsible Institution	Cost Estimates (Ushs. Bn)					Cost Estimates	Source	
				2015/16	2016/17	2017/18	2018/19	2019/20		External	GO U
for planning and national development			SMD							(CEDP)	
			MLHUD, PSC, MoFPED	0.5	0.5	0.2	0.2	0.2	1.6	X	
	(iv) Develop policy guidelines for geo-spatial information production and management		MLHUD/SMD	0.15	0.5	0.25	0.05	0.05	1.0	X (CEDP)	
	(v) Operationalise the National Land Information System (vi) Develop data standards for geo-information comprising among others, data content, spatial referencing, & accuracy (vii) Prepare & implement national guidelines to improve the quality & quantity of land information (viii) Procure technological infrastructure needed for establishment of the decentralised system			9.2	9.2	9.2	2.1	2.1	31.8	X (CEDP)	
	i) Establish, rehabilitate, re-organise, upgrade, authenticate, & digitise existing land records in readiness for the establishment of a computerised LIS ii) Computerise & update existing land records to support the LIS iii) Decentralize & present the proposed LIS in a language understood by community – level land manager & users iv) Develop & publish guidelines in the use of LIS by citizens & remedies when information is denied or not provided in time		SMD/MLHUD	1.8	1.8	1.8	1.8	1.8	9.0	X	
1.2.4 Production and Revision of Maps			MLHUD/SMD	0.06	0.02	0.02	0.02	0.02	0.14	X	
	(i) Revise and update Topographic maps (e.g. Uganda Atlas, Uganda Maps at 50,000 scale		MLHUD/SMD	0.08	0.025	0.025	0.025	0.025	0.18	X	
			MLHUD/SMD	0.122	0.35	0.35	0.35	0.35	1.522	X (CEDP)	
			MLHUD/SMD	0.07	0.04	0.04	0.04	0.04	0.23		
	(ii) Revise and Update Thematic maps (e.g. tourist maps, showing health, education, water facilities etc.)		MLHUD/SMD	0.1	0.1	0.1	0.1	0.1	0.5	X (CEDP)	
			MLHUD/	0.2	0.2	0.2	0.2	0.2	1.0		X

Strategic Investment Area	Strategies	Major Target/Milestone	Responsible Institution	Cost Estimates (Ushs. Bn)					Cost Estimates	Source	
				2015/16	2016/17	2017/18	2018/19	2019/20		External	GO U
			SMD								
			MLHUD/SMD	0.08	0.08	0.08	0.08	0.08	<b>0.4</b>		X
	iii) Establish survey and geodetic controls		MLHUD/SMD								X
1.2.5 Re-establish and demarcate as appropriate the entire national boarder of the State of Uganda in agreement with neighbouring states	i) Establish a joint border committees to oversee the re-establishment & demarcation of Uganda's International border		MLHUD/SMD	0.85	0.85	0.80	0.80	0.80	<b>4.1</b>		X
	ii) Sign border agreements with neighbouring countries & deposit them with EAC & AU for safe custody		MLHUD/SMD	-	-	0.03	0.03	0.03	<b>0.09</b>		X
	iii) Re-establish and demarcate as appropriate the entire national boarder of the State of Uganda in agreement with neighbouring states		MLHUD/SMD	0.4	0.4	0.4	0.4	0.4	<b>2.0</b>		X
	iv) Establish an inspection & monitoring team to regularly inspect & maintain border demarcation points		MLHUD/SMD	-	0.13	0.13	0.13	0.13	<b>0.52</b>		X
	v) Produce periodic reports on the state of border demarcation points		MLHUD/SMD	-	0.085	0.085	0.085	0.085	<b>0.34</b>		X
	vi) Survey & Demarcate district boundaries		SMD/MHLUD	-	0.13	0.13	0.13	0.13	<b>0.52</b>		

**TABLE A3: Strategic Investment Priorities to Promote Land Registration (FY2015/16 – FY2019/20)**

Strategic Investment Area	Strategies	Major Target/Milestone	Responsible Institution	Cost Estimates (Ushs. Bn)					Cost Estimates	Source	
				2015/16	2016/17	2017/18	2018/19	2019/20		External	GOU
1.3.1 Incorporate customary tenure into the land registry system	i) Re-design the land registry system to incorporate the registration of land rights under customary tenure		MLHUD/DLM	0.56	0.56	-	-	-	<b>1.12</b>		X
	ii) Training and retooling the land registration department to accommodate the upcoming customary tenure titling activities. Training should be in specialised areas such as specialised record keeping.		MLHUD/DLM	0.15	0.15	0.15	0.15	0.15	<b>0.75</b>		
	iii) Issue Certificates of Title of Customary Ownership based on a customary land registry that confers rights equivalent to other tenure systems		MLHUD/DLM	0.05	0.05	0.05	0.05	0.05	<b>0.25</b>		
	iv) Registration of customary land held under trusteeship by traditional institutions or cultural leaders on behalf of communities in the names of trustees		MLHUD/DLM	0.2	0.2	0.2	0.2	0.2	<b>1</b>		
1.3.2 Registering or titling of land throughout the country	Increase the coverage of registered land throughout the country	250,000 certificates processed	MLHUD/DLM	0.15	0.15	0.15	0.15	0.15	<b>1.25</b>		
		500,000 land transactions registered	MLHUD/DLM	0.17	0.17	0.17	0.17	0.17			
		Facilitating land court cases	MLHUD/DLM	0.05	0.05	0.05	0.05	0.05			X
		Digitizing land registration records	MLHUD/DLM	0.2	0.2	0.2	0.2	0.2			
			MLHUD/DLM	0.05	0.05	0.05	0.05	0.05			X
			MLHUD/DLM	0.06	0.06	0.06	0.06	0.06			

**TABLE A4: Strategic Investment Priorities for Land Reform Coordination (FY 2015/16 – FY 2019/20)**

Strategic Investment Area	Strategies	Major Target/Milestone	Responsible Institution	Cost Estimates (Ushs. Bn)					Cost Estimates	Source	
				2015/16	2016/17	2017/18	2018/19	2019/20		External	GO U
1.4.1 Develop guidelines to clarify the Sovereign Power of the State over Land as a property in Uganda	i) Prepare Option papers to recommend an agency, prescribe its terms and functions, and define the relationship between the agency and the District Land Boards		LPIU/MLHUD	0.3	-	-	-	-	<b>0.3</b>		
1.4.2 Review and Harmonise the existing policy and regulatory framework to comply with the policy statements and strategies of the NLP	i) Undertake a review of existing policies to assess their compliance with the policy statements and strategies of the NLP		LPIU/MLHUD	1.0	1.0	1.0	1.0	1.0	<b>5.0</b>		
	ii) Initiate the Review of land related laws to comply with the NLP (RTA, Survey act, LIS law, Surveyors registration act, Land acquisition Act, etc).		MLHUD, Ministry of Justice	0.05	0.05	-	-	-	<b>0.1</b>	CEDP	
	iii) Amend other land related laws to ensure that they are compliant with NLP principles, Objectives & strategies		MLHUD, Ministry of Justice	-	0.05	0.05	0.05	0.05	<b>0.2</b>		X
	iv) Review of the Land Act to comply with NLP		MLHUD, Ministry of Justice	0.2	0.25	0.25	0.25	0.25	<b>1.2</b>		
1.4.3 Strengthen the Institutional, legal and Regulatory Framework for the Customary Tenure	i) Review the Land Regulations and make necessary provision to develop guidelines and procedures under customary land law for the allocation and distribution of land complying with the principles of equality and natural justice.			0.06	0.05	-	-	-	<b>0.11</b>		
			-	0.06	0.06	-	-	-	<b>0.12</b>		
	Train customary & traditional Institutions, CSOs & other stakeholders			0.15	0.15	0.15	0.15	0.15	<b>0.75</b>		
1.4.4 Resolve & disentangle the multiple, overlapping & conflicting interests and rights on mailo tenure and 'native' freehold	i) Sensitisation of landlords and tenants on rights and obligations		MLHUD								
	Undertake a sensitization and public education campaign to encourage the utilization of lease documents and processing of land titles			6.5	6.5	6.5	6.5	6.5	<b>32.5</b>	1.3	
	ii) Undertake a feasibility study and amend land regulations appropriately to establish an Administrative Mediation Committee in districts with landlord-tenant issues			0.216	0.06	-	-	-	<b>0.276</b>		

Strategic Investment Area	Strategies	Major Target/Milestone	Responsible Institution	Cost Estimates (Ushs. Bn)					Cost Estimates	Source	
				2015/16	2016/17	2017/18	2018/19	2019/20		External	GO U
	between landlords and tenants willing to share land.										
1.4.5 Explore the possibility of Instituting a Comprehensive and appropriate framework for land taxation	i) Undertake studies to clarify the feasibility of land taxation and other incentives for sustainable land use in Uganda;		NLP Unit	-	0.10	0.1	-	-	<b>0.2</b>		
	ii) Undertake a study on revenue generation in the lands subsector		NLP Unit	-	-	0.12	0.05	-	<b>0.17</b>		
	iii) Create public awareness on the merits and demerits of land taxation		NLP Unit	-	-	-	0.1	0.1	<b>0.2</b>		
1.4.6 Redress the Land rights of ethnic minorities in natural habitats	i) Formulate a national involuntary resettlement and compensation policy	National involuntary resettlement and compensation policy developed	NLP implementation unit	0.1	0.15	0.05	0.1	-	<b>0.4</b>		
	ii) Identify and implement existing judicial decisions on the rights of ethnic minorities.		NLP implementation unit	0.02	0.02	0.02	0.02	0.02	<b>0.1</b>		
	iii) Develop a criterion for identification of locations for establishment of holding centres & settlements for displaced cross boarder population movements		NLP Unit	-	0.1	1.5	1.5	0.08	<b>3.18</b>		
1.4.7 Protection of the Land Rights of dwellers in informal communities	Regularise the informal land tenure systems in the slums			-	4.0	4.0	4.0	4.0	<b>16.0</b>		
	Review & Implement the provisions of land rights in the National Slum Upgrading Strategy & Action Plan		MLHUD	0.12	0.3	0.3	0.3	0.3	<b>1.32</b>		
1.4.8 Convergence of the National Land Policy and legislations to both regional and International Instruments and Obligations	i) Identify the regional and international instruments relevant to the NLP, and develop a checklist of obligations and commitments.			0.04	-	-	-	-	<b>0.04</b>		
	ii) Identify instruments and conventions already ratified and domesticate as appropriate into policy and law.			-	0.075	0.06	-	-	<b>0.135</b>		
	iii) Publish and disseminate an inventory of land policies and laws of East Africa and			0.02	0.12	0.07	0.07	-	<b>0.28</b>		

Strategic Investment Area	Strategies	Major Target/Milestone	Responsible Institution	Cost Estimates (Ushs. Bn)					Cost Estimates	Source	
				2015/16	2016/17	2017/18	2018/19	2019/20		External	GO U
	other countries.										
1.4.9 Conduct Public Education, Dissemination and Implementation of the National Land Policy	i) Establishment & management of the Policy Implementation Unit	PIU set up & fully facilitated	MLHUD	0.609	0.34	0.34	0.34	0.34	<b>1.969</b>		
	ii) Publish and disseminate the National Land Policy and the Implementation Action Plan.			0.1	0.1	0.1	0.2	-	<b>0.5</b>		
	iii) Design and implement a public education campaign using multi-media approaches.		MLHUD	0.5	1.0	1.0	1.0	1.0	<b>4.5</b>		
	iv) Organize briefings of the media editors on the proposed land reforms.		MLHUD	0.04	0.03	0.03	0.03	0.03	<b>0.13</b>		
	v) Design an IEC strategy		Resource Unit/ MLHUD	0.12	-	-	-	-	<b>0.12</b>		
	vi) Design and implement a civic education and public awareness campaign.		PIU/ MLHUD	0.05	0.04	0.04	0.04	0.04	<b>0.21</b>		
	vii) Design and implement periodic public debate programs on land issues and reforms.		PIU/ MLHUD	0.03	0.04	0.04	0.04	0.04	<b>0.19</b>		
	viii) Conduct a Needs Assessment to support the implementation of the National Land Policy		PIU/ MLHUD	0.15	-	-	-	-	<b>0.15</b>		
	ix) Develop a Gender Strategy for the National Land Policy	-	PIU/ MLHUD	0.10	-	-	-	-	<b>0.10</b>		
1.4.10 Mobilise and Engage Partners & Stakeholders in the Implementation of the NLP	i) Mobilise & Engagement of Stakeholders and partners		PIU/ MLHUD	0.15	0.12	0.12	0.12	0.12	<b>0.63</b>		
	ii) Enter into formal and informal co-operations, partnerships, and co-ordinations with the different stakeholders.	60 PIU, NLP Implementation Multi-sectorial Committee, & working group meetings held to assess progress	PIU/ MLHUD	0.027	0.02	0.02	0.02	0.02	<b>0.107</b>		

Strategic Investment Area	Strategies	Major Target/Milestone	Responsible Institution	Cost Estimates (Ushs. Bn)					Cost Estimates	Source	
				2015/16	2016/17	2017/18	2018/19	2019/20		External	GOU
	iii) Engage Civil Society Organizations, Cultural Institutions, and other non-state actors to work out co-ordination and partnership modalities.	Enhanced CSOs, cultural Institutions' participation in NLP Implementation	PIU/MLHUD	0.12	0.1	0.1	0.1	0.1	<b>0.52</b>		
1.4.11 Develop and Institutionalise a Monitoring, evaluation, and review framework for the Implementation of the NLP	i) Develop and implement an M&E framework for the NLP.			0.15	-	-	-	-	<b>0.15</b>		
	ii) Design and implement Annual Land Sector Performance Reviews to assess progress of implementing the NLP.	20 annual progress reports, 5 annual reports and 5 Sector Performance Review meeting held	PIU/MLHUD	0.22	0.45	0.35	0.35	0.35	<b>1.72</b>		

**TABLE A5: Investment Priorities for Housing Subsector (2015/16 – 2019/20)**

Strategic Investment Area	Strategies	Major Target/ Milestone	Responsible Institution	Cost Estimates (Ushs. Bn)					Cost Estimates	Source	
				2015/16	2016/17	2017/18	2018/19	2019/20		External	GOU
1.1 Promote access to planned and serviced land at affordable prices in order to enhance housing development	(i) Develop programs for acquisition of land for housing development.		MLHUD/DH	0.05	1.0	1.0	1.0	1.0	<b>4.05</b>		X
	(ii) Promote development of condominium housing to maximize land utilization		MLHUD/DH	0.08	0.05	0.05	0.05	0.05	<b>0.28</b>		
			MLHUD/DH	0.03	0.1	0.1	0.1	0.1	<b>0.43</b>		
	(iii) Increase the role of the public sector in putting up houses in organised settlements both in rural and urban areas		MLHUD/DH	0.5	0.5	0.5	0.5	0.5	<b>2.5</b>		
1.2 Set up a framework for delivery of affordable and sustainable infrastructure services to support housing development	1. Mobilize resources to finance housing infrastructure development.		MLHUD/DH	0.012	0.03	0.03	0.03	0.03	<b>0.132</b>		
	2. Promote PPP in the provision of housing infrastructure services		MLHUD/DH	0.144	0.216	0.216	0.216	0.216	<b>1.008</b>		
			MLHUD/DH	0.04	0.04	-	-	-	<b>0.08</b>		X
			MLHUD/DH	0.5	-	-	-	-	<b>0.5</b>		X
			MLHUD/DH	0.019	0.1	0.1	0.1	0.1	<b>0.419</b>		X
	3. Provide initial basic infrastructural services in pre-developed and developed areas.		LGs, PPPs								
			MLHUD/DH	0.214	0.214	0.214	0.214	0.214	<b>0.856</b>		X
	4. Promote an integrated approach that brings together infrastructure & service providers at the planning & implementation stages.		MLHUD/DH	0.066	0.066	0.066	-	-	<b>0.198</b>		X
	5. Adopt appropriate standards and guidelines for infrastructural services in human settlements planning for various area										
	6. Build capacity at national and local levels for effective planning, implementation and management of Housing infrastructure, services and tailor made courses		MLHUD/DH	0.138	0.174	0.174	0.174	0.174	<b>0.834</b>		
	7. Promote use of alternative sources of energy like solar, wind and biogas I human settlements		MLHUD/DH	0.05	0.05	0.05	0.05	0.05	<b>0.25</b>		
			MLHUD/DH	0.05	0.026	0.026	0.026	0.026	<b>0.154</b>		

Strategic Investment Area	Strategies	Major Target/ Milestone	Responsible Institution	Cost Estimates (Ushs. Bn)					Cost Estimates	Source	
				2015/16	2016/17	2017/18	2018/19	2019/20		External	GOU
			MLHUD, MoWT								
1.3 Promotion of Mechanism for development of capacities to plan, design and Implement affordable construction programs and sustainable use of building materials	1. Establish and maintain a building materials database.		MLHUD/DH	0.06	0.06	-	-	-	<b>0.12</b>		
	2. Conduct public awareness on affordability and sustainable use of building materials including glass, steel and aluminium		MLHUD/DH	0.06	0.05	0.05	0.05	0.05	<b>0.26</b>		
			MLHUD/DH	0.01	0.02	0.02	0.02	0.02	<b>0.09</b>		
			MLHUD/DH	0.15	0.15	0.15	0.15	0.15	<b>0.75</b>		
			MLHUD/DH	0.06	0.09	0.09	0.09	0.09	<b>0.47</b>		
	3. Establish a mechanism for certifying / standardizing locally available building materials		MLHUD/DH	0.05	0.36	0.16	0.16	0.16	<b>0.89</b>		
			MLHUD/DH	-	0.145	0.145	0.145	0.145	<b>0.58</b>		
			MLHUD/DH	-	-	0.145	0.145	0.145	<b>0.435</b>		
	4. Promote, coordinate and disseminate research and its findings in appropriate construction technologies and new / alternative building materials.		MLHUD/DH	0.01	0.075	0.3	0.3	0.3	<b>985</b>		
	5. Promote & support the production of innovative building designs that are cost effective & compatible with locally available & affordable materials		MLHUD/DH	0.01	0.01	0.01	0.01	0.01	<b>0.05</b>		
			MLHUD/DH	0.03	0.03	0.03	0.03	0.03	<b>0.15</b>		
			MLHUD/DH	0.05	0.05	0.05	0.05	0.05	<b>0.25</b>		
			MLHUD/DH	0.072	0.144	0.144	0.144	0.144	<b>0.648</b>		
	6. Periodically review and classify Local contractors according to capacity and manpower, plant and equipment and financial resources.		MLHUD/PDU	0.001	0.001	0.001	0.001	0.001	<b>0.005</b>		
	7. Develop effective capacity building programs to increase skilled manpower in the construction industry		MLHUD/DH	0.075	0.048	0.075	0.075	0.075	<b>0.348</b>		
			MLHUD/DH	0.15	0.15	0.048	0.048	0.048	<b>0.444</b>		

Strategic Investment Area	Strategies	Major Target/ Milestone	Responsible Institution	Cost Estimates (Ushs. Bn)					Cost Estimates	Source	
				2015/16	2016/17	2017/18	2018/19	2019/20		External	GOU
	8. Promote development of affordable housing		MLHUD/DH	-	0.1	3.2	3.2	3.2	<b>9.7</b>		
			MLHUD/DH		0.08	-	-	-	<b>0.08</b>		
			MLHUD/DH		0.02	-	-	-	<b>0.02</b>		
			MLHUD/DH		0.05	-	-	-	<b>0.05</b>		
1.4 Develop adequate human resource capacities for housing development at all levels	1. Initiate and implement appropriate incentives to attract, retain and equitable distribution of professionals in the country.		MLHUD/DH	0.01	0.01	0.02	0.02	0.02	<b>0.08</b>		
	2. Collaborate with Universities, technical and vocational institutions to provide adequate facilities for practical training.		MLHUD/DH	0.06	0.06	0.06	0.06	0.06	<b>0.3</b>		
	3. Establish a network of community-based learning programs for capacity-building and sustainable development.		MLHUD/DH	0.04	0.04	0.04	0.04	0.04	<b>0.2</b>		
1.5 Formulate, review and operationalize the policy and regulatory framework	i) Establish a conducive legal and regulatory framework for the Human Settlement		MLHUD/DH	0.1	0.07	-	-	-	<b>0.17</b>		
	ii) Implement the housing related laws		MLHUD/DH	0.05	0.05	0.05	0.05	0.05	<b>0.25</b>		
1.6 Enhance the availability and access to affordable housing finance for all income groups	1. Establish the legal framework for Housing Finance		MLHUD, Ministry of Justice	0.072	0.072	0.2	0.02	0.3	<b>0.664</b>		
	2. Promote community based savings groups for housing development.		MLHUD/DH	0.1	0.05	0.05	0.5	0.5	<b>1.2</b>		
			MLHUD/DH	0.15	0.15	0.15	0.15	0.15	<b>0.75</b>		
	3. Mobilize stakeholders to create a housing provident Fund where workers make regular savings for them to build personal houses		MLHUD/DH	0.5	0.3	0.3	-	-	<b>1.1</b>		
				0.1	3.0	3.0	3.0	3.0	<b>12.1</b>		
			MLHUD/DH	0.04	0.18	0.18	0.18	0.18	<b>0.76</b>		
			MLHUD/DH	0.015	-	-	-	-	<b>0.015</b>		
			MLHUD/DH	0.02	0.02	0.02	-	-	<b>0.06</b>		

Strategic Investment Area	Strategies	Major Target/ Milestone	Responsible Institution	Cost Estimates (Ushs. Bn)					Cost Estimates	Source	
				2015/16	2016/17	2017/18	2018/19	2019/20		External	GOU
	4. Engage pension houses/schemes to invest in the housing industry		MLHUD/DH	0.05	0.12	0.12	-	-	<b>0.29</b>		
	5. Develop mortgage packages that are suitable and affordable for the low and middle income earners.		MLHUD/DH	0.12	0.15	0.15	0.15	0.15	<b>0.72</b>		
			MLHUD/DH	0.02	0.02	0.02	-	-	<b>0.06</b>		
			MLHUD/DH	0.02	0.05	0.02	0.02	0.02	<b>0.13</b>		
			MoGY&L, MLHUD	2.0	2.0	2.0	2.0	2.0	<b>10</b>		
	6. Carry out poverty alleviation programs to increase household income		MoGY&, MLHUD	0.04	0.05	0.05	0.05	0.05	<b>0.24</b>		
	7. Capitalise Mortgage Banks		MLHUD/MoFPED	0.05	0.05	0.05	0.05	0.05	<b>0.25</b>		X
	8. Establish a housing revolving fund		MLHUD/MoFPED	0.03	0.02	0.02	0.02	0.02	<b>0.11</b>		
	9. Establish a mortgage liquidity facility for Uganda		MLHUD/MoFPED	0.04	0.034	0.034	0.034	0.034	<b>0.176</b>	X	
1.7 Provide affordable Housing Programs for low income, slum and other informal settlements	1. Implement the slum upgrading, sensitization and prevention strategy		MLHUD/DH	10.0	20.0	30.0	30.0	30.0	<b>120</b>		
	2. Provide incentives to investors e.g. tax waivers, tax holidays		MLHUD/MoFPED	.0001	.0001	.0001	.0001	.0001	<b>.0005</b>		
	2. Development of mass affordable housing schemes		MLHUD/DH	0.3	0.215	0.215	0.215	0.215	<b>1.16</b>		
1.8 Promote the Development of rental housing	1. Develop a legal and institutional framework for the rental housing market.		MLHUD/DH	0.05	0.03	0.3	0.05	0.15	<b>0.58</b>		
	2. Develop and Implement a national rental housing program		MLHUD/DH	0.2	0.3	-	-	-	<b>0.5</b>		
			MLHUD/DH	0.3	0.2	0.2	0.12	0.12	<b>0.94</b>		
			MLHUD/DH	0.1	0.1	0.1	0.1	0.1	<b>0.5</b>		
	3. Provide incentives to the private sector so as to engage in rental housing development.		MLHUD/DH	-	0.1	0.1	0.1	0.1	<b>0.4</b>		
			MLHUD/DH	0.026	0.026	0.026	-	-	<b>0.078</b>		
1.9 Develop	1. Promote employer housing.		MLHUD/DH	0.05	0.02	0.02	0.02	0.02	<b>0.13</b>		

Strategic Investment Area	Strategies	Major Target/ Milestone	Responsible Institution	Cost Estimates (Ushs. Bn)					Cost Estimates	Source	
				2015/16	2016/17	2017/18	2018/19	2019/20		External	GOU
institutional housing programmes			H								
			MLHUD/DH	0.072	0.032	0.032	0.032	0.032	<b>0.2</b>		
			MLHUD/DH	0.1	0.05	0.05	0.05	0.05	<b>0.3</b>		
			MLHUD/DH	0.3	0.144	0.144	0.144	0.144	<b>0.876</b>		
			MLHUD/DH	0.112	2.0	2.0	2.0	2.0	<b>8.112</b>		
	2. Construction of institutional houses for Health workers, Teachers, the Army, Police and Prison staff		MLHUD/DH	0.02	0.05	0.05	0.05	0.05	<b>0.22</b>		
1.10 Developing Housing for Vulnerable groups	1. Promote the right to access adequate housing for the vulnerable.		MLHUD/DH	0.05	0.05	0.05	0.05	0.05	<b>0.25</b>		
	2. Promote construction of accessible buildings to vulnerable people e.g. people with disabilities and elderly		MHLUD/DH	0.05	0.05	0.05	0.05	0.05	<b>0.25</b>		
	3. Sensitize professionals involved in the housing delivery to appreciate the special needs of vulnerable people when designing housing projects and program		MLHUD/DH	0.072	0.072	0.072	0.072	0.072	<b>0.36</b>		
1.11 Promote the formation and development of Housing Co-operatives as a Vehicle for delivering affordable houses	1. Conduct public awareness campaigns on the importance of Housing Cooperatives		MLHUD, Housing Union (Ug Co-op Alliance)	0.05	0.1	0.1	0.1	0.1	<b>0.45</b>		
			MLHUD/DH	-	0.15	0.15	0.15	0.15	<b>0.6</b>		
	2. Support the development of housing co-operatives		MLHUD/DH	0.08	0.3	0.3	0.3	0.3	<b>1.28</b>		
	3. Strengthen the National Housing Cooperative Union		MLHUD, MoTI, UCA, SIDA, MoH & MoES								
1.12 Develop the regulation framework for the management of	1. Develop and implement a legal, regulatory and institutional framework for the real estate industry.		MLHUD/DH	0.2	0.03	0.3	0.3	0.05	<b>0.88</b>		
			MLHUD/DH	0.2	0.2	0.2	0.15	0.05	<b>0.8</b>		

Strategic Investment Area	Strategies	Major Target/ Milestone	Responsible Institution	Cost Estimates (Ushs. Bn)					Cost Estimates	Source	
				2015/ 16	2016/ 17	2017/ 18	2018/ 19	2019/ 20		External	GOU
Real Estate Development in the country			H								
			MLHUD/DH	0.05	0.2	0.15	0.05	0.05	<b>0.5</b>		
			MLHUD/DH	-	0.05	0.05	0.05	0.05	<b>0.2</b>		
	2. Develop and implement structural and detailed physical planning standards to guide Real Estates Development.		MLHUD/DH	0.05	0.05	0.05	0.05	0.05	<b>0.25</b>		
	3. Design and implement a capacity development program for the Real Estates Industry.		MLHUD/DH	0.05	0.05	0.05	0.5	0.5	<b>1.15</b>		
	4. Design and implement public awareness and civic education campaigns on Real Estate Industry.		MLHUD/DH	0.15	0.15	0.15	0.15	0.15	<b>0.75</b>		
	5. Develop and implement appropriate standards and guidelines		MLHUD/DH	0.3	0.05	0.05	0.05	0.05	<b>0.5</b>		
	6. Develop an inventory for Real estate actors in the country		MLHUD/DH	0.3	0.15	0.05	0.05	0.05	<b>0.6</b>		
1.13 Promote Quality and sustainability of settlement patterns of rural housing.	1. Promote and sensitize the population on planned settlement, appropriate technologies and building materials, basic infrastructure services		MLHUD/DH	0.375	0.375	0.375	0.375	0.375	<b>1.875</b>		
			MLHUD/DH	1.05	1.05	1.05	1.05	1.05	<b>5.25</b>		
			MLHUD/DH	3.0	3.0	3.0	3.0	3.0	<b>15.0</b>		
1.14 Development and popularization of planning, housing and building standards	Develop and disseminate housing standards		MLHUD/DH	0.127	0.275	0.144	0.144	0.144	<b>0.834</b>		
1.15 Strengthen the Housing directorate institutional structures for the effective implementation of its mandate	1. Conduct Capacity Assessment of the directorate of housing		MLHUD/DH	0.1	0.12	-	-	-	<b>0.22</b>		
			MLHUD/DH	0.1	0.2	0.2	-	-	<b>0.5</b>		
			MLHUD/DH	-	0.3	0.3	0.3	0.1	<b>1.0</b>		
	2. Enhance multi- sectoral and stake holder collaboration to address housing delivery services.		MLHUD/DH	0.02	0.02	-	-	-	<b>0.04</b>		
			MLHUD/DH	0.02	0.02	0.02	0.02	0.02	<b>0.1</b>		

Strategic Investment Area	Strategies	Major Target/ Milestone	Responsible Institution	Cost Estimates (Ushs. Bn)					Cost Estimates	Source	
				2015/16	2016/17	2017/18	2018/19	2019/20		External	GOU
1.16 Strengthening Policy Implementation, Monitoring & Evaluation in Housing subsector	1. Launch implementation and monitoring plan for the Housing Policy		MLHUD/DH	0.35	0.1	0.1	-	-	<b>0.55</b>		
	2. Increase awareness on housing policy issues.		MLHUD/DH	0.095	0.095	0.095	0.095	0.095	<b>0.475</b>		
			MLHUD/DH	0.075	0.075	0.075	0.075	0.075	<b>0.375</b>		
			MLHUD/DH	0.15	0.15	0.15	0.15	0.15	<b>0.75</b>		
			MLHUD/DH	0.075	0.075	0.075	0.075	0.075	<b>0.375</b>		
			MLHUD/DH	0.05	0.05	0.05	0.05	0.05	<b>0.25</b>		
	3. Develop a Monitoring, Evaluation and review framework for the National Housing Policy		MLHUD/DH	0.15	-	-	-	-	<b>0.15</b>		
			MLHUD/DH	0.1	0.1	0.1	0.1	0.1	<b>0.5</b>		
			MLHUD/DH	0.15	0.15	0.15	0.15	0.15	<b>0.75</b>		
			MLHUD/DH	0.1	0.1	0.1	0.1	0.1	<b>0.5</b>		
			MLHUD/DH	0.08	0.08	0.08	0.08	0.08	<b>0.4</b>		

**TABLE A6: Investment Opportunities for Enhancing Physical Development Planning (FY 2015/16 – 2019/20)**

Strategic Investment Area	Strategies	Major Target/Milestone	Responsible Institution	Cost Estimates (Ushs. Bn)					Cost Estimates	Source	
				2015/16	2016/17	2017/18	2018/19	2019/20		External	GOU
3.1.1 Review and re-establish the regulatory and Institutional framework for physical development planning and regulation in the country	i) Review, re-engineer and harmonise the current legal framework that consists of the Local Government Act Cap 243, Land Act Cap 227, National Environment Act Cap 153, and Physical Planning Act 2010 KCCA Act, the Public Health Act, to facilitate attainment of efficient and effective physical Planning.	revised PP Bill submitted for Enactment	MLHUD and PPD	1.1	1.1				<b>2.2</b>	2.2 (CEDP)	
		Integrated Planning Framework adopted	MLHUD & PPD, NPA, MoLG, MOFEP	0.5	0.5	-	-	-			<b>1.0</b>
	ii) Develop, review and harmonise the existing physical planning sectoral policies to address the emerging physical planning issues and constraints.	Baselines established	MLHUD & PPD	0.7	-	-	-	-	<b>0.7</b>	.7 (CEDP)	
		NLUP Implementation Framework being used to plan activities of DPP and MLHUD Strategy	MLHUD & PPD and other MDAs	0.5	0.5	0.5	0.5	0.5	<b>2.5</b>		2.5
3.1.2 Promote Integrated Development Planning	i) Develop and implement a National Physical Development Plan (NPDP) for all cities, municipalities, town councils and town boards	NPDP Approved	DPPUD	2.8	3.15				<b>5.950</b>	5.95 (CEDP)	
	ii) Integrate physical infrastructure planning (i.e. roads, transportation, & service lines) into the overall national and regional physical development planning schemes	Coordination System for National Projects agreed by partners		0.2	0.2	0.2			<b>0.6</b>		0.6
		Integrated Planning procedures Agreed by partners.  Use for NDP3 and LG Plans	PPD, NPA, MoLG MoFEP	0.2	0.2	0.2	0.2	0.2			1.0

Strategic Investment Area	Strategies	Major Target/Milestone	Responsible Institution	Cost Estimates (Ushs. Bn)					Cost Estimates	Source	
				2015/16	2016/17	2017/18	2018/19	2019/20		External	GOU
	iii) Preparation and implementation of Physical Development Plans for national and regional growth conurbations and other Special Planning Areas as defined by NDP;  Gazette all physical development plans for national, regional, and special planning areas	One sub-regional growth corridor Master plan finalised per year	DPPUD	2.0	2.0	2.0	2.0	2.0	10.0		10.0
		4 Regional PDPs and 14 PDPs for Albertine Region Growth Centres in place	DPPUD	6.0	6.0	6.0	6.0	-	24.0		24.0
		Strategic Investment Plans to guide Public and Private Investment in place	MLHUD			0.5	0.5		1.0		1.0
	iv) Programme of Preparing plans for unplanned areas of Uganda; Prepare Rapid Physical Planning Appraisals for 55 Districts, 550 Sub Counties and 2000 parishes	Average of 18 Districts, 180 Sub Counties and 630 Parish RAPPAs per year for 2016-19	DPP, DSM, LARC	RAPA 2.1 7.0	RAP A 2.1 4.5	RAP A 2.1 4.5	4.5	4.5	RAPA 6.3 25.0	RAPPA 6.3 (cedp)	25.0
	v) Prepare physical development plans for Toro Tourist Region, Buvuma Island, Karuma Satellite City, and four regional cities (Gulu, Mbale, Mbarara, and Jinja).	PDPs for these key development locations approved	DPPUD & respective LGs	2	4	2	2		10		
		All prepared plans well known to all stakeholders and being implemented	DPPUD		0.2	0.3	0.5		1.0		1.0
	vi) SPOs to be posted to all MZOs for checking Applications for registration of titles	All land registrations being checked by PPOs	MoLHUD, NLIC, SMD, LGs	X	x	x	x	x			X (recurrent)
	vi) Prepare guidelines for the preparation and use of landscape plans for urban areas	All urban areas to adopt Land scape planning	DPPUD	0.2	0.2	0.2	0.2	0.2	1.0		
3.1.3 Support the Spatial Planning Function at both	1. Retool the Directorate of PP&UD to be able to train, set up, support,			2.5	2.5	2.0	2.0	-	9.0		

Strategic Investment Area	Strategies	Major Target/Milestone	Responsible Institution	Cost Estimates (Ushs. Bn)					Cost Estimates	Source	
				2015/16	2016/17	2017/18	2018/19	2019/20		External	GOU
the National and Local Levels to deliver effective Spatial Planning Services	supervise and monitor plan preparation & implementation at the Local Government level										
	2. Setup a PPUMIS in the Directorate of PPUD linked to all Districts										
	3. Establish a Fund for Physical planning Conditional Grants for Local Governments	Incl in Baseline System and Inst and Legal Review (CEDP)	MOLG, LGFC, MLHUD	0.2	0.2				<b>0.4</b>		0.4
	4. MFPED to setup the LG Physical Planning Conditional Fund	LGs funded to prepare & Implement PDPs	MFPED; MLHUD; MOLG				112.8	130	<b>243</b>		243
3.1.4 Support Rural settlement planning and land re-adjustment to create nucleated settlements and increase the size of agriculture parcels to ease mechanization	1. Formulate Guidelines for Rural Settlement Planning, Land Sharing and Adjustment, and Rural Development Cooperatives	Guidelines for Rural Settlement Planning, Land Sharing and Adjustment, and Rural Development Cooperatives	MOLG, MAAIF, MLHUD	0.2					<b>0.2</b>		
	2. Prepare a Model Rural Settlement and Land Adjustment Plan for one selected Sub county.	Rural Settlement and Land Adjustment Plans prepared	MLHUD; MoLG; MFPED; MoAAIF		0.1	0.3	0.4	0.5	<b>1.3</b>		
3.1.5 Enforce compliance to physical planning standards, regulations and guidelines under the freehold tenure	i) Formulate appropriate conditional covenants and exercise regulatory power for compliance with Physical Planning standards, regulations, and guidelines for orderly development.										
3.1.6 Promote Research and Development to inform evidence based policy making, planning and Implementation in the Physical Planning sub-program	Conduct Research on agreed issues and disseminate results in the following Areas;			0.3	0.15	0.3	0.15	0.3	<b>1.2</b>		1.2

**TABLE A7: Investment Opportunities for Enhancing Urban Development (2015/16 – 2019/20)**

Strategic Investment Area	Strategies	Major Target/ Milestone	Responsible Institution	Cost Estimates (Ushs. Bn)					Cost Estimates	Source	
				2015/16	2016/17	2017/18	2018/19	2019/20		External	GOU
3.3.1 Develop, review, harmonise and implement the policy and legal framework for Urban Development	i) Review the existing sectoral policies and legal framework on urban development to address emerging urban development issues.	Law for UD and management		0.12	0.10	0.15	0.05	0.05	<b>0.42</b>	X	X
	ii) Review and establish an integrated and harmonized institutional framework for effective management of the urban sector.			-	0.58	0.18	0.12	0.12	<b>1</b>	X	X
	iii) Review the Institutional framework for the urban sector to facilitate institutionalization of Urban Development Forums for effective stakeholder participation and engagement.			0.05	0.15	0.075	0.075	0.25	<b>0.6</b>		X
3.3.2 Review the Criterion for the Creation of new Urban and Upgrading the existing Urban Areas	i) Review the existing parameters for declaration and upgrading of urban areas based on the NUP guidelines			0.12	0.12	0.12	0.03	0.13	<b>0.52</b>		X
	ii) Create regional and strategic cities for balanced and sustainable urban development			0.28	0.3	0.3	0.3	0.3	<b>1.18</b>	X	X
	iii) Conduct a study with a view of identifying untapped revenue sources for urban authorities.			-	0.15	-	-	-	<b>0.15</b>		X
3.3.3 Create a conducive environment for investment in urban areas	i. Promote investment and employment centres such as; zones for high-technology firms / industries, export processing / free-trade zones, and zones for small, medium and micro-enterprises			0.36	0.1	0.1	0.1	0.1	<b>0.76</b>	X	
	ii. Provide incentives for innovation and creativity;			0.36	0.05	0.05	-	-	<b>0.46</b>	X	
	iii. Create business incubation centres to propel urban economic growth, skills transfer and employment creation			10.3	0.5	0.5	0.5	0.5	<b>11.8</b>	X	X
3.3.4 Support Urban Centres to create urban image & town identity harmonious with the local function, comparative identity, and culture that best represents a particular urban area;	(i) Develop the national, urban design, beautification, and greening policy for Uganda			0.25	0.02	0.02	0.1	0.1	<b>0.49</b>		X
	(ii) Review guidelines and standards pertaining to the provision of open space and recreation areas			0.2	0.2	0.2	0.2	0.2	<b>1.0</b>		X
	(iii) Develop and implement the National Landscaping and Beautification guidelines			0.15	0.15	0.15	0.15	0.15	<b>0.75</b>		X
	(iv) Promotion of Urban Tourism and Cultural Heritage			0.25	0.25	0.25	0.5	0.5	<b>1.75</b>		X

Strategic Investment Area	Strategies	Major Target/ Milestone	Responsible Institution	Cost Estimates (Ushs. Bn)					Cost Estimates	Source	
				2015/16	2016/17	2017/18	2018/19	2019/20		External	GOU
3.3.5 Develop an urban redevelopment, renewal and revitalization strategy	i) Review the legal framework to cater for urban renewal and redevelopment.			-	0.05	0.25	0.15	0.12	<b>0.57</b>		X
	ii) Development of the National Urban Renewal and Regeneration Policy			-	0.12	-	-	-	<b>0.12</b>		X
3.3.6 Support the Development and implementation of an integrated urban infrastructure and services framework	i) Establishing mechanisms to enable urban dwellers access basic infrastructure and services			0.5	-	-	-	-	<b>0.5</b>	X	
	ii) Building capacity of urban authorities to manage infrastructure and utility services in their jurisdiction			0.12	0.15	0.15	0.15	0.15	<b>0.72</b>	X	
	iii) Establishing public awareness programmes to uplift and promote the culture of proper maintenance and care of public property.			0.2	0.1	0.1	0.1	0.1	<b>0.6</b>	X	
3.3.7 Implement the National Urban Solid Waste Management Policy	i) Develop the National Urban Sanitation Policy for Uganda			0.15	0.10	0.05	0.15	0.15	<b>0.6</b>		X
	ii) Implement the National Urban Solid Waste Management Policy										
3.3.8 Improve the transport and traffic infrastructure in urban areas	i) Formulate the National Urban Public Transport and Management Policy			-	0.2	0.15	0.12	0.05	<b>0.52</b>		X
	ii) Integration of transport and spatial planning			-	0.1	0.08	0.08	-	<b>0.26</b>		X
	iii) Carry out a study to prepare National Urban service delivery standards for Uganda			1.0	0.5	0.5	0.5	0.5	<b>3.0</b>		
3.3.9 Support the supply of adequate and affordable social services and amenities in urban areas	Undertake slum profiling, enumeration and mapping to understand the urban needs for appropriate interventions			-	0.15	0.15	0.1	0.1	<b>0.5</b>		X
3.3.10 Developing a detailed Implementation Action Plan & a Monitoring, Evaluation and Review Framework for the Effective Implementation of the National Urban Policy	i) Establish a multi stakeholder working group to coordinate the development of a detailed action plan for the implementation of the NUP										
	ii) Establish a multi stakeholder working group to coordinate the development of an M&E framework to monitor & evaluate the implementation of the NUP										
	iii) Engage the consultant to develop a detailed action plan for the implementation of the NUP			0.2	-	-	-	-	<b>0.2</b>		X
	iv) Engage the consultant to develop an M&E framework for the NUP			0.2	0.15	0.15	0.15	0.15	<b>0.8</b>		X

**TABLE A8: Investment Opportunities for Promoting Compliance to Land Use Regulation and Management Framework (2015/16 – 2019/20)**

Strategic Investment Area	Strategies	Major Target/Milestone	Responsible Institution	Cost Estimates (Ushs. Bn)					Cost Estimates	Source	
				2015/16	2016/17	2017/18	2018/19	2019/20		External	GOU
1.1 Facilitate Land Use Regulation & Land Development	(i) Support central government agencies and local governments to adopt and enforce standardized land use planning and land development practices for orderly development		MoLG, MoLHUD, NEMA, MoEMD	0.6	0.6	0.4	0.4	0.4	<b>2.4</b>	X	X
	(ii) Strengthen community level institutions for effective management of land development and land use regulation		MoLHUD/LURC	0.125	0.125	0.125	0.125	0.125	<b>0.625</b>	X	X
	(iii) Apply land use planning and fiscal instruments to ensure land use and land development.		MoLHUD/LURC	0.1	0.1	0.1	-	-	<b>0.3</b>	X	
	(iv) Carry out a periodic land audit to determine the land needs of all productive sectors at least once every 10 years to support the attainment of national development goals		MoLHUD,	-	-	0.25	-	-	<b>0.25</b>		
1.2 Enforce the power of public regulation of land use, in the interest of socio-economic welfare development	(i) Harmonize the application of the power of public regulation of land use by the Central Government and Local Governments in a set of prescribed guidelines		MoLHUD	0.1	0.1	0.1	0.1	0.1	<b>0.5</b>	X	
	(ii) Ensure that the use of police power by state agencies takes into account sectoral policies and laws on land use, the environment and natural resources										
	(iii) Review existing policies and legislation on land use planning and public regulation to conform with the provisions of this policy			MoLHUD	0.15	0.15	-	-	<b>0.3</b>		Nil
	(iv) Educate the public on the need for public regulation of land use and overall goals and merits of public regulation			MoLHUD	0.413	0.413	0.413	0.413	<b>2.065</b>	X	X
1.3 Ensure optimal Use and Sustainable management of Land	(v) Ensure compliance with the laws and regulations for land use, both in urban and rural areas through incentives and rewards as well as sanctions and penalties.		MoLHUD	-	-	0.08	0.04	0.04	<b>0.16</b>		X
	(i) Provide capacity, through training, to enable land management agents to function efficiently		MoLHUD	0.15	0.15	0.15	0.15	0.15	<b>0.75</b>		
	(iii) Conduct land auditing at local government and community levels to monitor and enforce the implementation of land use standards		MoLHUD	0.15	0.35	-	0.2	-	<b>0.7</b>	X	X
	(iv) Strengthen and reform institutions for effective		MoLHUD	0.08	-	-	-	-	<b>0.08</b>	X	

Strategic Investment Area	Strategies	Major Target/Milestone	Responsible Institution	Cost Estimates (Ushs. Bn)					Cost Estimates	Source	
				2015/16	2016/17	2017/18	2018/19	2019/20		External	GOU
Resources	and efficient land use and land management		MLHUD	0.125	0.125	0.125	0.125	0.125	<b>0.625</b>	X	
				0.15	0.15	0.15	0.15	0.15	<b>0.75</b>	X	
	(v) Develop and enforce adequate land use standards			-	0.08	0.08	0.08	0.04	<b>0.28</b>		
1.4 Ensure that land is planned, used and managed for the benefit of the present and future generations	(i) Prepare a medium to long-term national land use framework for Uganda, setting out broad land use expectations and strategies for land use management and land development		MLHUD	-	0.22	0.05	0.15	0.02	<b>0.44</b>	X	
	(ii) Monitor growth of rural settlements with a view to providing infrastructure and services		MoLHUD	0.2	0.2	0.2	0.2	0.2	<b>0.8</b>	X	
	(iii) Continuously monitor and evaluate the effects of public regulation on land sector development		MoLHUD	0.25	0.25	0.25	0.25	0.25	<b>1.25</b>	X	
	(iv) Enact a law to provide a framework for metropolitan planning.		MLHUD/KCCA	-	0.05	0.05	0.05	0.05	<b>0.2</b>		
1.5 Support well-organised human settlement development	i) Facilitate the consolidation and re-adjustment of land parcels for optimal use										
	v) Promote nucleated settlements in rural areas to free land for large scale commercial farming			44.8	44.8	44.8	44.8	44.8	<b>224</b>	7.0	

**TABLE A9: Investment Opportunities in the Administration of Government Land (2015/16 – 2019/20)**

Strategic Investment Area	Strategies	Major Target/ Milestone	Responsible Institution	Cost Estimates (Ushs. Bn)					Cost Estimates	Source	
				2015/16	2016/17	2017 /18	2018 /19	2019/20		External	GoU
1.1 Strengthening Governance and Policy	1.1.1 Ensuring the approval of the ULC Bill i.e. Facilitate the approval of the ULC Bill by Cabinet & Parliament		ULC, MLHUD	0.06	-				0.06		X
	Operationalize the approved ULC Structure		ULC, MLHUD	0.1	0.1				0.2		X
	ULC Bill & Land Fund Regulation Guidelines published, printed & disseminated		ULC	0.075	0.075				0.15		X
	1.1.2 Incorporate the governance structures & authority of the ULC in bylaws, policies and procedures		ULC	-	0.06				0.06		X
1.2 Development & Operationalisation of Comprehensive Database (Inventory) for Government Land and Property	1.2.1 Identify, compile, update & manage an inventory of all government land and developments therein		ULC	2.0	2.0	2.0	2.0	2.0	10.0		X
	1.2.2 Regular monitoring of the use of, & developments on government land i.e. - - Conduct investigations & handle litigations arising out of disputes over government land;		ULC	0.2	0.3	0.3	0.3	0.3	1.4		X
	- Creation of filing systems & the file retrieval processes which incorporate security measures that limit access; - Effecting the capacity of storage at an infrastructural level, including secure storage cabinets & actual physical space; - Backing up copies of archived documentation through scanning & digitisation of the archiving process.		ULC, MLHUD	-	0.25	0.25	0.25	0.25	1.0		X
1.3 Strengthening leadership & Management Capacity for provision of quality services	1.3.1 Strengthening leadership & Management capacity for the provision of Quality Services by Adoption of the proposed HR Structure		ULC	0.3	0.614				0.914		X
	1.3.2 Introduce measures to improve the working conditions, and remunerations of the staff		ULC	-	0.175	0.614	0.614	0.614	2.631		X
	1.3.3 Scale up education and training of ULC Staff		ULC	-	0.175	0.175	0.175	0.175	0.7		X
	1.3.4 Strengthen the Monitoring & Evaluation Capacities		ULC (Administrator – ULC (M&E Personnel)		0.12	0.12	0.12	0.12	0.48		X
	1.3.5 Mainstream Gender in the Human resource management i.e. - Foster institutional change for the empowerment of both women and men through equal participation in decision making at ULC		ULC	0.25	0.09	0.09	0.09	0.09	0.61		X
1.4 Implement an Integrated	1.4.1 Development of a Corporate Identity for the Uganda Land Commission i.e. Developing a branding manual, including logo & tagline;		ULC	-	0.07				0.07		X

Strategic Investment Area	Strategies	Major Target/ Milestone	Responsible Institution	Cost Estimates (Ushs. Bn)					Cost Estimates	Source	
				2015/16	2016/17	2017 /18	2018 /19	2019/20		External	GoU
Communication Plan	- Developing a media plan (defining message platforms) and content; - Identification of stakeholders to be targeted by the Communication Campaign		ULC	-	0.45	0.25	0.25	0.25	1.2		X
	Knowledge management & Information sharing modalities developed		ULC		0.052	0.052	0.052	0.052	0.208		X
1.5 Titling and Securing all government Land	- Inventorying government land & property & taking the inventoried land and properties through titling modalities - Maintaining the server capacity at the ULC to ensure archiving & retrieval processes for titling; - Updating databases for titling of government properties; - Training staff in the use of titling data systems, & ensuring technical familiarity with the ULC		ULC	0.25	4.0	4.0	4.0	4.0	16.25		X
			ULC	0.05	0.05	0.05	0.05	0.05	0.25		X
	1.5.2 Manage & ensure safe custody of titles for lands vested in or acquired by government		ULC	0.075	0.075	0.075	0.075	0.075	0.375		X
	1.5.3 Government Land Acquisition		ULC	13.2	13.2	13.2	13.2	13.2	66.0		X
			ULC	1.08	1.08	1.08	1.08	1.08	5.4		X
			ULC	1.62	1.62	1.62	1.62	1.62	8.1		X
			ULC	6.3	6.3	6.3	6.3	6.3	31.5		X
1.6 Land Fund Management	1.6.1 Align internal guidelines & regulations for the management of the Land Fund to the Land Act, 1998, Cap 227 & with the new ULC Bill		ULC	-	0.3	0.04	0.04	0.04	0.42		X
	1.6.2 Establish the institutional structure of the Land Fund		ULC	-	0.03	-	-	-	0.03		X
			ULC	-	0.15	0.1	0.1		0.35		X
	1.6.3 Administer the Land Fund Loan Scheme Annually to enable bonafide occupants to survey & acquire certificates of titles		ULC	-	352.0	352.0	352.0	352.0	1408.0		X
	1.6.4 Develop & effect a rollout plan/schedule for Land Fund activities throughout the affected areas of Mbale and Kibaale districts		ULC	-	-	31.0	31.0	31.0	93.0		X
	1.6.5 Litigate on Land Conflicts to allow bonafide occupants acquire land titles		ULC	-	0.05	0.05	0.05	0.05	0.2		X
1.7 Broadening the ULC Resource base	1.7.1 Optimize the current & future physical infrastructure needs		ULC	0.348	6.0	30.0	0.7	0.7	37.748		X
	1.7.2 Maximize own resource revenue		ULC	-	0.25	0.25	0.25	0.25	1.0		X
	1.7.3 Development of a business plan for the ULC		ULC	0.05	0.075	0.075	0.075	0.075	0.35		X
	1.7.4 Development of a deliberate Comprehensive Networking Strategy within ULC		ULC	-	0.15	0.15	0.15	0.15	0.6		X

**TABLE A10: Strategic Investment Priorities for Support Services (Finance and Administration) – FY 2015/16 – 2019/20**

Strategic Investment Area	Strategies	Annual Budgets US\$ Bns					Strategic Milestone/Targets	Resp Institution	Cost Estimates UGX. Bns	Source (UGX. Bns)	
		Y1	Y2	Y3	Y4	Y5				External	GoU
1.1 Contribute to LHUD sectoral policies that are evidence based and are in line with the overall national goals, regional and international priorities	i) Promote the use of Regulatory Best Practices	0.04	0.04	0.04	0.04	0.04	5 Best Practices adapted	F&A	0.2		X
		0.05	0.05	0.05	0.06	0.06	21 staff sensitized.	F&A	0.27		X
	ii) Develop and Participate in the policy formulation process	0.08	0.08	0.08	0.08	0.08	10 policy studies	F&A	0.4		
		0.30	0.30	0.30	0.30	0.30	10 stakeholder consultations		1.5		
		0.10	0.10	0.10	0.10	0.10	10 policy documents		0.5		
1.2 Ensure efficiency and effectiveness in the implementation of Government programs and projects	i) Strengthen compliance with laws, regulations, standards and guidelines. Strengthen the internal audit function.	0.05	0.03	0.02	0.015	0.01	5 Laws/Manuals availed to staff	F & A	0.125		X
	ii) Strengthen internal dialogue on behavioural reforms and accountability for increased professionalism and service delivery and Promote efficient and effective use of available resources	0.05	0.05	0.05	0.05	0.05	25 staff given Professional Training	F & A	0.25		X
		0.8	0.4	0.2	-	-	Vehicles purchased and maintained	F & A	1.4		X
		0.92	0.92	0.92	0.92	0.92			4.6		
		0.4	0.4	0.4	0.4	0.4	22 field visits to MZOs per year		2.0		
		0.05	0.05	0.05	0.05	0.05		F&A	0.25		
1.3 Consolidate Sector Wide Approach to Planning (SWAP) and build capacity to coordinate planning in Lands, Housing and Urban Development	i) Coordinate the sectors human resource development programs plus implementation of the Rewards and Sanctions Schemes	0.1	-	-	0.1	-	2 TNA Report	HRM	0.2		
		0.01	0.01	0.01	0.01	0.01	5 Training plan programs	HRM	0.05		
		0.01	0.01	0.01	0.01	0.01	5 Orientation programs held		0.05		
		0.05	0.05	0.05	0.06	0.06	20 Directorates/Departmental retreats held	HRM	0.27		
		0.05	0.05	0.05	0.05	0.05	5 mgt. development program held		0.25		
		0.05	0.05	0.05	0.06	0.06	5 Customer trainings held	HRM	0.27		

Strategic Investment Area	Strategies	Annual Budgets US\$ Bns					Strategic Milestone/Targets	Resp Institution	Cost Estimates UGX. Bns	Source (UGX. Bns)	
		Y1	Y2	Y3	Y4	Y5				External	GoU
		0.08	0.08	0.08	0.08	0.08			0.4		
		0.025	0.025	0.025	0.025	0.025	5 Succession plans developed		0.125		
		0.05	0.05	0.05	0.05	0.05	All schemes of service for cadres in ministry developed	F&A	0.25		
		0.035	0.035	0.035	0.035	0.035	All departments training in Coaching and mentoring		0.175		
1.4 Improve communication and information sharing within the Ministry and with stake holders of the role and functions of the LHUD Sector	(i) Develop and Implement the IEC Strategy	0.07	0.02	0.03	0.03	0.03	Publicity Strategy	PIS	0.18	X	X
		0.08	0.01	0.02	0.02	0.02	Client Charter Document	PIS	0.15	X	X
		0.07	0.07	0.07	0.07	0.07	Improved public information Access	PIS	0.35		X
		0.12	0.13	0.15	0.16	0.18	Understood Ministry services by clients	PIS	0.74		X
		0.08	0.01	0.02	0.02	0.02	Information Access Manual	PIS	0.15	X	X
		0.12	0.13	0.14	0.16	0.18	Improved access to Ministry services	PIS	0.73	X	X
	(ii) Implement ICT Governance Systems to Ensure development and adoption of policies, standards and regulations, and Increased ICT alignment of investment towards strategic goals of the Ministry	0.01	0.01	0.02	0.03	0.04	ICT governance structures	ICT Unit	0.11	X	X
		0.06	0	0	0	0	ICT Strategy Document	ICT Unit	0.06		X
		0.01	0.01	0.02	0.03	0.05	Policies	ICT Unit	0.12	X	X
	(iii) Effective communication within the Sector and with stake holders	0.5	0.5	0.60	0.66	0.73	Reduced Expenditures on stationary	ICT Unit	2.99	X	X
		0.01	0.11	0.12	0.13	0.46	Software strategy Documents	ICT Unit	0.83		X
		0.04	0.04	0.05	0.05	0.06	Increased access & Use of Computers	ICT Unit	0.244	X	X
		0.12	0.13	0.45	0.6	0.7	consistent workflows	ICT Unit	2.0	X	X
		0.3	0.33	0.36	0.39	0.44	Real time communication across the board	ICT Unit	1.832		X

Strategic Investment Area	Strategies	Annual Budgets US\$ Bns					Strategic Milestone/Targets	Resp Institution	Cost Estimates UGX. Bns	Source (UGX. Bns)	
		Y1	Y2	Y3	Y4	Y5				External	GoU
		0.04	0.04	0.05	0.05	0.05	Timely communications	ICT Unit	0.24		X
		0.03	0.03	0.04	0.04	0.04	Reduced communication costs	ICT Unit	0.183	X	X
		0.06	0.07	0.07	0.08	0.09	Effective service delivery	ICT Unit	0.37	X	X
		0.5	0.55	0.6	0.66	0.73	Enhanced Data security	ICT Unit	3.053	X	X
		1.2	1.32	1.45	1.59	1.76	Security of Government Installations	ICT Unit	7.326	X	X
	(iv) Ensure and ICT proficient work force	0.06	0.07	0.07	0.08	0.09	Productive workforce	ICT Unit	0.37		X
	(v) Develop records management guidelines	2	1.2	1	1	1	Functional system in place	F&A	6.200	X	X
1.5 Ensure an effective and efficient workforce	i) Implement Public Service Rules, Regulations, Circular Standing Instructions, and Reforms	0.01	0.01	0.01	0.01	0.01	To reach 800 staff	F&A	0.05		
		0.01	0.01	0.01	0.01	0.01	To reach 800 staff	F&A	0.05		
	ii) Develop a Human Resource Management Strategy	0.05	0.05	0.05	0.05	0.05	To fill 100% of the structure	F&A	0.25		
		0.001	0.001	0.001	0.001	0.001	Recruitment and retirement plans available	F&A	0.005		
		0.001	0.001	0.001	0.001	0.001	Balance retirement and recruitment	F&A	0.005		
		0.001	0.001	0.001	0.001	0.001			0.005		
		0.002	0.002	0.002	0.002	0.002	To have the strategy in place and implement		0.01		
		0.15	0.005	0.005	0.005	0.005	System in place		0.17		
		0.15	0.005	0.005	0.005	0.005	To track time and attendance of all staff		0.17		
		0.03	0.005	0.005	0.005	0.005	Compliance with service delivery standards		0.05		
		0.05	0.05	0.05	0.05	0.05	System in place		0.25		

Strategic Investment Area	Strategies	Annual Budgets US\$ Bns					Strategic Milestone/Targets	Resp Institution	Cost Estimates UGX. Bns	Source (UGX. Bns)	
		Y1	Y2	Y3	Y4	Y5				External	GoU
	iii) Establish Staff Welfare Programmes	0.005	0.001	0.001	0.001	0.001	SACCO in place	F&A	0.009		
		1.2	1.2	1.2	1.2	1.2			6		
		0.025	0.025	0.025	0.025	0.025	Pay by 28 <sup>th</sup> of every month	F&A	0.125		
		0.05	0.05	0.05	0.05	0.05	Staff meeting conducted	F&A	0.25		
	iv) Develop records management guidelines	0.02	0.05	0.02	0.01	0.01	Functional system in place	F&A	0.11		
1.6 Ensure Efficient and Effective Supply Chain Management in Urban Centers.	Develop a Supply Chain Management Strategy for Urban Centres	0.4	0.7	0.7	0.7	0.5	Research reports	PDU	3.00	X	X
		4	4	4	4	4	Location Based Services Infrastructure	PDU	20	X	X
		0.5	0.5	0.5	0.5	0.5	Research reports	PDU	2.50	X	X
		0.1	0.1	0.1	0.1	0.1	CB of Personnel and Professionals done	PDU	0.50	X	X
		0.16	0.16	0.16	0.16	0.16	LBS consents to developers	PDU	0.80	X	X
		0.1	0.1	0.1	0.1	0.1	Land use plans	PDU/DPP	0.50	X	
		0.2	0.2	0.2	0.2	0.2	Research reports	PDU	1.00	X	X
		0.5	0.5	0.5	0.5	0.5	Stake holder work shops	PDU	2.5	X	X
		0.5	0.5	0.5	0.5	0.5	Conference report List of partners	PDU	2.5	X	X

**TABLE A11: Strategic Investment Priorities for Support Services (Planning and Quality Assurance) – FY 2015/16 – 2019/20**

Strategic Investment Area	Strategies	Activities	Cost Estimates (Ushs Bn)					Milestones	Resp. Institutn	Cost Estimates	Source of funds	
			Y1	Y2	Y3	Y4	Y5				External	GoU
1.1 Enhance public expenditure management	i) Align sector plans and budgets to the macroeconomic framework and budgeting.	a. Undertaking sector economic research.	0.4	0.7	0.7	0.7	0.5	Research reports	PQAD	3.00	X	X
		b. Carryout stakeholder consultations (sector working group meetings)	0.2	0.2	0.3	0.3	0.5	SWG meeting minutes	PQAD	1.50		X
		c. Organise a joint sector performance review	0.5	0.5	0.5	0.5	0.5	Sector performance Review reports	PQAD	2.50		X
		d. Conduct integrated sub-sector planning.	0.1	0.1	0.1	0.1	0.1	Planning meeting minutes	PQAD	0.50		X
	ii) Allocative and operational efficiency in budgeting processes and execution.	a. Periodic budget performance reporting.	0.16	0.16	0.16	0.16	0.16	Copies of performance reports	PQAD	0.80		X
		b. Prioritization of sector interventions	0.1	0.1	0.1	0.1	0.1	List of sector investments	PQAD	0.50	X	
	iii) Resource mobilisation.	a. Develop and appraise project proposals	0.2	0.2	0.2	0.2	0.2	List of projects developed & appraised	PQAD	1.00		X
		b. Implementation of approved projects	5	5	5	5	5	Implementation status reports	PQAD	25.00	X	
		c. Organise development partners' conference.	0.5	0.5	0.5	0.5	0.5	Conference report List of partners	PQAD	2.50		X
		d. Develop and implement the sector Management Information System	2	0.5	0.5	0.5	0.5	MIS development status report	PQAD	4.00		X
		e. Call for and assess research papers on sub-sector issues.	0.1	0.1	0.1	0.1	0.1	List of sub sector research papers	PQAD	0.50		X
1.2 Promote efficiency and effectiveness in the implementation of Government programs	i) Developing the sector M&E Information System.	a. Designing the M&E Framework	0.8	-	-	-	-	Status report of M&E framework development	PQAD	0.80		X
		b. Formulation of the M&E Strategy	0.14	-	-	-	-	Strategy document	PQAD	0.14		X
		c. Develop and implement the M&E Information System	0.8	0.3	0.3	0.3	0.3	Implementation reports	PQAD	2.00	X	
		d. Undertake M&E on impact of sectoral policies	0.50	0.50	0.50	0.50	0.50	25 M&E exercises	PQAD	<b>2.5</b>		X
		e. Undertake routine monitoring and participate in	0.5	0.5	0.5	0.5	0.5	Monitoring reports	PQAD	2.50		X

Strategic Investment Area	Strategies	Activities	Cost Estimates (Ushs Bn)					Milestones	Resp. Institutn	Cost Estimates	Source of funds	
			Y1	Y2	Y3	Y4	Y5				External	GoU
and projects in the sector		other sectoral programmes.										
		f. Consolidate and disseminate periodic reports M& E reports	0.1	0.1	0.1	0.1	0.1	Dissemination reports	PQAD	0.50	X	
		g. Follow up on the implementation M&E findings	0.2	0.2	0.2	0.2	0.2	M&E findings implementation status report	PQAD	1.00	X	
	ii) Harmonised sector statistics.	a. Consolidate sector statistics.	0.03	0.03	0.03	0.03	0.03	Consolidated statistics report	PQAD	0.15		X
		b. Production and dissemination of the annual statistical abstract.	0.1	0.1	0.1	0.1	0.1	Record of Abstract dissemination meetings	PQAD	0.50	X	
		c. Develop and continuously update sector statistics database.	0.6	0.01	0.01	0.01	0.01	Statistics database update records	PQAD	0.64	X	
		d. Dissemination and scale up usability of statistics.	0.06	0.06	0.06	0.06	0.06	Dissemination reports User feedbacks	PQAD	0.30		X
	iii) Undertake policy research.	a. Carry out policy research	0.30	0.30	0.30	0.30	0.30	15 research studies	PQAD	1.5		
		b. Prepare, produce and publish policy reports	0.21	0.21	0.21	0.21	0.21	15 policy reports	PQAD	1.05		
		c. Write and publish policy briefs	0.15	0.15	0.15	0.15	0.15	15 policy briefs	PQAD	0.75		
		d. Disseminate research findings	0.30	0.30	0.30	0.30	0.30	15 dissemination workshops	PQAD	1.5		
	iii) Customised and harmonised sector Quality Assurance system enforced.	a. Formulate sector quality assurance standards and procedures.	0.4	-	-	-	-	Standards and Procedures document	PQAD	0.40	X	
		b. Implement sector quality assurance standards and procedures.	-	0.3	0.3	0.3	0.3	Implementation reports	PQAD	1.20	X	X
		c. Undertake sector related quality control assessments.	0.2	0.2	0.2	0.2	0.2	Quality control assessment reports	PQAD	1.00		X

**TABLE A12: Investment Opportunities for Cross Cutting Issues (FY 2015/16 - 2020/20)**

Sub-Programme	Strategic Investment Area	Strategies	Activities	Cost Estimates (Ushs. Bn)					Resp. Institution	Cost Estimates	Source of funds	
				Y1	Y2	Y3	Y4	Y5			External	GoU
1.1 Gender and Equity	1.1.1 Mainstream Gender, Equity and Equality in the Ministry of Lands, Housing and Urban Development	i) Develop a clear strategy and action plan for promoting gender equality in the sector	Develop the Ministry Gender Policy & Action Plan	0.33	0.33	-	-	-		0.66		
			d) Design and implement a Women's land rights IEC program	0.17	0.33	0.33	-	-		0.83		
		ii) Ensure adequate budget for gender equality objectives, including sufficient resources for capacity building	Lobby for the adequate budget for gender equality objectives including sufficient resources for capacity building									
		iii) Undertake public awareness campaigns on PWDs, women and children affairs in urban areas	Develop & Implement building regulations regarding provision of access for persons with disabilities (PWDs) in all building structures as well as toilet structures in schools, hospitals etc.	0.1	0.1	0.08	0.08	0.08		0.36		
		iv) Support the implementation of the National Gender Policy to address the gender inequality concerns in the LHUD Sector	a) Conduct sensitization workshops on gender mainstreaming in all land institutions in the country	0.07	0.07	0.07	0.07	0.07		0.35		
			b) Develop a clear strategy and action plan to enhance women land rights	0.33	0.33	-	-	-		0.66		
			c) Implement the strategy on enhancement of Women's access and secure land rights									
			d) Prepare and disseminate information about enhancing security of women's land right's needs following the Voluntary Guidelines on Good Governance of Tenure (VGGT)	-	0.49 5	0.49 5	0.49 5	-		1.485		
			Customize, disseminate and Implement the Gender	0.1	0	0.1	0	0		0.2		

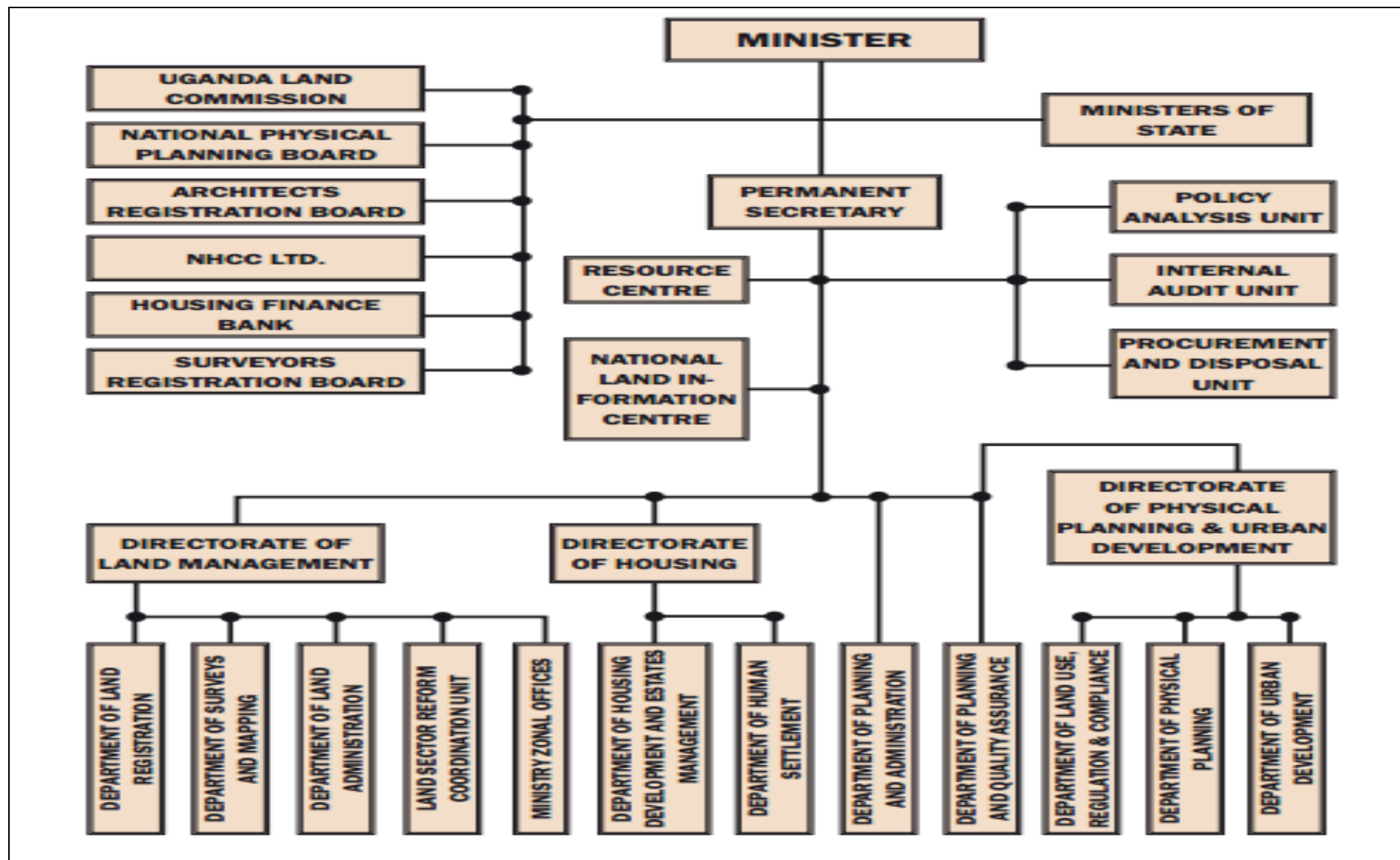
Sub-Programme	Strategic Investment Area	Strategies	Activities	Cost Estimates (Ushs. Bn)					Resp. Institution	Cost Estimates	Source of funds	
				Y1	Y2	Y3	Y4	Y5			External	GoU
			mainstreaming policy									
		v) Protecting the Land Rights of Other Vulnerable Groups, including the Internally Displaced Persons	Conduct Sensitization seminars/workshops on marginalized groups	0.05	0.05	0.05	0.05	0.05		<b>0.25</b>		
		vi) Undertake periodic M&E to assess implementation of programmes to enhance women's land access and rights	Collect gender disaggregated data particularly in the land sector and analyse it to inform policy decisions	0.264	0.264	0.264	0.264	0.264		<b>1.32</b>		
<b>1.2 HIV/AIDS</b>	1.2.1 Implement the LHUD Sector HIV/AIDS Work Place Policy	i) Conduct adequate HIV/AIDS related activities	i) Host Health awareness week ii) Disseminate IEC materials to staff	0.05	0.05	0.05	0.05	0.05		<b>0.25</b>		
			iii) Organize HIV/AIDS Sensitization workshops for the LHUD Sector Staff	0.01	0.01	0.01	0.01	0.01		<b>0.14</b>		
			iv) Collaborate with HIV/AIDS Service providers to provide outreach services to affiliated institutions such as MZOs who are at potentially at risk.									
		iii) Mainstream HIV/AIDS issues into other sector policies, plans and programs	Disseminate and Implement the HIV/AIDS work place policy Reproduction of Policy Printing of sensitization materials	0.1	0.01	0.01	0.01	0.01	F&A	<b>0.14</b>		
		iv) Provide care, treatment and support to employees and their immediate families affected by HIV/AIDS	Provide workplace HIV testing and counselling services									
<b>1.3. Environment</b>	1.3.1: To promote awareness, knowledge and attitudes of	(a) Promote "Keep your Environment Clean Campaign"	Carry out Work place environment awareness Campaigns									
		(b) Reduce the amount of waste generated and	Procure dustbins for disposal of waste and label	0.005	0.005	0.005	0.005	0.005		<b>0.025</b>		

Sub-Programme	Strategic Investment Area	Strategies	Activities	Cost Estimates (Ushs. Bn)					Resp. Institution	Cost Estimates	Source of funds	
				Y1	Y2	Y3	Y4	Y5			External	GoU
	workplace environment	promote reuse/recycling at workplace	them accordingly									
		(c) Mainstream environmental concerns in all LHUD Sector Activities		0.21 2	0.21 2	0.21 2	-	-		<b>0.636</b>		
	1.3.2: Ensure Coordination with other players on protection of Wetlands.	Have regular coordination meetings on protection of wetlands	Conduct meetings and produce inspection reports									
	1.3.4: Ensure Coordination with other players on plans and programs to mitigate and adapt to the impacts of climate change.	Have regular Coordination meetings on Mitigation of the impacts of Climate Change	Conduct meetings and produce inspection reports.									
	1.3.5 Coordinate the Sector's occupational Health and safety (OHS) related matters	i) Conduct workshops on occupational Health and safety (OHS)		0.05	0	0.05	0	0.05	F&A	<b>0.15</b>		
		ii) Enforce Health and Safety Act in the ministry workplace		0.01	0.01	0.01	0.01	0.01	F&A	<b>0.05</b>		

**TABLE A13: NEW AND ON-GOING LHUD SECTOR PROJECTS**

<b>SNo</b>	<b>CODE</b>	<b>Name of Project</b>	<b>Status</b>
1.	1255	Uganda Support to Municipal Development Project (USMID)	On-going Project
2.	1309	Municipal Development Strategy	On-going Project
3.	1244	Support to National Physical Development Planning	On-going Project
4.	1310	Albertine Region Sustainable Development Project	On-going Project
5.	1289	Competitiveness and Enterprise Development Project [CEDP]	On-going Project
6.	0989	Support to Uganda Land Commission	On-going Project
7.	1331	Support to MLHUD	On-going Project
8.	-	Community based housing disaster management project	New
9.	-	Establishment of a revolving fund for public servants	New
10.	-	Support to countrywide physical planning and plans implementation	New
11.	-	Construction of lands, housing and urban development sector home/house	New
12.	-	Demarcation of international territorial borders project	New
13.	-	Urban sector support programme (USSP) program	New
14.	-	Institutional housing project for the UPDF	New
15.	-	Support to land valuation in Uganda	New
16.	-	Systematic demarcation in Uganda project	New

**LANDS HOUSING AND URBAN DEVELOPMENT SECTOR HUMAN RESOURCE STRUCTURE**  
**FIGURE A1: MoLHUD ORGANIZATIONAL STRUCTURE**



**FIGURE A2: ULC ORGANIZATIONAL STRUCTURE**

