



MINISTRY OF LANDS, HOUSING AND URBAN DEVELOPMENT

**LANDS, HOUSING AND URBAN
DEVELOPMENT SECTOR**

STRATEGIC PLAN

2013/14 - 2017/18

***“Land Tenure Security, Sustainable Land
Management and Adequate Housing for all”***

June, 2013



THE REPUBLIC OF UGANDA

MINISTRY OF LANDS, HOUSING AND URBAN DEVELOPMENT

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FOREWORD

This strategic plan will be the corporate plan from which the various Agencies of the sector will derive their annual work plans. The annual work plans will be expected to enhance the implementation of sectoral programmes/projects and thereby realize an improved performance in service delivery over the medium term. The annual work plans will be in conformity with the priorities identified in the National Development Plan and Vision 2040.

The Sector will focus on its most critical operational areas, enhance teamwork and consensus from staff and stake holders, realize better performance and results, and increase its participation as a key player in the national economy and national economic recovery efforts. The plan articulates interventions and strategies that will make a difference for the poor and vulnerable and at the same time assist others join the middle class income group. This plan is yet another Government commitment to the realization of economic, social and political progress.

The production of this important document is as a result of a lot of work and dedication by the officers of the Ministry. This plan will provide a critical starting point in defining the road map for the Sector's operations for the next five years, and indeed laying the building blocks for the future. The plan is a result of participatory consultations with various stakeholders and I extend my gratitude for their involvement, expertise and support, to this project. I hope that their involvement shall not stop here but will indeed continue as we begin to implement the Plan.

I envisage that the strategic plan will not only enhance efficiency and effectiveness within the sector, but it will also improve on the inculcation of core values of customer responsiveness, commitment, integrity and professionalism among staff.

Finally I would like to emphasize that the sector shall work in partnership with the Private Sector and other stakeholders to ensure a successful implementation of this plan. Indeed I am confident that through this Plan, the Sector will be able to provide better services to all its stakeholders and all Ugandans at large.



Mr. Gabindadde - Musoke

Permanent Secretary

Ministry of Lands, Housing and Urban Development

EXECUTIVE SUMMARY

The Lands, Housing and Urban Development (LHUD) sector is comprised of the Ministry of Lands, Housing and Urban Development and the Uganda Land Commission. The sector has a responsibility of ensuring 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 socio-economic development of the country and management of Government land.

Uganda's economic growth has been among the most rapid in the world with an average of over 6 % per annum over the period. This rapid growth is partly attributed to structural reforms that were embarked on in the late 1980s and a stable macroeconomic environment through the 1990s. This plan contributes towards implementation of the National Development Plan (NDP), by addressing development concerns such as land tenure insecurity, unplanned development, and strategically refocusing the Sector's efforts toward service delivery amidst scarce resources. The Sector therefore needs increased support to realize its planned targets to contribute to national development.

For the sector to be able to know where it wants to be in the next five years, a situation analysis was carried out, so as to identify strategic options and opportunities. The sector used a SWOT analysis which highlighted the strength, weaknesses, opportunities and threats, so that it could help develop a full awareness of all factors that may affect strategic planning and decision making. The sector intends to capitalize on the identified strength, while working on the weaknesses so that it can improve on delivery of services. Existing opportunities will also be explored so that the sector can increase its contribution to national development while threats affecting the sector's productivity and service delivery will also be addressed.

The sector strategic plan has been developed through a participatory and consultative process which involved interfacing with key stakeholders in the lands, housing and urban development sector. The plan has been developed within a policy and legal framework of the country as well as in the context of international best practices so as to provide a clear and strong basis for strategic planning and decision making.

The plan spells out the vision, mission, mandate and strategic objectives, core functions as well as strategies which will lead to the attainment of the sector's goals with regard to the National Development Plan, the Country's vision 2040 as well as contributing to the national economy.

The plan provides guidance to the sector and other sector players to work towards achieving the sector vision, goals and objectives, as well as guiding in the medium-term, annual planning and budgeting processes. It will also help the sector negotiate medium-to-long term sector investment priorities with other government agencies, and development partners.

The strategic plan has an implementation framework which will guide in the implementation of the plan within the current sector structures for planning, budgeting and reviews. The plan has performance indicators and targets that are aligned to the sector strategic objectives. The implementation framework has a monitoring strategy which will be used to examine to what extent the activities in the Strategic Plan have been implemented and evaluating their impact on the utilization of land and land based resources as some of the key activities for the sector. Progress on implementation of the plan will be monitored and evaluated through quarterly and annual progress reports, as well as Mid-term review and End-term evaluation.

The plan also has a financing plan, which highlights the cost for implementing the plan and financing mechanisms of raising the required funds for the implementation of the plan.

List of Abbreviations and Acronyms

| | | |
|------------------|---|--|
| ADR | - | Alternative Dispute Resolution |
| ASPR | - | Annual Sub-Sector Performance Report |
| BFP | - | Budget Framework Paper |
| FY | - | Financial Year |
| GDP | - | Gross Domestic Product |
| GoU | - | Government of Uganda |
| IDPs | - | Internally Displaced Persons |
| IEC | - | Information Education Communication |
| LA | - | Land Act |
| LED | - | Local Economic Development |
| LHUD | - | Lands, Housing and Urban Development |
| LIS | - | Land Information System |
| LSSP | - | Land Sector Strategic Plan |
| LTEF | - | Long term Expenditure Framework |
| MDGs | - | Millennium Development Goals |
| MFPED | - | Ministry of Finance, Planning and Economic Development |
| MHUD | - | Ministry of Lands, Housing and Urban Development |
| MTBF | - | Medium Term Budget Framework |
| MTEF | - | Medium Term Expenditure Framework |
| MWLE | - | Ministry of Water, Land and Environment |
| MZO | - | Ministry Zonal Offices |
| NDP | - | National Development Plan |
| NLP | - | National Land Policy |
| NPA | - | National Planning Authority |
| NRM | - | National Resistance Movement |
| NSSF | - | National Social Security Fund |
| PEAP | - | Poverty Eradication Action Plan |
| PSCP II | - | Private Sector Competitiveness Project II |
| SSP | - | Sector Strategic Plan |
| SWOT | - | Strengths, Weaknesses, Opportunities and Threats |
| TWG _s | - | Technical Working Groups |
| UBOS | - | Uganda Bureau of Statistics |
| ULC | - | Uganda Land Commission |
| UNHS | - | Uganda National Household Survey |

SECTION ONE: INTRODUCTION

1.1. BACKGROUND

A Strategic Plan is a road map to lead an organization from where it is now to where it would like to be. The purpose of strategic or long range planning, therefore, is to assist an organization in establishing its priorities to better serve the needs of its members with a view of improving service delivery. A strategic plan must not only be flexible and practical but must also be able to serve as a guide to implementing programs, evaluate these programs and make adjustments when necessary (Strategic Planning Handbook).

This Strategic Plan covers a period of five Financial Years from 2013/14 to 2017/18. In developing the plan, all the tools of strategic planning, such as stakeholder analysis, problem tree analysis, objective analysis and Strength-Weakness-Opportunity-Threat (SWOT) Analysis were employed. It also involved an analysis of the Uganda Constitution (1995); the National Development Plan (2010-2015); Vision 2040; The National Land Policy 2013; The National Land Use Policy 2008; the Physical Planning Act (2010); the Local Government Act Cap 243 and the Land Act, CAP 227; the National Environment Act, Cap 153; the National Planning Authority Act, 2002, among others; the Millennium Development Goals (MDGs); Budget Framework Papers; Ministerial Policy Statements and the garnering of information from reports of the Technical Working Groups (TWGs). The process of developing a plan requires much probing, discussion, as well as an examination of the views of the leaders in the sector and other sectoral key stakeholders. This Strategic Plan is a detailed plan of the Lands, Housing and Urban Development Sector developed in line with the aspirations of the National Development goals and Vision 2040.

1.2. Purpose of the Plan

This Strategic Plan has been developed to serve several purposes:

- (a) To provide guidance to the Sector and act as a road map to the implementation of the National Development Plan (NDP) sector related goals geared towards contribution to the attainment of Vision 2040;
- (b) To provide guidance to the Ministry of Lands, Housing and Urban Development; the Uganda Land Commission and other sector players to work towards achieving the sector vision, goals and objectives.
- (c) To guide all sub-sectors in their regular medium-term, annual planning and budgeting processes, and
- (d) To help the sector negotiate medium-to-long term sector investment priorities with other government agencies, and development partners

1.3. Mandates of the Leading Institutions of the Sector

The leading Government institutions under Lands, Housing and Urban Development Sector are: the Ministry of Lands, Housing and Urban Development (MLHUD) and the Uganda Land Commission (ULC).

1.3.1. Ministry of Lands, Housing and Urban Development

The Ministry of Lands, Housing and Urban Development (MLHUD) is responsible for providing policy direction, setting national standards and the coordination, of all matters related to lands, housing and urban development in the country.

The Mandate of the Ministry 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 socio-economic development”*.

Both the vision and mission are drawn from the Ministry’s mandate. The Ministry’s Vision is “Sustainable Land Use, Land Tenure Security, Affordable, Descent Housing and Organized Urban Development”, while the Mission is “To ensure Sustainable Land Management, Orderly Development and Adequate Housing for all”

Roles and Functions of the Ministry of Lands, Housing and Urban Development

The main roles and functions of the Ministry involve:-

- a) Formulating national policies, strategies and programmes on Lands, Housing and Urban Development;
- b) Providing policy guidance to land holding authorities for sustainable, orderly development and an effective management of Lands, Housing and Urban Development;
- c) Initiating and reviewing legislation on Lands, Housing and Urban Development;
- d) Setting national standards for sustainable use and development of land and the development of improved housing;
- e) Ensuring compliance to laws, regulations and standards for an effective land management and the sustainable development of Housing and Urban Centers;
- f) Monitoring and coordinating national lands, housing and urban development initiatives and policies as they apply to local Governments;
- g) Providing support supervision and technical back-stopping to Local Governments on matters regarding Lands, Housing and Urban Development; and
- h) Maintaining international territorial boundary marks and updating maps and the National Atlas.

The Ministry’s Organizational Structure and Establishment

The ministry’s organization structure is comprised of political and technical leadership.

Political Leadership:

The Ministry has four (4) Ministers -One senior Minister and three (3) Ministers of State, namely; the Minister of State in charge of Lands; the Minister of State in charge of Housing and the Minister of State in charge of Urban Development. The macro structure of the Ministry is highlighted under appendix 5.

Operational and Managerial leadership:

The Ministry has three Directorates that make up the three composite sub sectors, and two support Departments. The Directorates are; Directorate of Land Management, the Directorate of Housing and the Directorate of Physical Planning, while the support Departments include; the Department of Finance and Administration and the Department of Planning and Quality Assurance. The Permanent Secretary is the Chief Executive Officer, at the same time the Accounting Officer of the Ministry. In the execution of his/ her duties is assisted by the Directors responsible for the three sub sectors; the Under Secretary /Finance and Administration, and the Commissioner for Planning and Quality Assurance.

1.3.2. Uganda Land Commission

The Uganda land commission (ULC) was established by the 1995 Constitution Art. 238.

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.

The vision of the Commission is, “all Government land and property thereon, secured, effectively managed and historical land holding injustices resolved” while the mission is, “to effectively hold and manage all Government Land and property thereon and resolve all historical land holding injustices”.

Roles and Functions of Uganda Land Commission

The 1995 Constitution Art.239 lays out the functions of ULC as to hold and manage any land in Uganda vested in or acquired by Government of Uganda in accordance with the provisions of the Constitution and such other functions as may be prescribed by Parliament.

The Land Act, Cap 227 (sec 49) lays out the functions of ULC as follows;

- a) Hold and manage any land in Uganda which is vested in or acquired by the Government in accordance with the Constitution;
- b) 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;
- c) Procure certificates of title for any land vested in or acquired by the Government;
- d) Perform such other functions as may be prescribed by or under the Land Act or any other enactment; and
- e) Sec 41(2) of the Land Act places management of the Land Fund (LF) to the Uganda Land Commission.

The Commission’s Organizational Structure and Establishment

The Commission has two tiers Structure comprising 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.

1.3.3. Other Autonomous and Semi-autonomous institutions allied to the Ministry

The Ministry gives policy direction to the following autonomous and semi-autonomous institutions.

- 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.

1.4. Policy and Legal framework for the development of the LHUD Sector Strategic Plan

The lands, housing and Urban Development sector Strategic Plan has been developed within a policy and legal framework to provide a strong basis for it. The development of the plan took into account the following policies and laws;

The 1995 Constitution; National Development Plan (2010-2015); vision 2040; the; 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 among others.

The Strategic Plan (LHUD SSP) has been developed to provide a strategic framework for the planning period covering five years from 2013 to 2018. The plan is intended to guide interventions by all parties within the LHUD sector.

1.5. Process of Developing the LHUD Strategic Plan

The LHUD SSP has been developed through a participatory and consultative process that involved all key stakeholders in the Lands, Housing and Urban Development sector. The process of developing commenced in April 2010 and was completed in June 2013, and it was steered by a Strategic Planning Technical Committee chaired by the Commissioner, Department of Planning and Quality Assurance. The preparatory work for the development of the LHUD SSP entailed conducting detailed Situational Analysis of the MLHUD since its establishment in 2006 and ULC.

The reviews included examination of the National Development Plan 2010-2015, 2010/11-2014/15; the Ministerial Policy Statements for the years 2006/07-2011/12; Budget Framework Papers for the years 2006/07 to 2011/12; Background to the Budget for the previous years; other Sector Strategic Plans; Sector study reports; the National Urban Situation Analysis Report 2010; the National Land Use Policy; the National Slums Upgrading strategy; the Local Government Act cap 243; the 1995 Constitution of the Republic of Uganda, the Land Act, cap 227; the Urban Development Report, 2010 among others documents. From the review of the various documents, a draft Strategic Framework was produced and presented to Stakeholders' for comments and refinements. With the input from the stake holders, the Strategic Planning Technical committee was able to produce a final strategic plan for the LHUD sector.

1.6. International Long Term Commitments

Uganda has commitments to the international community that have an impact on its long-term plans. One of them is the Millennium Development Goals (MDGs) which form a blueprint agreed to by all the world's countries and the world's leading development institutions to support the mitigation of the

identified global issues.

The Lands, Housing and Urban Development Sector Strategic Plan has been developed in line with the broad set goals to address global issues.

The Strategic Plan will guide in providing some of the fundamental preconditions for development, in supporting issues like enhancing land tenure security, pro-poor land management and good governance in land administration. Good governance is fundamental in achieving sustainable development and poverty reduction and therefore a key component in supporting the global agenda, set by adoption of the MDG's. The sector intends to develop common efforts on achieving the MDG's with a special focus on capacity building in land administration and good governance. The sector also will contribute towards improving lives of slum dwellers as per Target 11, Millennium Development Goal No. 7.

1.7. Structure of the LHUD Sector Strategic Plan

The LHUD SSP has been presented in one volume, which contains the strategic planned appendices. The plan is structured as follows;

Section 1 situates the strategic plan within the context of the overall national development framework, policy and legal framework and the international commitments Uganda as a country subscribes to. It also highlights the priorities of the sector over the plan period.

Section 2 presents a situation analysis of the LHUD Sector, which brings out the issues and challenges the sector faces.

Section 3 details the strategy framework for the sector strategic plan, which defines refining the vision, mission, sector strategic objectives and strategies, as well as values and principles.

Section 4 describes the implementation plan for the LHUD Sector Strategic Plan, including the monitoring and evaluation strategy.

SECTION TWO: Situational Analysis of Lands, Housing and Urban Development Sector

2.1. Introduction

The importance of the LHUD sector in National Development cannot be underestimated. The sector's functions are critical to the realization of the National Development Plan goals and Vision 2040. The sectors' activities are also vital to the achievement of the Millennium Development Goals (MDGs). In this regard the situation analysis examines the extent to which the sector has been able to achieve its objectives and assesses the environment in which it will be operating to determine how the environment will impact on its ability to realize its vision, mission and objectives.

2.2. LANDS SUB-SECTOR

2.2.1 Background

Uganda covers a total surface area of about 241,550.7 square kilometers (sq. km) of which 199,807.4 sq. km is covered by land and open water and swamps cover around 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. The average landholding in the country is about 1.6 to 2.8 hectares in the south and 3.2 hectares in the north.

Land administration reforms have the potential to be truly transformational for Uganda's economy. Sound land policies are known to be a catalyst for commercialization of agriculture. However, 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 cities¹ and sustainable resource use. In Uganda, where land policies are currently very cumbersome² and land tenure security is weak, investors cannot yet be sure of reaping the full benefits of land deals and investments. At present, only 18 percent of the country's land is registered, with registration of rural land as low as 5 percent. Risks remain very high for both investors and communities, thus limiting the volume of investment.

Successful land administration reform could dramatically improve the attractiveness of Uganda for investors while protecting the land rights of local communities:

- i. **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.
- ii. **Agricultural Development:** Sound land policies can facilitate growth in agricultural productivity via secure land tenure, which enhances opportunities for investment.
- iii. **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.

1 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.

2 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.

- iv. **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.
- v. **Improved Access to Finance:** Improved access to land would enable firms and individuals in the private sector to secure loans using land as collateral.

2.2.2. Land tenure reforms in Uganda since 1995

The 1995 constitution vests land in citizens of Uganda, who can own land under the four different tenure systems namely; freehold, leasehold, mailo and customary. Land can either be held as private, government or public.

The administration and management of government land is by Uganda Land commission, which holds the land in trust of ministries, departments and Agencies of government while District Land Boards hold and allocate land in the districts which is not owned by any person or authority.

2.2.3. The Land Sector Strategic Plan I (2002-2012)

Government has been implementing a number of land reforms aimed at improving service delivery and enhancing the sectors to poverty eradication. The reforms have been guided by the Land Sector Strategic Plan (LSSP, 2002 – 2012) which established basic policy, institutional and technical frameworks within which developments were to take place and a number of processes and techniques developed and piloted. The land Sector Strategic plan was to provide the operational, institutional and financial framework for the implementation of sector wide reforms including the implementation of the Land Act Cap 227. The plan was intended to guide Government, the private sector and civil society in the management and use of Uganda's land resources.

This strategic plan is expected to consolidate and expand upon the processes and techniques developed during the implementation of LSSP.

2.2.4. Situational analysis of the Lands Sub Sector

The situation analysis seeks to examine the status of the land sub sector by identifying key issues, challenges and reforms currently being undertaken aimed at realizing the sub-sector vision, mission, goals and objectives.

2.2.4.1. Obstacles and Challenges in the Lands Sub Sector

(i) Outdated laws and limited implementation of land policies

Since independence in 1962, Uganda has never had a comprehensive National Land Policy to guide the country. What has existed are various sectoral policies and pieces of legislation which touch on land issues and are in a scattered manner.

In the 1970s', land administration and management systems broke down with the deterioration of records, mismanagement of records, information became outdated and in the end service delivery became cumbersome and non-responsive to client's needs. In addition, most of the land and land related laws are outdated and require reviews and revision to make them consistent with other laws and the 1995 Constitution.

The District Land Tribunals (DLTs) which were to provide for the easy accessibility, expeditious and affordable mechanisms for the resolution of land disputes using simple, flexible and user-friendly and non-alienating procedures with emphasis on the administration of substantive justice without undue regard to technicalities in respect of evidence and procedure, and on pre-trial mediation were abolished in 2006 by the Judiciary. By the time they were abolished, there were 6,000 land cases pending³. Findings from the Joint Survey on Local Council Courts and Legal Aid Services in Uganda found out that land disputes ranked highest at 16% of the total disputes reported at the LC level and this finding closely matches with findings from Criminal Justice Baseline Survey of 2002.

(ii) Multiple land interests on the same piece of land

The 1995 constitution vests ownership of land in the hands of the citizens of Uganda who can own it under the four 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). In a household survey carried out by UBOS, 55% of the households reported the land tenure of their plots on which their house stood as customarily owned. The land type mix varied considerably across the regions. While the Northern region had the highest number of households living on customary ownership (85 percent), freehold was most common in the central region, with 70% and 12 percent of the households in the same region owned *mailo* land. The table below gives the regional distribution of land tenure plots. The biggest problem with some of the registered land is the multiple and conflicting land interests between the registered owners and the tenants on the land.

Table 1: Type of Land Tenure of Plot (%age)

| | Kampala | Central | Eastern | Northern | Western Total | Total |
|--------------|------------|------------|------------|------------|---------------|------------|
| Customary | 5 | 12 | 73 | 85 | 50 | 54 |
| Freehold | 62 | 70 | 20 | 4 | 44 | 35 |
| Mailo | 15 | 13 | 2 | 0 | 1 | 4 |
| Leasehold | 18 | 3 | 4 | 3 | 3 | 4 |
| Do not know | 0 | 2 | 1 | 8 | 2 | 3 |
| Total | 100 | 100 | 100 | 100 | 100 | 100 |

Source: UBOS UNHS, 2002

(iii) Inadequate funds for land administration system

The National Land Policy acknowledges that 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. The grant is divided by the number of districts; the more the number of districts, the less the amount of the grant.

³ 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)

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.

(iv) 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.

Districts also 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.

(v) Deteriorating and missing land administration records

Uganda has had a sound system of registration of titles dating back to the year 1922 with the introduction the Torrens system of registration of titles. With the passage of time and increase in the volume of land transactions due to the increase in population and pressure on land the Ministry, continued to rely on manual records, which at times would lead to a system dysfunction. This led to misplacement and at times loss of vital information which eventually resulted into the making of duplicate land titles over the same pieces of land. This appalling state of affairs in the land registry tended to undermine the objectives of registration which are, to provide for a reliable, simple, cheap, speedy method for the registration and transfer 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.

The first phase of the Land Information System (LIS) has been completed and will be expanded to cover the entire country. The LIS is designed to store all land related data in the country making its retrieval faster and cost effective

(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 for a DLO comprised of District Staff Surveyor, District Physical Planner, District Valuer, District Land Officer and registrar of titles. Part of the problem is that some of the professionals are not readily available in the job market; the other problem is that even where such professional are available, the recruitment of some of them has not been a priority to DLGs. Moreover even when revenue

is generated from land related activities by DLOs, the revenue never ploughed back to sustain the activities of land administration and management in the DLOs which has generated the revenue since most districts have been able to recruit staff for their DLOs, they have continued to rely on the Ministry of Lands staff for service provision which sometimes leads to delayed service delivery since the Ministry staff have to service the entire country.

(vii) Inadequate security of land ownership and insecure land-related investments

The people of Uganda mostly depend on land and land resources to sustain their livelihoods. 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. There are 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. 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.

(viii) Inadequate 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 can not 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.

According to the 3rd 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.

The report also noted that land related wrangles and conflicts continuously flow into the criminal justice system. Land related conflicts tend to lock up natural resources potentialities to the extent that disputed land is usually insecure to live or work on, is not accessible and therefore not salable, 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.

(ix) Increasing land evictions on registered land and customary land

Evictions on registered land particularly under Mailo land tenure are on the increase.

Under *Mailo* tenure, there is a land use and mobility impasse between occupants on registered land and the registered owners due to overlapping claims over the same piece of land, which has not only rendered the land under occupation unmarketable, and not usable by the owners. Under such situations of insecure land tenure, land occupants are guided by short term objectives, where occupants in most cases are not allowed to undertake major development projects on such land, and have little incentives for sustainable management of the land. For instance where occupants are willing to buy themselves out in most cases the *Mailo* owners cannot be traced or the occupants are not able to pay for the money to buy themselves out. There are also instances where the landlords refuse to receive *busuulu* (annual nominal ground rent) from the tenants as provided for in the law, arguing that the *buluusu* given to them by the tenants is small compared to what they reap from the land they are occupying. The absent landlords sell their land to new land owners without giving an option to buy to the sitting tenants which sparks off land wrangles especially when the new owners attempt to occupy the land and force the occupants to vacate the land usually resulting in violent evictions, destruction of property and sometimes leading to death.

(x) Unregistered land rights in the oil region

The recent discovery of oil and petroleum deposits in the Albertine Graben has generated excitement in Uganda regarding the promise the resource may yield and the probable economic windfall in the energy sub-sector, its contribution to national economy and social well-being. It has equally raised concerns with regard to tenure, compensation, displacement and resettlement. There has been a rush to secure land in oil- rich areas in anticipation of big compensation by oil companies. These practices are; threatening communal lands which are neither demarcated nor surveyed nor titled. Cases of grabbing of land from indigenous communities are on increase, as holders are insecure and do not, possess formalized rights in land to benefit from sharing of royalties as provided for in the Constitution.

The transformation of communal landownership under customary tenure which covers about 80% of the land cover of Uganda is by disengaging it from the conflict situation which has led to locking up of natural resources within each community, the very hallmark of a subsistence economy.

(xi) Challenges of Land Management in the Districts

Shortage of qualified professionals: The Land Act, Cap 227 stipulates that each Land Office is required to have land related professionals. These include the Land Surveyors, Quantity Surveyors, Land Valuation Surveyors, Physical Planners and Registrars of Titles. The category of these professionals is very few in the Country making it very difficult to attract or retain them in the Public Service because poor public service remunerations make it less lucrative and professionally rewarding. Currently there are inadequate numbers of required cadre of qualified land management professionals available in the Country. For example in areas of Surveying and Valuation, Uganda has only 99 registered Land Surveyors and only 35 registered Valuation Surveyors respectively. Out of the 35 Valuation Surveyors, only 5 are below 40 years of age and only 5 are currently employed in the Public Service (i.e. one in Mukono District Local Government, KCCA and three at the Ministry Headquarters).

With the existing shortage of professional/ technical staff in the local governments, more than 70% of land management functions and services are currently executed at the Ministry Head Quarters. This is very costly and cumbersome to the beneficiaries. For example, Registration of titles for all Districts is done at the Ministry Head Quarters while each Physical Planner is currently responsible for a minimum of 20 of districts.

(xii) Challenges facing Uganda Land Commission and management of Government Land

The 1995 Constitution, mandates the Uganda Land Commission (ULC) 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 including management of the Land Fund and such other functions as may be prescribed by Parliament (Art 239), the Commission faces serious challenges while executing this mandate. Some of these challenges include: absence of a specific law establishing the Commission, absence of a comprehensive Government land inventory, absence of a land bank programme, inadequate staffing structure, inadequate office space, absence of Land Fund Regulations and lack of a statutory budget.

Despite the above challenges, the ULC continues to contribute towards the Non Tax Revenue base through collection of premium and ground rent in form of leasing, renting and other related activities.

2.2.4.2. Status of implementation of land sector programmes

The Government endeavored to address the above situation by developing and implementing the Land Sector Strategic Plan I (LSSP I, 2002 - 2012) which was designed to provide operational, institutional and financial framework for the implementation of the Land Act cap 227 and sector wide reforms. It was also intended to guide the Government, the private sector and civil society in the management and use of Uganda's land resources. The plan included amongst other things, proposals for the modernization and rehabilitation of the Land registry in Uganda and the provision of up-to-date, accurate, reliable and easily accessible land information for the facilitation of land market transactions.

The Government secured funding from the World Bank for the Land Component under the Private Sector Competitiveness Project II (PSCP II), which was managed by the Private Sector Foundation of Uganda (PSFU). In order to computerize the land records, IGN France International was engaged to lead a Consortium of firms to Design, Supply, Installation, Implementation of the Land Information System and Securing of Land Records (DeSILISoR).

The implementation of LSSP I attempted to remove barriers to increased land utilization; to broaden land services to rural areas and to address tenure insecurity and inequitable land administration systems and processes. The plan sought to strengthen the land rights of vulnerable groups, and to empower local governments and communities to make and implement their own plans for using their land. The LSSP I therefore provided a unique opportunity to re-direct attention to the fundamental role of the land sector in the current socio-economic realities of Uganda and its untapped potential for driving economic transformation of the country.

With World Bank assistance, the GOU started addressing the inefficient administration and poor security of the country's land registration system through updating and strengthening the policy and regulatory framework for land management and administration. The land component of the Second Private Sector Competitiveness Project (PSCP II) primarily dealt with supporting the rehabilitation/construction of 13 Zonal Ministry offices (including the provision of equipment); the re-engineering and computerizing of

land registration systems and records in six zonal Ministry offices of Masaka, Mbarara, Wakiso, Mukono and KCCA which cover about 70 percent of the formal land market transactions in the country; and rehabilitating the Institute of Surveying and Land Management Entebbe, and training and equipping staff to run the LIS and the land management systems. The project achieved significant progress in the areas of decentralizing and computerizing land records. In addition, the initiative also rehabilitated the geodetic reference network and produced multi-purpose base maps for the areas covered by the six zonal Ministry offices.

MZOs are intended to provide the following benefits:-

- i. An efficient and effective service delivery brought closer to the people;
- ii. A reduction in land transaction costs;
- iii. A well organized and well coordinated registration processes; and
- iv. A customer focused and a healthy working environment.

The Ministry has completed the process of computerizing land titles and cadastral records in the country. A National Land Information Centre and National Land Records Archival Centre are now operational.

The LIS is intended to have the following benefits:-

- ◆ Guarantee of ownership and security of tenure;
- ◆ Improved land reforms;
- ◆ Enhance access to credit;
- ◆ Increased land productivity;
- ◆ Protection of government land;
- ◆ Reduced land disputes and conflicts;
- ◆ Readily available information for land administration;
- ◆ More equitable and cost effective revenue generation;
- ◆ Affordable transactional costs on land;
- ◆ Improved urban planning and infrastructure development for sustainable development and a clean environment.

The PSCP II also supported the preparation and adoption of the overarching policy framework for land administration and management, which is essential to deal with equitable and secure access to land and its productive use and pilot activities. Notable achievements were the support for: the National Land Policy, the development of the National Land Use Policy (2007), the enactment of the Mortgage Act 2009; the Physical Planning Act 2010; and the Land (Amendment) Act 2010. In addition, support was also given to prepare and draft nine amendment bills for the Registration of Titles Act, the Survey Act, the Land Surveyors Registration Act, the Real Estate Agents Act, the Condominium Property Act, the Land Acquisition Act, the Government Lands Bill, the Local Governments Rating Bill, and the Uganda Land Information Systems Bill.

The piloting supported by the PSCP II included: systematic titling of high-value rural land in Ntungamo, Iganga, Kibaale and Mbale districts using best practices, low-cost, and transparent approaches where average registration costs were reduced from US\$200 to about US\$23 per land parcel (compared to US\$25 in Thailand which is known as the best practice).

From the year 2010, MLHUD has been training Local Council Courts, Area Land Committees, and Traditional Institutional on the mechanisms for Land dispute resolutions under the Land Act. Guidelines have been developed for institutions involved in land disputes resolution.

In March 2012, the MLHUD embarked on a national programme of issuing certificates of customary ownership to customary landowners and as a means to securing their rights to land. It is hoped that the programme will bring the hitherto informal customary land transactions over land held under customary tenure which comprises about 80% of the land cover of Uganda into the formal sector thereby enhancing land access and security of tenure to land which should result in increased land productivity due to greater certainty for investments in land.

The trends in the outcomes of the Lands Administration and Management sector

Table 2: Trends in outcomes of Lands Administration and Management sector

| Outcome indicators | 2006/07 | 2007/2008 | 2008/2009 | 2009/2010 | 2010/2011 |
|---|---|--|---|--|--|
| Demarcation of International boundaries (%age) | 20% (Rwanda) 0% (DRC) | 30% (Rwanda) 10% (DRC) | | | |
| Certificates of land title issued | Mailo (6000) Leasehold (3,560) Freehold (314) | Mailo (7,000) Leasehold (4,000) Freehold (1,500) | Mailo (6,572) Leasehold & Freehold (6,561) | Mailo (11,545) Leasehold & Freehold (5,230) | Mailo (16,565) Leasehold & Freehold (7,615) |
| Digital data bases produced | 9 | 10 | 10 | 9 | 10 |
| District thematic maps produced | 27 | 54 | 9 | 6 | 8 |
| Number of plots adjudicated, demarcated & surveyed | 10 | 50 | 1,000 | 5,500 | 6,500 |
| Cadastral surveys approved | 3,300 | 2,000 | | | |
| Deed plans for titling produced | 1,620 | 7,200 | 7,200 | 7,200 | 6,200 |
| Districts rendered technical support | 5 | 12 | – | – | – |
| Training and technical capacity undertaken | 45 | 60 | – | – | – |
| %age completion of rehabilitation of macro Geodetic network | 40 | 80 | 70 | 70 | 80 |
| Number of Area Land Committees trained | 15 | 50 | 30 | 360 | 685 |
| Number of titles sorted, scanned and entered in the data base | 154,386 | 155,503 | – | – | – |
| Number of District Land Board given technical support | 18 | 25 | 25 | 40 | 40 |
| Number of land related laws reviewed and submitted to Cabinet | 3 | 12 | 2 | – | – |

Source: BFP, 2008/09

2.2.4.3. Land Sub Sector Strength, Weakness, Opportunities and Threats (SWOT) Analysis

The Ministry conducted a SWOT analysis and identified the following strengths and opportunities that need to be nurtured and reinforced as well as weaknesses and threats that need to be addressed in order to enhance the Ministry's capacity to efficiently and effectively deliver service to the public. The table below provides the lands sub sector SWOT analysis

Table 3: Land Sub-Sector SWOT Analysis

| Strengths | Weaknesses |
|---|--|
| <ul style="list-style-type: none"> ◆ Availability of office space and some equipment ◆ A good political will and top management support. ◆ Clear organizational structure. ◆ Land Sector Strategic Plan I exists and being implemented. ◆ The policy and legal framework for land administration and management in place. ◆ Clear mandate and mission. ◆ Established implementing agencies. ◆ Qualified and skilled core staff albeit small. ◆ LIS developed and operationalized. ◆ The Clients Charter, an instrument for enhancing delivery of land services is in place. | <ul style="list-style-type: none"> ◆ Inadequate qualified and skilled staff. ◆ Inadequate equipment and tools. ◆ Inadequate technical skills to manage land registry, district land boards, land valuation, etc. ◆ Manual and dilapidated land records. ◆ Limited use of statistics in management and decision making. ◆ High incidence of land fraud and fraudulent land transactions in the land registration process. ◆ Inadequate budget. ◆ Conflicting mandates and lack of coordination in the sector. |

| Opportunities | Threats |
|---|--|
| <ul style="list-style-type: none"> ◆ National Development Plan, 2010-2015. ◆ Vision 2040. ◆ Land Act amendment 2010. ◆ National Land Policy. ◆ Competitive Investment Climate Strategy. ◆ Land Fund. ◆ Political will. ◆ Growing interest by the development partners in supporting the Land Sector Strategic Plan II ◆ There is also strong cooperation between Government, Private Sector, Civil Society Organizations and other stakeholders in Land Sector planning process (PPP). ◆ Policy and legal frameworks in place. ◆ Government willingness to fund the sector. ◆ The decentralization process presents many opportunities, through allowing an approach targeted to the real needs of local communities. ◆ Regional integration that will expand pool of skilled human resources. | <ul style="list-style-type: none"> ◆ Over reliance on foreign funding. ◆ High prevalence of land disputes / conflicts that lead to land evictions, destruction of property and loss of life. ◆ Destruction of the Geodetic network which results into overlapping surveys. ◆ Weak enforcement of Land related laws. ◆ Increasing district/ international border disputes. |

2.3. HOUSING SUB SECTOR

2.3.1. Background

Housing has been universally accepted as one of the three essential human needs besides food and clothing. The right to adequate housing is also considered a core human right under the Universal Bill of Human Rights (1967) to which the Government of Uganda is a signatory. 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 Millennium Development Goals of 2000 have further re-affirmed this. Accordingly the national housing policy goal strives for provision of adequate housing for all.

The housing sector is considered the bedrock of the economy in all developed economies such as the USA, Great Britain, Canada among others. The World Bank (1993) recommended that, “.....The Housing Sector must be seen and managed as a key part of the overall economy”. The 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, under the National Development Program (NDP) (2010-2015), has been identified and categorized among the Primary Growth Sectors of the economy.

The Government of Uganda recognizes the strategic social and economic importance of housing in the national economy. 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.

It is against the above background that Government has reviewed the National Housing Policy as contained in the National Shelter Strategy of 1992 to holistically address the current housing issues.

2.3.2. Genesis of housing reforms in Uganda

(i) Pre-independence period

Prior to World War II, colonial housing policies catered for only Europeans and to a lesser extent Asians. This was characterized by the physical separation of European (senior quarters) and Asian (junior quarters). Ugandans and other Africans provided their accommodation at the periphery of the urban areas, which subsequently led to the development of informal settlements and slums. At the end of World War II, the exposed returning soldiers started agitating for political space and better housing among others, which led to the establishment of the East African Royal Commission (1953-1955). One of the recommendations of the Commission was the establishment of African Urban Housing. The policy had two major components; direct public intervention characterized by areas such as Naguru, Nakawa and Ntindas and the relaxation of building standards in Kiswa in Kampala.

(ii) Post-Independence period (1962 – 1970)

After independence in 1962, houses hitherto accommodating colonial expatriates were taken over by senior Ugandan civil servants while the general public remained not catered for. The post-colonial Government Housing Policy emphasized housing for low-income people, and in 1964 the National Housing Corporation was established to cater for low-income people by building houses both for sale and rent at affordable prices and to sell building materials at reasonable cost to individuals for

own construction. However, the National Housing and Construction Corporation (NHCC) did not meet its objectives due to limited resources and other socio-political and economic challenges that subsequently took place in the country.

(iii) 1970s and 1980s

Due to social, economic and political instability that characterized the 1970s, very little was done to review or implement the housing policies. Some of the few programs that were designed during this time had to be abandoned before completion such as the low income housing schemes in Kampala, Kasese, Entebbe, Jinja and Namuwongo.

An attempt to draft a comprehensive National Housing Policy commenced in 1978 but the process was not completed due to a change of government.

(iv) The National Shelter Strategy (1992)

Following the UN General Assembly Resolution No. 41/190 of December 1987 on the International Year of Shelter for the Homeless, the Ugandan Government commenced the development of the National Shelter Strategy, which was adopted in 1992. The strategy was aimed at formulating viable shelter strategies that are conducive to full mobilization of local resources to improve shelter and living conditions and strengthening policy making and housing programming capacities of the key actors in housing delivery at all levels of administration.

The National Shelter Strategy adopted the **“Enabling Approach”** as its major policy objective. Government divested its responsibility to provide physical housing to its employees which policy was followed by other employers. Under this approach, the Government was to support individual households, the private sector, NGOs and CBOs to operate effectively and efficiently to provide decent and affordable shelter.

The National Shelter Strategy also had a 10-year implementation plan. Some of the planned interventions have been implemented while others have not due to either inadequate resources or having been overtaken by time.

This strategic plan seeks progressive and full realization of the national development objectives set out in the NDP and global commitments especially that on Millennium Development Goal (MDG) 7 Agenda 11 with the object of improving the lives of people living in slums by 2020.

2.3.3. Situational Analysis of Housing Sub sector

The situation analysis seeks to examine the status of the Housing sub sector, identify key issues and challenges responsible for the current rate of development in the housing sector and put in place appropriate strategic objectives and strategies towards realizing the sub-sector goal, vision and mission.

2.3.3.1. Housing and the National Economy

Housing has the potential of becoming the engine that drives the process of sustainable socio-economic development in any country if deliberately targeted. The World Bank has established that every one (1) USD appropriately invested in the housing sector, generates an economy-wide multiplier effect of between five (5) to 12 USD. Housing is an important indicator of development. While Uganda's housing sector contributes less than 5% of GDP that of Kenya contributes up to 25% and that of the Asian Tigers is above 40%.

Investment in housing enhances macro-economic stability as resources are spent on capital investments rather than consumption. It also has the potential to increase government revenue from VAT on building materials, premiums and ground rent, taxes on wages and salaries and incomes of rental properties, and other fees.

The housing sector has economic stimulus that generates increased jobs, improved incomes for workers, increased sales for goods such as building materials and services such as electricity, water, sewerage; which generate high tax revenues to both Central and Local Governments.

Besides, the housing sector further boosts expansion and growth of the economy through Non-tax revenue. Both Central and Local Governments earn income on landed property transactions, e.g. transfer fees, goods and services (VAT), wages (PAYE), property tax, premium, ground rent, rental income. Developers pay withholding tax, license fees, hoarding charges, occupation permit etc.

Housing development has significant backward and forward linkages with capacity to create a large number of industries in the production of building materials, construction, maintenance and related services thus creating employment and enhancement of household incomes.

2.3.3.2. Obstacles and Challenges in the Housing Sub sector

(i) Inadequate Policy, Legal and Regulatory Framework for the Housing sub Sector

The relevant existing laws guiding the housing sector include the Physical Planning Act (2010), and the Public Health Act (1964), which contain the building code. Some of the Acts are obsolete and carry provisions that are contradictory and do not address current challenges. The 1992 housing strategy is outdated in some aspects and formulation of a new housing policy has been finalized. 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. The main task of Government is to finalize and implement the revised National housing policy and put in place proper legal and regulatory frameworks fully recognizing other sector policies and regulations for effective development of the housing sector.

(ii) Increasing housing backlog and housing need

In 2012, it was estimated that Uganda has about 6.82 million households living in 6.2 million housing units with an average household size of 5.0 persons. The national occupancy density is estimated at 1.1 households per housing unit, giving a total backlog of 710,000 housing units. There is also a backlog of about 900,000 housing units as a result of sub-standard houses and structures, which were never meant for human habitation. Out of a total backlog of 1.6 million housing units, about 210,000 units are in urban areas while 1.395 million units are in rural areas.

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. 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 will create a deficit of 135,000 inadequate houses nationally of which 95,000 are in rural areas and 45,000 in urban areas. This shortage does not include the backlog of 1,600,000 housing units carried forward.

By 2022, Uganda's population is projected to be about 49 million people. With the current household

size of five (5) persons, the housing need resulting from population growth will be about three million housing units.

Table 4: National Housing Indicators: 2012-2022.

| Year 2012 | | | |
|---|--------------|--------------|---------------|
| Indicator | Urban | Rural | Totals |
| Population | 5,800,000 | 28,330,000 | 34,130,000 |
| 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* | 105,000 | 605,000 | 710,000 |
| Current deficit** | 100,000 | 790,000 | 890,000 |
| Permanent housing stock | 700,000 | 1,100,000 | 1,800,000 |
| Year 2022 (projections) | | | |
| Indicator | Urban | Rural | Totals |
| Population | 9,400,000 | 39,648,000 | 49,048,000 |
| Additional housing need by 2022*** | 720,000 | 2,263,600 | 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, MLHUD

- (i) Backlog* resulting from the occupancy rate of 1.1
- (ii) Current deficit ** resulting from current inadequate stock
- (iii) Additional housing need *** resulting from population growth between 2012 and 2022
- (iv) Projected housing need **** the sum total of (ii) and (iii) above

(v) Poor repair and maintenance culture and collapsing buildings

Ugandan society is characterized by a poor repair and maintenance culture of their houses leading to a high rate of deterioration requiring upgrading or replacement. 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 collapsing buildings.

(vi) Inadequate basic infrastructure and services

Increased population growth has necessitated construction of more houses and demand for basic infrastructure and services such as roads, water and sanitation, drainage, energy, schools, health and recreation facilities and workplace whose supply are not commensurate with the need.

(vii) Lack of appropriate enforcement of regulations, guidelines and standards

The low levels of household incomes estimated at US\$150 by the Uganda National Household Survey 2009/10 has made access to decent housing an elusive dream to the majority of population.

This has resulted into construction of substandard buildings some of which have collapsed at great cost to individuals and owners, as the enforcement mechanism are lacking or are ineffective to supervise and monitor construction of buildings.

(viii) Inadequate capacity to manage the urbanization process resulting into poor quality housing and growth of slums

The housing sector is characterized by poor quality housing both in rural and urban areas though urban areas have an extra burden of quantity leading to overcrowding and creation of slums and informal settlements. Uganda's urban population is growing at about 5.1% annually, one of the world's highest. Although the urbanization rate of about 5.6% is rather low compared to other countries, it overstretches the capacity of urban authorities to provide for the housing needs. Consequently, housing and human settlements in urban areas lack guidance or control thereby leading to urban sprawl and proliferation of slums.

Table 5: Trends in population growth

| Indicator | 1990 | 2002 | 2005 | 2009 | 2010 | 2011 | 2012 | 2013 | 2014 | 2015 |
|----------------------------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|
| Total Population (million) | 16.67 | 24.23 | 26.74 | 30.66 | 31.78 | 32.94 | 34.13 | 35.36 | 36.62 | 37.91 |
| Urban Population (million) | 1.89 | 2.98 | 3.95 | 4.52 | 4.69 | 4.89 | 5.03 | 5.21 | 5.39 | 5.57 |
| Rural Population (million) | 14.78 | 21.25 | 22.79 | 26.14 | 27.09 | 28.05 | 29.1 | 30.15 | 31.23 | 32.34 |
| Percent Urban | 11.34 | 12.3 | 14.77 | 14.74 | 14.76 | 14.85 | 14.74 | 14.74 | 14.72 | 14.69 |
| Percent Rural | 88.66 | 87.7 | 85.23 | 85.26 | 85.24 | 85.15 | 85.26 | 85.26 | 85.28 | 85.31 |
| Permanent housing stock | | | | | | | | | | |

Source: UBOS 2006

(vii) Inadequate supply of cheap building materials on the market

This has enhanced competition for the few available building materials. Research and Development in the sector is yet to come up with options of massively producing low cost building materials.

The housing situation has been improving as reflected by an increase in the proportion of housing units built in permanent materials in both urban and rural areas. The household survey (2009/10) shows that 71% of the total housing stock is constructed out of temporary materials; 11% is semi-permanent and 18% of the stock is in permanent materials.

Table 6: National Distribution of Households by Status of Dwelling Units

| Dwelling Unit Status | Urban (%) | Rural (%) | National (%) |
|----------------------|-----------|-----------|--------------|
| Temporary | 26 | 79 | 71 |
| Semi-Permanent | 14 | 10 | 11 |
| Permanent | 60 | 11 | 18 |

Source: UBOS 2007

The building design for the existing housing stock is provided by region as in table 7 below. On the whole 22 percent of Ugandans reside in huts, 15.2% tenements and the majority 60.5% detached.

Table 7: Distribution of Dwelling Types (Percentage)

| Type | Kampala | Central | Eastern | Northern | Western | Uganda |
|--------------|------------|------------|------------|------------|------------|------------|
| Detached | 31.2 | 73.8 | 57.4 | 27.8 | 84.2 | 60.5 |
| Huts | 0 | 2.7 | 30.7 | 67.7 | 3.4 | 22 |
| Tenements | 64.3 | 22.2 | 10 | 2.7 | 9.2 | 15.2 |
| Others | 4.5 | 4.5 | 1.9 | 1.7 | 3.2 | 2.2 |
| Total | 100 | 100 | 100 | 100 | 100 | 100 |

(ix) Housing Congestion

Most households are characterized with congestion, which is a potential health risk. A room for sleeping with more than two people is overcrowded and therefore congested. The Uganda National Household Survey 2005/06 indicates that more than 50 percent of all households in Uganda occupy one roomed houses with about three quarters of households in Kampala have one room for sleeping. Congestion with the highest average number of people (4 people) per sleeping room is with the Northern and Eastern regions while other regions have about 3 people. Table 8 shows the distribution of households by number of rooms used for sleeping and the average number of people per room per region.

Table 8: Distribution of Households by Number of Rooms used for Sleeping and the average number of People per Room per Region (Percentage)

| 2005/2006 | | | | | 2009/2010 | | | |
|-----------|------|------|---------------|-----------------------------|-----------|------|---------------|-----------------------------|
| Region | One | Two | More than two | Average No. people per room | One | Two | More than two | Average No. people per room |
| Kampala | 73.6 | 1.3 | 13.5 | 3.1 | 68.4 | 20.0 | 11.7 | 2.6 |
| Central | 50.9 | 24.4 | 24.7 | 3.1 | 47.8 | 30.1 | 22.1 | 2.8 |
| Eastern | 59.1 | 20.7 | 21.2 | 1.7 | 47.1 | 29.1 | 23.9 | 3.3 |
| Northern | 80.1 | 13.2 | 6.8 | 4.0 | 48.2 | 36.6 | 20.2 | 3.2 |
| Western | 36.5 | 30.1 | 33.4 | 2.9 | 32.1 | 34.7 | 33.2 | 2.6 |
| Uganda | 56.3 | 2.2 | 21.8 | 3.4 | 44.4 | 31.4 | 24.1 | 2.9 |

Source: UNHS 2009/2010

(x) Non conformity to planning regulations and standards

The Real Estate sector grew at an average rate of 5.6 per cent per annum between 2004 and 2008. The sector on average accounts for 7.5 per cent of Uganda's GDP. Its growth is attributed to rapid population growth, macroeconomic stability, increase in disposable income, increase in foreign direct investment immigrant remittances, and economic growth. The relationship between GDP and growth in real estate business is illustrated in Table 9 below. The private real estate sector is not properly regulated for it to be able to conform to planning regulations and standards, building standards and other services requirements such as management of, solid waste, access roads, and electricity among others.

Table 9: Contribution of Real Estate to GDP

| Year | 2004 | 2005 | 2006 | 2007 | 2008 |
|--|--------|--------|--------|--------|--------|
| Total GDP at Market prices (Ug. Shs. Billions) | 13,467 | 14,814 | 15,859 | 17,156 | 18,582 |
| Real Estate (Ug. Shs. Billions) | 1,071 | 1,130 | 1,193 | 1,261 | 1,322 |
| Real Estate % share in GDP | 8.0 | 7.6 | 7.5 | 7.4 | 7.2 |
| % Growth Rate | - | 5.5 | 5.6 | 5.7 | 5.6 |

Source: UBOS Statistical Abstract, 2009

(xi) Limited access to Housing Finance

Housing finance is a critical input in the process of housing development. The financial market is still narrow, shallow and undeveloped. The few financial institutions providing mortgage financing charge high interest rates which is prohibitive to ordinary Ugandans.

2.3.3.3. Housing Sub sector SWOT Analysis

The table below provides the summary of the Housing Sub-Sector SWOT analysis.

Table 10: SWOT Analysis of the Housing Sub-Sector

| Strengths | Weaknesses |
|--|--|
| <ul style="list-style-type: none"> ◆ Developed Earthquake resistant building technologies. ◆ Implementation of housing projects and programs. ◆ Availability of National Slum Upgrading Strategy and Action Plan. ◆ Availability of committed and visionary staff. ◆ Availability of policy and legal framework for housing development. ◆ Availability of land under Government for development of Public Servants housing countrywide. ◆ Availability of alternative building technologies to explore and showcase. ◆ Availability of prototype plans for the different regions. | <ul style="list-style-type: none"> ◆ Obsolete National Housing Policy and Shelter strategy. ◆ Inadequate availability of low cost housing amidst increasing population. ◆ Lack of a comprehensive Housing Regulatory Framework (National Estates Management Policy, Housing Policy, Landlord-Tenant law), etc ◆ Lack of affordable and accessible housing for special needs population such as the elderly, physically challenged etc. ◆ Lack of a current and complete land database for housing investment. ◆ Insufficient monitoring and supervision. |

| Opportunities | Threats |
|---|--|
| <ul style="list-style-type: none"> ◆ National Development Plan (2010-2015). ◆ Vision 2040. ◆ National Land Policy. ◆ Expansion in FDI and potential for joint venture arrangements. ◆ Housing can be used as catalyst for urban regeneration (mixed use and infill development). ◆ Ongoing infrastructure development and opening up of new areas. ◆ Expansion in training of professional, and skilled and semi-skilled personnel. ◆ Political support through the National Development Plan (NDP), NRM Manifesto. ◆ General demand for housing for the population. ◆ Availability of Private developers interested in partnering with Government in housing construction through Public Private Partnership framework or using Build Own Operate and Transfer (BOOT) concept. ◆ Land owners willing to partner with Government and the private sector to re-develop slums through PPP. ◆ Availability of both international and local housing financiers interested in partnering with Government in housing construction. ◆ Availability of local and international forums through which advocacy campaigns and lobbying on housing issues can be done. ◆ Liberalization of NSSF funds which the housing sector can tap into. ◆ Establishments of Housing Cooperatives. | <ul style="list-style-type: none"> ◆ High annual population growth rate at 3.2%. ◆ Development of unplanned settlements making it difficult to implement spatial plans to guide expansion of Kampala City and other major towns. ◆ Uncontrolled growth of slums. ◆ Inadequate housing finance mortgage institutions in most of the urban areas to provide the finances for housing services. ◆ High and unaffordable interest rates on mortgages. ◆ Ever increasing cost of building materials hence high housing cost. ◆ Inadequate sector funding. ◆ Substandard and adulterated building material. ◆ Scattered settlement pattern in the rural sector. |

2.4. PHYSICAL PLANNING AND URBAN DEVELOPMENT SUB-SECTOR

2.4.1. Background

About 80% of Uganda's population lives in the rural areas and is predominantly engaged in subsistence agriculture. Uganda's population which is growing at a rate of 3.2% p.a, is putting pressure on land and land based resources. This is attributed to the cultural beliefs, which is responsible for the unsustainable land fragmentation practices which break up land into uneconomic units, resulting into reduced productivity. The country is also experiencing rapid urbanization.

In 2002, the level of urbanization was 12.3% (UBOS) and is currently about 19% growing at a rate of 5.1% p.a. The level of urbanization is projected to increase to 20.7% by 2015 and it is estimated that about 50% of the total population will be living in urban areas by the year 2050.

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.

2.4.2. Situational Analysis of Physical Planning and Urban Development Sub-sector

Urbanization and economic development are related processes as urban areas provide large economies of agglomeration. The link between economic performance of urban areas and the national economy is increasingly getting stronger. Urban areas in Uganda are centers for major economic activities (industry, services, and commerce). Urban areas account for about 72% of manufacturing output and over 60% of the national GDP. They have high per capita consumption (average US\$1,533 per annum with annual growth rate of about 5.1%) compared to national rural average (only US\$344 per annum with annual growth of 3.4%). The sub sector is faced with a host of bottlenecks that undermines its contribution to the national economic development.

2.4.3. Obstacles and Challenges in Physical Planning and Urban Development Sub-sector

2.4.3.1. Limited implementation of policies and laws

The Government formulated the National Land Use Policy 2008, the Physical Planning Act 2010 and the National Development Plan 2010/11- 2014/15 all emphasizing sustainability and optimal land utilization for socio-economic development. However, both the National Land Use Policy 2008 and the Physical Planning Act 2010 have not been fully implemented. Their operationalization will require developing a National Physical Development Plan (NPDP) as one of the key interventions. This plan should re-examine the existing situation with a view to proposing a structure that will turn the development challenges mentioned above into opportunities for sustainable balanced national development. Full operationalization of National Land Use Policy and enforcement of the Physical Planning Act 2010 is only possible when a National Physical Development Plan (NPDP) has been developed and agreed upon as one of the key initial interventions.

1.4.3.2. Absence of a comprehensive National Urban Policy

Uganda lacks a comprehensive National Urban Policy that would provide a framework and direction to guide the urbanization process. The policy would also determine the urban development trends and patterns, and spell out resource usage to enable Ugandans to exploit the potential of urban areas as engines of economic growth, centers of scientific innovation, and incubators of democratic governance. The Ministry needs to speed up the process of developing the National Urban Policy which is ongoing.

2.4.3.3. Limited financial and human resources to enforce compliance to physical development plans, regulations and guidelines

There are inadequate financial resources for preparation and implementation of 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 it conforms to a pre determined set of policies or standards. Most LGs cannot meet the Physical planning costs yet numerous Rural Growth Centers (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 centers are characterized by serious urban sprawl, poverty, informality and environmental deterioration.

2.4.3.4. Inadequate infrastructure and services provision

There is a glaring 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 centers, resulting in the growth of unplanned settlements, urban poverty, inadequate basic urban services, and deteriorating urban environment. It is estimated that slums and informal settlements provide accommodation to more than 60% of the urban dwellers in Uganda. Such settlements are characterized by lack of basic services, overcrowding, tenure insecurity, makeshift dwelling units, crime, and poor sanitation. Whereas the urban sector contributes over 60% of the national GDP, it only receives 3.4% (40Bn) annually of the total Local Government Budget of 1.3 Trillion. Investment in urban infrastructure has been lower than the international average as a portion of total fixed-asset investment and GDP. It is also unevenly distributed. It is therefore important that the urban sector is managed efficiently and effectively to contribute to the growth of the economy. A failure to address the needs and requirements of this sector will lead to the creation of critical negative externalities for the country's economy as a whole.

2.4.3.5. Urban poverty

The high economic growth experienced in the last decade has found the planning system and institutions ill prepared to respond to the challenges. This has contributed to rapid increases in urban poverty, which is manifested through poor housing conditions, insecure land tenure, urban crime and homelessness. Although poverty has been decreasing both in rural and urban areas, statistics in the table below indicate that most urban dwellers do not have stable sources of income.

Table 11: Poverty and Inequality by Sub group.

| POVERTY AND INEQUALITY BY SPATIAL SUB-GROUP, 1992 TO 2003 | | | | | | | | | | |
|--|-------------------|-------|---------------|---------------|---------------|--------------------------|------|---------------|---------------|---------------|
| Level | Poverty Headcount | | | | | Gini Index of inequality | | | | |
| | 1992/ 1993 | 1997 | 1999/ 2000 | 2002/ 2003 | 2005/ 2006 | 1992/ 1993 | 1997 | 1999/ 2000 | 2002/ 2003 | 2005/ 2006 |
| National | 55.70 | 45.00 | 33.80 | 37.70 | 31.10 | 0.36 | 0.35 | 0.40 | 0.43 | 0.408 |
| Rural | 59.70 | 49.20 | 37.40 | 41.70 | 34.20 | 0.33 | 0.31 | 0.33 | 0.36 | 0.363 |
| Urban | 27.80 | 16.70 | 9.60 | 12.20 | 13.70 | 0.40 | 0.35 | 0.43 | 0.48 | 0.432 |

Source: Uganda Population Secretariat; State of Uganda Population Report, 2007

2.4.3.6. *Weak Urban Governance*

Poor planning decisions and a failure to properly coordinate private development with public infrastructure and service needs are affecting the quality of life and competitiveness of our urban centers. This has also resulted in excessively high house prices, severe traffic congestion, long commuting times, and increased pressure on local authority services such as water and waste.

The role of the Private Sector, Civil Society and the Citizenry is very critical in the governance of our urban centers. Government appreciates that it does not have adequate resources to develop, provide all the necessary infrastructure and social services in Kampala City and other urban centers, therefore, the need to bring on board the Private Sector, Civil Society and Citizenry who have the resources to invest in infrastructure development and service delivery to ensure that the urban centres are competitive enough to absorb its citizenry in gainful employment. The urban centres should be managed as enterprises because that's where business and services are and need to be competitive enough to provide investment opportunities for its citizenry.

2.4.3.7. *Overlapping institutional mandates*

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 roles and mandates. The existing legislation i.e. Local Government Act Cap 243, Land Act Cap 227, National Environment Act Cap 153, and Physical Planning Act 2010, need to be reviewed, re-engineered and harmonized to facilitate attainment of efficient and effective physical planning.

2.4.4. Physical Planning and Urban Development Sub-sector SWOT Analysis

Table 12: SWOT Analysis of the Physical Planning and Urban Development Sub-Sector

| Strengths | Weaknesses |
|--|--|
| <ul style="list-style-type: none">◆ Clear mandate with a clear structure of hierarchy.◆ The three departments complement each other.◆ Existence of policy and legal frameworks.◆ Existence of a budget.◆ Young, dynamic and skilled staff members who are committed and professional.◆ Good leadership and political will.◆ Team work and team spirit.◆ Availability of basic facilities e.g. computers, desks, internet. | <ul style="list-style-type: none">◆ No clear Vision, mission and shared values.◆ Unfilled staff structure.◆ Inadequate capacity building.◆ Inadequate coordination mechanisms.◆ Inadequate financial resources.◆ Limited knowledge of Government work systems.◆ Poor time management and utilization.◆ Low staff motivation.◆ The public is not adequately informed about our roles and services.◆ Piece meal planning and implementation of activities.◆ Changing priorities and operation of existing plans e.g. abrupt changes to planned activities.◆ Lack of adequate office space (work stations, car parking). |

| Strengths | Weaknesses |
|---|--|
| <ul style="list-style-type: none"> ◆ Regular staff meeting. ◆ Networking with other professionals. | <ul style="list-style-type: none"> ◆ Inadequate resources like computers. For example one computer is shared between two staff. ◆ Negative attitude towards work. |
| Opportunities | Threats |
| <ul style="list-style-type: none"> ◆ Good will from development partners. ◆ International treaties and conventions like Habitat Agenda, World Urban force and MDGs. ◆ Increased Urban growth (Mushrooming unplanned urban areas). ◆ Over 100 District Local Governments to support. ◆ Good political will. ◆ Clear policy, legal frame work / adequate laws & policies in place. ◆ Existence of good will from the public on sector initiatives. ◆ Higher institutions in Uganda now offer relevant courses. ◆ Formation of MDGs, NUF. | <ul style="list-style-type: none"> ◆ High levels of urban poverty. ◆ Overlapping mandates amongst government agencies. ◆ Political intervention. ◆ Lack of linkages with local government e.g. enforcing implementation becomes practically impossible. ◆ Inadequate legal framework. ◆ Lack of prioritization of urban development on the part of the Government – inadequate allocation of financial resources |

SECTION THREE: STRATEGIC FRAMEWORK FOR THE LHUD SECTOR STRATEGIC PLAN

3.1. Introduction

The institutional review and situation analysis of the Ministry and ULC has been made against the overall Government policy direction as articulated in the NDP. This section highlights the strategic framework which repositions the sector to meet the NDP objectives and vision 2040.

3.2. Strategic Direction for LHUD Sector

3.2.1. Sector vision:

The sector vision is *“Land Tenure Security, Sustainable Land Management and Adequate Housing for all”*.

3.2.2. Sector mission:

The sector mission is “To ensure Sustainable Land Management, Orderly Development and Adequate Housing for Socio-economic Development:.

3.2.3. Key Sector Result Areas (KRAS)

- i. Secure Land Tenure and Government Land and property thereon secured.
- ii. Quality Housing stock for all income groups.
- iii. Orderly Rural and Urban Development.
- iv. Harmonized Planning, Efficient and Effective Administrative and Management Services.

3.3. Sub Sector Strategic Direction

3.3.1. Sub Sector Vision Statements

- a) **Lands Sub-Sector:** *“Uganda’s land resources used productively and sustainably for security of livelihoods and poverty eradication”*.
- b) **Housing Sub-Sector:** *“Adequate housing for all”*.
- c) **Physical Planning and Urban Development Sub-Sector:** *“Sustainable and Orderly Land Use”*.

3.3.2. Sub Sector Mission Statements

- a) **Lands:** *“To foster delivery of efficient and transparent land services”*
- b) **Housing:** *“To promote the production, upgrading, repair and maintenance of adequate housing for all”*.
- c) **Physical Planning and Urban Development:** *“To ensure planned urban and rural development”*

3.3.3. Core Values and Principles

The sector cherishes the following values:

- a) **Objectivity:** All decisions will be based on merit, professional codes and other codes of good practice.
- b) **Partnerships:** We shall engage our partners who include Government Ministries, Departments, Agencies, local Governments, Civil Society, Development Partners and the Private Sector in designing, implementing, monitoring and evaluating our programs/activities.

- c) **Client Focus:** The interests for our clients will always be our first priority. We shall always seek to meet our clients' needs and expectations.
- d) **Optimal use of resources:** We shall endeavor to optimally use allocated resources in the attainment of the Ministry objectives and targets.
- e) **Honesty and Integrity:** We shall conduct our duties and provide services with truthfulness, professionalism, sincerity and in a transparent manner.
- f) Respect, teamwork, commitment to quality and excellence.
- g) Impartiality, fairness, promotion and protection of public interest, particularly vulnerable groups.
- h) Professionalism: ability to work calmly, competently and in a committed manner) Integrity; ability to work honestly, openly, impartially and in accordance with public service values.
- j) Respect for diversity: an ability to work effectively and inclusively with people from different backgrounds and with different perceptions.

3.3.4. Lands Sub-Sector Strategy Framework

3.3.4.1. Vision for Lands Sub Sectors: *“Uganda’s land resources used productively and sustainably for security of livelihoods and poverty eradication”*

3.3.4.2. Mission Statement: *“To foster delivery of efficient and transparent land services”*

3.3.4.3. Key Result Area: *‘Secure Land Tenure for Socio-economic Development’*

3.3.4.4. Strategic Objectives

The Land Sub Sector Strategic Plan will be guided by nine (9) strategic objectives. These objectives are instrumental to the achievement of the sector vision and mission. Each strategic objective defines the direction towards which actions may be needed to achieve the implementation goals of this strategic plan.

Strategic Objective 1: “To create inclusive policy frameworks for land administration and land management.”

Strategic Objective 2: “To ensure efficient management, utilization, and protection of land and land based resources for transforming Uganda’s economy.”

Strategic Objective 3: “To improve equity in access to land, livelihood opportunities and tenure security of vulnerable groups.”

Strategic Objective 4: “To increase availability, accessibility and affordability of land information for planning and development”

Strategic Objective 5: “To ensure transparent land rights administration, accountable and easily accessible institutions and strengthen systems and capacity for delivery of land services.”

Strategic Objective 6: “To promote a “business approach” to the delivery of land services through Multi-sectoral participation”

Strategic Objective 7: To transform communal landownership under customary tenure for increased land productivity, better environmental management, poverty reduction in households and betterment of the welfare of the communities in Uganda.

Strategic Objective 8: To reduce land insecurity, conflicting claims to land and disputes caused by overlapping land rights with the view to removing barriers to land utilization and mobility.

Strategic Objective 9: To ensure that all Government land and property thereon, secured, effectively managed and historical land holding injustices resolved”

3.3.4.5. Strategies for achieving Strategic Objectives under the Lands Sub Sector

There are several broad areas of intervention envisaged under each strategic objective, in addition to implementing other outstanding issues from LSSP1. These areas are: public education and awareness creation; capacity building and enhancement; establishing appropriate land administration infrastructure as proposed in the NLP and this strategy; providing adequate funding; establishment of a national spatial data infrastructure and maintenance of reliable high quality land information system to support decision making; more effective decentralization of services and land delivery and certification.

Strategic Objective 1: “To create inclusive policy frameworks for land administration and land management.”

- 1) Formulate, review and revise land related laws, regulations and guidelines.
- 2) Develop and implement land use and physical development plans at regional, district and municipal levels.

Strategy 1

Formulate and implement appropriate policies for the land sub sector

Actions

- a) Disseminate and implement the National Land Policy (NLP) and Land Use Policy;
- b) Develop and implement sub-national (regional) and district Land Policies and Land Use Policies;
- c) Formulate and implement a Government Land Management Policy; and
- d) Formulate and implement a National Resettlement Policy.

Strategy 2

Review, revise and harmonize relevant legislations

Actions

- a) Formulate, review, revise and harmonize land related laws, regulations and guidelines; and
- b) Formulate and implement land related regulations and guidelines

Strategic Objective 2: “To ensure efficient management, utilization, and protection of land and land based resources for transforming Uganda’s economy.”

Strategies

- i) Develop and Implement the National and Sub-regional Physical Development Plans.
- ii) Ensure proper land use practices comply with sound environmental and natural resources management.
- iii) Ensure equitable access to land for orderly development of urban and rural settlements.
- iv) Identify, assess, inventory and register government land.
- v) Clarify procedures for land acquisition by government.

Actions

a) Land use Mapping:

- i) Preparation of Framework (national, regional and district) Land Use Plans and land banking.
- ii) Preparation of Strategic Urban Development Plans.
- iii) Preparation of Rural Settlement land use plans.

b) Physical planning:

- i) Refinement of Strategic Urban and Rural Development Plans.
- ii) Preparation of Settlement Layouts – Town Planning Drawings.
- iii) Designation of Areas Ripe for Development.

Strategic Objective 3: “To improve equity in access to land, livelihood opportunities and tenure security of vulnerable groups.”

- i) Strengthen land dispute mechanisms, institutions and structures.
- ii) Strengthen the land rights for the poor and vulnerable groups.
- iii) Fully Operationalize the Land Fund to address historical injustices.
- iv) Streamline and integrate community land administration and rights systems into the formal legal system.
- v) Increase provision of public information on land rights.

Actions

- i) Strengthening Land Dispute Resolution Institutions and Mechanisms.
- ii) Formalization of Communal Lands.
- iii) Demarcation and Certification of Community Land Rights.
- iv) Systematic Demarcation of Individual Parcels.
- v) Disentangling overlapping land rights.
- vi) Protection of vulnerable groups.
- vii) Capitalization and operationalization of the Land Fund and Land Fund Credit facility.
- viii) Implementation of the land fund regulations to address historical injustices.
- ix) Conducting a review of the Judiciary’s rules and procedures for adjudication of land disputes to identify gaps and making recommendations for improvement.
- x) Strengthening the capacity of the Judiciary and other land agencies for implementing alternative dispute resolution and mediation programs.
- xi) Compilation and dissemination of the material on land laws and related documents.
- xii) Provision of training to the Judiciary and other land tribunals; and
- xiii) Conducting a comprehensive review of the legal, institutional and operational framework of land tribunals to identify gaps and make recommendations for improvement.

Strategic Objective 4: “To increase availability, accessibility and affordability of land information for planning and development”

- i) Roll out and sustain the Land Information System.
- ii) Develop policy guidelines for geo-spatial information production and management.

- iii) Establish a National Spatial Data Infrastructure that integrates data for planning and development.
- iv) Establish an appropriate infrastructure for geodetic reference frames to facilitate surveying, mapping, construction and other services.
- v) Review and roll out a national program for Systematic Adjudication, Demarcation, Survey and Certification or Registration of ownership program.

Actions

- i. Develop and enhance Survey and Mapping Capacity.
- ii. Establish appropriate geodetic reference frames.
- iii. Establishing a geographical (geodetic) referencing framework in plane and elevation (framework data).
- iv. Mapping the landscape at functional scales (thematic data).
- v. Mapping Settlement Areas at functional scales (thematic data).
- vi. Develop geographical information systems (GIS).
- vii. Complete LIS Basic Infrastructure Development.
- viii. Establish an efficient production and management of Geo-Spatial Information.
- ix. Support establishment of a National Spatial Data Infrastructure.
- x. Establish an appropriate geodetic reference infrastructure to facilitate surveying and mapping.
- xi. Review and roll out a national program for Systematic Adjudication, Demarcation, Survey and Certificate or Registration of land program.

Strategic Objective 5: “To ensure transparent land rights administration, accountable and easily accessible institutions and strengthen systems and capacity for delivery of land services.”

Strategies

- i) Develop the physical infrastructure for effective delivery of land services.
- ii) Strengthen land management institutions and human resource capacity.
- iii) Establish effective HQ supervision and support for the land administration system.
- iv) Provide uniform standards, backstopping technical support and supervision for land administration institutions at the center and sub-national levels.
- v) Support the development of professional capacity and participation.
- vi) Strengthen the overall land rights administration system.
- vii) Developing programmes aimed at improving the capacity of land administration institutions in service delivery.

Actions

- i) Developing the physical infrastructure for effective delivery of land services.
- ii) Strengthening land management institutions and human resource capacity.
- iii) Supporting the development of professional capacity and participation.
- iv) Establishing effective Head Quarter supervision and support for the land administration system.

- v) Providing uniform standards, backstopping technical support and supervision for land administration institutions at the center and sub-national levels.
- vi) Finalizing and roll out the development of the Land Information System (LIS) that integrates land management, registration and valuation functions.
- vii) Establishing and effectively support and supervise the 21 MLHUD Zonal Offices (MZOs).
- viii) Providing national standards, backstopping and technical support supervision to ULC, DLBs, DLOS, ALC and Recorders.
- ix) Transferring responsibility for the Institute of Surveys and Land Management back from MoES to MLHUD and to effectively support its development, including the provision of part-time lecturers.

Strategic Objective 6: “To promote a *‘business approach’* to the delivery of land services through Multi-sectoral participation”

Strategies

- i) Place the land sector among the priority sectors for national development planning.
- ii) Improve the effectiveness and reliability of Land Sector services.
- iii) Strengthen Land Sector support for private sector competitiveness.
- iv) Strengthen Land Sector partnerships for delivering land services.
- v) Improve accessibility of land services to land and rental markets.

Actions

- i) Reviewing and Strengthening Professional and Ethical Standards and Oversight.
- ii) Increasing Private Sector Participation in land sector activities.
- iii) Strengthening Partnerships with CSOs and CBOs in land services.
- iv) Pursue Sector-wide approach aimed at increasing revenue generation.

Strategic Objective 7: To transform communal landownership under customary tenure for increased land productivity, better environmental management, poverty reduction in households and betterment of the welfare of the communities in Uganda

Strategy

Develop programmes to transform of communal landownership for increased land productivity.

Actions

- i) Accelerate 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.
- ii) Promote the organization of communities into formal land holding entities for sustainable use and management of common property resources, including renting of such land.
- iii) 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.

- iv) 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).

Strategic Objective 8: To reduce land insecurity, conflicting claims to land and disputes caused by overlapping land rights with the view to removing barriers to land utilization and mobility.

Strategy

To strengthen land related dispute resolution institutions

Actions

- i) Re-institute District Land Tribunals.
- ii) Develop and implement a strategy for Alternative Land Dispute Resolution.
- iii) Establish a centre for coordination of land dispute mediation to support DLTs to formalize and coordinate pre-trial mediation.
- iv) Build capacity of land related dispute resolution institutions and land administrators to expeditiously dispose of land conflicts.
- v) Fully operationise and improve the management of the Land Fund.

Strategic Objective 9: To ensure that all Government land and property thereon, secured, effectively managed and historical land holding injustices resolved.

Strategies

- i) Put Government land resources to productive sustainable use.
- ii) Develop and maintain an updated inventory and database for all Government land and property.
- iii) Facilitate bonafide occupants acquire registrable interest in the land.

Actions

- i) Facilitate the drafting of ULC law.
- ii) Implement the ULC law.
- iii) Lease and or rent Government land for productive investments.
- iv) Develop modalities for designating management of government land abroad.
- v) Secure a permanent home for ULC.
- vi) Identify, compile, update & manage an inventory of government land.

- vii) Survey, register and attach market values on government land.
- viii) Create land banking.
- ix) Develop guidelines/regulations for management of the Land Fund.
- x) Regularize land ownership in the beneficiary areas.

3.3.5. Housing Sub Sector Strategic Framework

3.3.5.1. Vision of the Housing Sub Sector is “Adequate housing for all”.

3.3.5.2. Mission statement of Housing Sub Sector is “To promote the production, upgrading, repair and maintenance of adequate housing for all”.

3.3.5.3. Key Result Area (KRA):

Quality Housing stock for all income groups

3.3.5.4. Strategic Objectives

Strategic objective 1: To ensure production of adequate and sustainable housing for all

Strategic objective 2: To develop and implement inclusive policy and legal framework for housing development.

3.3.5.5. Strategies for achieving strategic objectives under the housing sub sector

Strategic Objective 1: To ensure production of adequate and sustainable housing for all.

Strategies

- i) Formulate and Operationalize policy and regulatory framework to enhance development of the Housing Sub sector.
- ii) Prevent slum development and upgrade the existing ones.
- iii) Develop and implement the Public Servants Housing Scheme.
- iv) Promote and ensure availability and accessibility to affordable housing finance.
- v) Deepen public knowledge about housing and human settlements development issues and programs.
- vi) Develop a well-planned and managed construction of public and private housing estates.
- vii) Develop and implement institutional housing Projects in new hard to reach districts.

Objective 2: To develop and implement inclusive policy and legal framework for housing development

Strategy 1

Formulate and Operationalize policy and regulatory framework to enhance development of the Housing Sub-sector

Actions

- i) Develop a comprehensive national housing policy.
- ii) Develop a National Real Estates policy.
- iii) Draft the Landlord-Tenant Bill.

- iv) Draft the Housing Act.
- v) Draft a law to regulate the real estate Sub sector.
- vi) Develop a strategic investments plan for the Housing Sub sector.

Strategy 2

Prevent slum development and upgrade the existing ones

Action

Implement the national slum upgrading strategy and action plan.

Strategy 3

Develop the Public Servants Housing Scheme

Action

Develop and undertake Public Private Partnerships for implementation of Public Servants Housing Scheme

Strategy 4

Promote and ensure availability of and accessibility to affordable housing finance.

Action

Increase access and availability of long-term affordable housing finance.

Strategy 5

Deepen public knowledge about housing and human settlements development issues and programs.

Actions

- i) Develop IEC strategy to sensitize the public on housing related issues.
- ii) Promote rural housing development schemes.
- iii) Develop and distribute prototype plans to various regions.

Strategy 6

Develop a well-planned and managed construction of public and private housing estates

Actions

- i) Provide technical support to Government, public and private sector on housing.
- ii) Provide technical support to earthquake and other disaster prone areas.
- iii) Develop PPP guidelines for the housing sector

Strategy 7

Develop and implement a comprehensive national housing policy, law and investment plan.

Actions

- i) Finalize the development of sector policies such as National Housing Policy, National Real Estate Policy.
- ii) Finalize the development of sector laws such as the Housing Act, Landlord-tenant Act, Land Agent Act, etc.
- iii) Implement sectoral policies and laws.

Strategy 8

Implement the national slum upgrading strategy and action plan.

Actions

- i) Carry out a national slum profiling exercise.
- ii) Redevelop slums and prevent development of slums.
- iii) Establish of land banking.
- iv) Undertake site and service schemes.

Strategy 9

Develop and undertake Public Private Partnership for implementation of Public Servants Housing Scheme.

Actions

- i) Develop and adopt a framework for Public Private Partnership.
- ii) Identify Partners to work with in the housing Sub sector.
- iii) Develop and sign memorandum of understanding with partners.
- iv) Construct houses under PPP arrangements for sale and rental

Strategy 10

Promote and ensure availability of and accessibility of affordable housing finance.

Actions

- i) Support initiatives of financial institutions to mobilize long time finance for housing.
- ii) Lobby financial institutions to lower interest rates on mortgages.
- iii) Promote formation and development of housing cooperatives and pro-housing saving groups to mobilize funds for housing.
- iv) Develop mechanisms for mobilizing pension's schemes and insurance deposits to support housing finance.
- v) Establishment of a Housing Fund.

Strategy 11

Develop IEC Strategy to sensitize the public

Actions

- i) Establish a housing database.
- ii) Develop a housing IEC strategy.

- iii) Hold annual construction and housing exhibitions.
- iv) Promote the use of appropriate and affordable construction technologies.
- v) Support documentation and dissemination of research findings to universities and other institutions of higher learning.
- vi) Monitor compliance to adherence to housing laws and regulations.
- vii) Produce a bi annual housing magazine.

Strategy 12

Promote rural housing development schemes.

Actions

- i) Provide appropriate and affordable construction technologies.
- ii) Develop and implement a rural settlement program to promote organized. Settlement and commercial agricultures.
- iii) Construct demonstration houses for low cost and disaster resistant model houses.

Strategy 13

Provide technical support to, public and private sector on housing.

Actions

- i) Regulate the practice of professionals in the sector through monitoring and supervision in their activities.
- ii) Supervise public building constructions and maintenance.
- iii) Produce proto type plans for various categories of the public.
- iv) Train and sensitize the public on the concepts and principles of implementing the condominium property law.
- v) Develop institutional structures at LG level to address staffing requirements; and establish housing institutional structures in Local Governments.

Strategy 14

Provide technical support to disaster prone areas.

Actions

- i) Undertake demonstration housing in disaster prone areas by Training trainers in disaster resistant building technologies.

- ii) Develop guidelines for construction in disaster prone areas.
- iii) Sensitize communities on disaster management.
- iv) Develop resettlement action plans.

3.3.6. Physical Planning and Urban Development Sub-Sector Strategic Framework

3.3.6.1. *Vision for Physical Planning and Urban Development Sub sector is “Sustainable and Orderly Land Use”.*

3.3.6.2. *Mission of Physical Planning and Urban Development Sub sector is “To ensure planned urban and rural development”.*

3.3.6.3. *Key Result Area (KRA):* “Planned and orderly urban and rural development”

3.3.6.4 *Strategic Objectives*

Strategic objective 1: To attain orderly and sustainable urban and rural development by 2040.

3.3.6.5. *Strategies for achieving strategic objectives under physical planning and urban development sub sector*

Strategic objective 1: To attain orderly and sustainable urban and rural development by 2040.

Strategies

- i) Develop a national spatial back bone and regional physical development plans.
- ii) Strengthen compliance to the land use regulation framework.
- iii) Develop inclusive policy and legal framework for urban and rural development.
- iv) Strengthen institutional capacity for orderly urban and rural development.
- v) Integrate environment and heritage concerns in urban and rural development.
- vi) Develop and implement integrated urban infrastructure investment framework to support urban development.

Strategic objective 2: To develop and strengthen a competitive urban economy by 2040

Strategies

- i) Develop an urban local government’s local economic development strategy.
- ii) Increase public awareness on urban development and management issues.
- iii) Develop an urban redevelopment, renewal and revitalization strategy.
- iv) Strengthen existing urban Local Economic Development programs.
- v) Support the development of urban development strategy for local governments.
- vi) Review the policy, legal and regulatory framework with a view to increase availability of and access to land for investment.

3.3.6.6. *Strategies/Actions under each strategy objective*

Strategic objective 1: To attain orderly and sustainable urban and rural development by 2040

Strategy 1

Develop inclusive policy and legal framework for urban and rural development

Actions

- i) Develop and implement the National Urban Policy.
- ii) Other sectors to review revise and harmonize relevant policies and laws related to the Sub Sector.
- iii) Develop and implement a strategic plan for Physical Planning and sub sector urban development.
- iv) Put in place appropriate urban development standards and guidelines.
- v) Formulate and implement solid waste management policy.

Strategy 2:

Develop a national spatial back bone and regional physical development plans

Actions

- i) Develop and implement the National Physical Development Plan.
- ii) Develop and implement regional physical development plans.
- iii) Prepare 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).
- iv) Plan Implementation.

Strategy 3:

Strengthen compliance to the land use regulation framework.

Actions

- i) Implement the National Land Use Policy.
- ii) Implement the Physical Planning Act 2010.
- iii) Disseminate the physical planning regulations, standards and guidelines.
- iv) Carry out regular supervision, monitoring and inspection to ensure compliance with physical planning standards.
- v) Institute approval mechanism for public physical infrastructure projects.
- vi) Produce an annual state of physical planning report.
- vii) Establish land use data base and computerize Physical Planning Operations at the Ministry.
- viii) National campaigns for planned physical (spatial) development

Strategy 4:

Strengthen institutional capacity for orderly urban and rural development

Actions

- i) Recruit and train urban development technical personnel at the central and LG levels.
- ii) Solicit for adequate funds for institutional capacity building at both Central and Local Governments level.

- iii) Provide conditional Grants to LGs and monitor the use of the grants.
- iv) Develop and implement E-governance to facilitate efficient and effective urban development and management.
- v) Strengthen the monitoring system for urban centres.

Strategy 5:

Integrate environment and heritage concerns in urban and rural development

Actions

- i) Develop and implement urban beatification, urban greening and landscape plans for urban centres.
- ii) Develop and implement a programme for upgrading slums and informal settlements.
- iii) Develop and implement urban disaster management plans.
- iv) Develop, restore, preserve and gazette urban heritage.

Strategy 6:

Develop and implement integrated urban infrastructure investment framework to support urban development

Actions

- i) Develop and implement a strategic urban infrastructure investment plan.
- ii) Formulate and implement an urban drainage management strategy.
- iii) Promote and support street lighting in urban areas.
- iv) Promote solid waste and management in urban areas.

Strategic objective 2: To develop and strengthen a competitive urban economy by 2040

Strategy 1:

Review the policy, legal and regulatory framework with a view of increasing availability of and access to land for investment.

Action

Promote establishment of land banking and land consolidation schemes in urban areas.

Strategy 2:

Increase public awareness on urban development and management issues.

Action

Develop and implement national campaign programmes on sustainable urban development.

Strategy 3:

Develop an urban redevelopment, renewal and revitalization strategy.

Actions

- i) Develop and implement urban redevelopment, renewal and revitalization programs.
- ii) Develop industrial parks, special economic zones and business parks.

- iii) Set up and develop incubation centres for training, skills development and technology transfer in urban centres.
- iv) Redevelop and upgrade markets and food courts through PPP arrangements.

Strategy 4:

Develop a strategy for Local Economic Development.

Actions

- i) Formulate and implement LED programs in urban areas.
- ii) Develop business associations /cooperatives /SACCOs.

3.3.7. Support Services (Planning, Finance and Administration) Strategic Framework

3.3.7.1. Key Result Area (KRA): *“Harmonized Planning, Effective and Efficient Administrative and Management Services”.*

3.3.7.2. Strategic Objectives

- i. Support Services (Planning, Finance and Administration) Sub Sector will be guided by the following Strategic Objectives:

Strategic Objective 1: To contribute to sectoral policies that are evidence based and are in line with the overall national goals, regional and international priorities.

Strategic Objective 2: To ensure efficiency and effectiveness in the implementation of Government programs and projects.

Strategic Objective 3: To ensure that sector budgets and performance plans are harmonized with the national priorities in the MTEF, NDP & other Government policy and planning frameworks.

Strategic Objective 4: To provide timely guidance and reporting on implementation of Government projects and programmes.

Strategic Objective 5: To consolidate Sector Wide Approach to planning (SWAP) and build capacity to coordinate planning in Lands, Housing & Urban Development sector.

Strategic Objective 6: To improve communication and information sharing on the role and functions of the Ministry

Strategic Objective 7: To ensure efficient and effective supply chain management.

Strategic Objective 8: To have an effective and efficient workforce.

3.3.7.3. Strategies for achieving strategic objectives under Support Services (Planning, Finance and Administration) sub sector

Strategic Objective 1: To contribute to sectoral policies that are evidence based and are in line with the overall national goals, regional and international priorities

Strategies

- i. Promote the use of Regulatory Best Practice Principles.
- ii. Participate in policy formulation processes.

- iii. Undertake policy research.
- iv. Undertake M&E on impact of sectoral policies.

Strategic Objective 2: To ensure efficiency and effectiveness in the implementation of Government programs and projects

Strategies

- i. Strengthen compliance with laws, regulations, standards and guidelines.
- ii. Strengthen monitoring and evaluation.
- iii. Strengthen the internal audit function.
- iv. Strengthen internal dialogue on behavioral reforms and accountability for increased professionalism and service delivery.
- v. Efficient and effective use of available resources.

Strategic Objective 3: To ensure that the sector budgets and performance plans are harmonized with the national priorities in the MTEF, NDP & other Government policy and planning frameworks

Strategy

- i. Carry out internal sensitization and consultative workshops to ensure all stake holders understand and appreciate government policies and programme so as to align the budgets and plans to the overall government planning framework.

Strategic Objective 4: To provide timely guidance and reporting on implementation of Government projects and programmes

Strategies

- i. Ensure a clear understanding of the guidelines received and providing a consultative framework for stakeholders;
- ii. Undertake monitoring programmes and participating in other cross sectoral programmes;
- iii. Provide timely feedback and reports for corrective actions;
- iv. Formulate, implement, and ensure compliance with policies, procedures, standards and practices and laws regarding Total Quality Management.

Strategic Objective 5: To consolidate Sector Wide Approach to planning (SWAp) and build capacity to coordinate planning in Lands, Housing & Urban Development sector

Strategies

- i. Ensure a participatory planning process and have a functional LHUD SWG.
- ii. Coordinate the sector's human resource development programs.
- iii. Coordinate the sector's gender, HIV/AIDS and environmental related matters.

Strategic Objective 6: To improve communication and information sharing on the role and functions of the Ministry

Strategy

- i. Develop and implement an IEC strategy.

Strategic Objective 7: To ensure efficient and effective supply chain management.

Strategies

- i. Develop a demand management strategy.
- ii. Develop an acquisition framework.

Strategic Objective 8: To have an effective and efficient workforce.

Strategies

- i. Implement Public Service Rules, Regulations, Circular Standing Instructions and reforms.
- ii. Develop a Human Resource Management Strategy.
- iii. Establish staff welfare programmes.
- iv. Develop records management guidelines.

SECTION FOUR: IMPLEMENTATION FRAMEWORK

The implementation framework has been developed basing on the vision of the sector, an assessment of the sector situation analysis, research and benchmarking on international best practices. The components of the implementation framework include; the sector vision which aims at a judicious land use and management, well planned urban development, decent and affordable housing for all Ugandans; and an enabling environment that consists of supporting enablers that will impact on lands, housing, physical planning and urban development initiatives. These enablers need to be in place so as to ensure attainment of the above initiatives. Some of the enablers include; coordination, continuous development of policies and legislation, skills development, enhancement of infrastructure, strengthening the current governance framework among others. The Sector Strategic Plan is organized in a way that it can be implemented within the Sector current structures for planning, budgeting and annual reviews.

The performance monitoring indicators and targets for the period (2013/14 – 2017/18) are presented in Table 11. The indicators and targets are aligned to the strategic objectives.

The Sector will continue the process of revising the Medium-Term Budget Framework (MTBF) to conform to the Sector Strategic Plan. The second and third year of the current MTBF will reflect the Sector Strategic Plan. The MTBF will be revised every year to reflect revisions to the strategies and interventions of the Strategic Sector Plan.

The implementation of the Sector Strategic plan will involve, among other things, a strategy supporting organization structure; Creating plan awareness; coordinated teamwork as well as commensurate and timely funding arrangements; Monitoring the extent to which activities in the Strategic Plan are implemented and evaluating their impact on the utilization of land and land based resources as some of the key will activities for the Ministry and ULC.

4.1. Monitoring Strategy

Each of the identified activities has associated specific objectively verifiable indicators which shall be tracked according to the specified times of implementation. The ensuing interventions shall then be administratively communicated to the Permanent Secretary for the necessary corrective action on a monthly basis in accordance to the logical frame.

The Sector Strategic Plan has been developed in the context of the National Development Plan, Vision 2040, Millennium Development Goals and other Government development initiatives. As such the SSP Monitoring Framework has been developed in consideration of the MDGs and NDP Monitoring Framework. In the same way the SSP indicators and targets have been set after due consideration of global and national indicators and targets as well as the financial and human resources and circumstances under which the sector is operating. Table 13 below shows the monitoring indicators and the set targets for the five year plan period.

Table 13: Monitoring indicators

| | Targets 2013/14 | Targets 2014/15 | Targets 2015/2016 | Targets 2016/2017 | Targets 2017/2018 |
|---|--------------------|--------------------|----------------------|----------------------|----------------------|
| Lands | | | | | |
| Number of land related laws, regulations and guidelines handled | 6 | 5 | 5 | 4 | 4 |
| Number of titles sorted, scanned and entered in the data base | 140,000 | 145,000 | 150,000 | 159,000 | 168,540 |
| Number of land transactions registered | 30,000 | 89,000 | 100,000 | 106,000 | 112,360 |
| Physical Planning and Urban Development | | | | | |
| Number of monitoring and coordination reports | 4 | 4 | 4 | 4 | 4 |
| Housing | | | | | |
| Number of monitoring reports on implementation of national policies laws, regulations and standards in the housing sector | 4 | 4 | 4 | 4 | 4 |
| Uganda Land Commission | | | | | |
| Number of processed leases | 500 | 600 | 600 | 636 | 674 |
| Amount of NTR collected (Ushs bn) | 2.50 | 2.70 | 3.00 | 3.20 | 3.30 |
| Number of government land titles issued | 60 | 65 | 70 | 74 | 79 |
| Number of properties verified and valued | 50 | 65 | 70 | 74 | 79 |

4.2. Evaluation and Review Mechanisms

Regular reports using the various sources of data will be used to assess progress against agreed indicators and targets and these will include the following:

- i) **Quarterly Reports.** These will be produced by the different levels and used both for self- assessment and by supervisors to determine progress or lack of it.
- ii) **Annual Sub Sector Performance Reports (ASPR).** The ASPR will include an assessment of performance at and within the different levels.
- iii) **Mid-term Review and End-term Evaluation.** These will be produced by different levels to determine progress or lack of it.

4.3. Financing Plan

4.3.1. Costing

This section provides the costing of the strategic plan for the next five years. It is an aggregate estimate of the entire sector spending requirements for the next five years. It involves costing of the interventions and

inputs that would result in reasonable progress towards achievement of the set targets and is therefore the basis for determining the goals and targets of the SSP. The costing is based on the assumption that the financing conditions shall improve considering the practical rather than abstract environment of delivering services. The costing methodology builds on the cost estimates that had been compiled in the Ministerial Policy Statements and within the Medium Term Expenditure Framework. (MTEF)

Table 14: Summary of the Annual Financing Plan (Ush-Bns) 2013/2018

| FINANCIAL YEARS | | 2013/ 2014 | 2014/ 2015 | 2015/ 2016 | 2016/ 2017 | 2017/ 2018 |
|---|---|---------------|---------------|---------------|---------------|---------------|
| Ministry of Lands, Housing and Urban Development (MLHUD) | | | | | | |
| Recurrent Budget | Wage | 3.366 | 3.534 | 3.711 | 3.896 | 4.091 |
| | Non Wage | 8.84 | 11.687 | 15.602 | 17.318 | 19.223 |
| | Total Recurrent (Ush-Bns) | 12.206 | 15.221 | 19.313 | 21.214 | 23.314 |
| Development Budget | Government (Ush- Bns) | 4.27 | 13.48 | 7.05 | 7.41 | 6.78 |
| | Donor (Ush- Bns) (UGX 2550 =1\$) | 316.00 | 298.35 | 319.00 | 319.00 | 319.00 |
| Uganda Land Commission (ULC) | | | | | | |
| Recurrent Budget | Wage | 0.318 | 0.330 | 0.346 | 0.363 | 0.382 |
| | Non Wage | 0.226 | 0.236 | 0.302 | 0.335 | 0.754 |
| | GoU- Total Recurrent | 0.544 | 0.566 | 0.648 | 0.698 | 0.754 |
| Development Budget | Government | 9.323 | 9.323 | 9.323 | 9.323 | 9.323 |
| | Donor | 0 | 0 | 0 | 0 | 0 |

4.3.2. Financing

The goal of sector financing for the SSP is to raise sufficient financial resources to fund the plan whilst ensuring equity and efficiency in resource mobilization, allocation and utilization during the plan period. The medium term objectives are to mobilize additional resources to fund the SSP, ensure effectiveness, efficiency and equity in resource allocation and utilization and ensure transparency and accountability in resource utilization.

Past experience has shown that inadequate financing remains a primary constraint inhibiting the development of the sector. Factors external to the sector such as performance of the national economy, macroeconomic policies, size of the resource envelope will determine the pace at which progress will be realized.

Financing the SSP necessitates identification of financing mechanisms that are able to bring forth significant and sustainable amounts of funds in the medium term whilst upholding equity principles. The following financing mechanisms are envisaged during SSP implementation.

Government budget and donor budget Support:

This includes both government funds and donor budget support. As in the SSP this is the mode of funding preferred by the sector. This is a flexible funding source where the government has control to allocate

resources to agreed priorities. The Sector Working Group will continue to review, approve and align project funding to sector priorities.

Donor Project Funding.

A systematic and comprehensive analysis of the donor projects with respect to funding composition, flow of funds, compatibility towards SSP and others will continue to be done. This is particularly crucial given MoFPED position on including donor project funding within sector ceilings, and the knowledge that in the past donor project funds have not always been well aligned with sector priorities, efficiency and equity.

Addressing the financing gap

Closing the financing gap will require examining ways of maximizing efficiency as well as mobilizing additional resources within the prevailing context of macroeconomic considerations.

Growth in the Government of Uganda Budget:

The only financing mechanism which has proved to be effective at raising large sums of resources, efficient in raising and allocating funds has been the GoU lands budget. Therefore it remains the position of the sector that the GoU budget should be the primary mechanism used to close the sectors financing gap. It will therefore be the utmost priority of the Sector Working Group to lobby for a greater sector budget to achieve at least 5% of the total government expenditure. Other public funding mechanisms like project funding will also be explored as long as they have been discussed by the Sector Working Group to determine efficiency implications of such projects.

Improving efficiency:

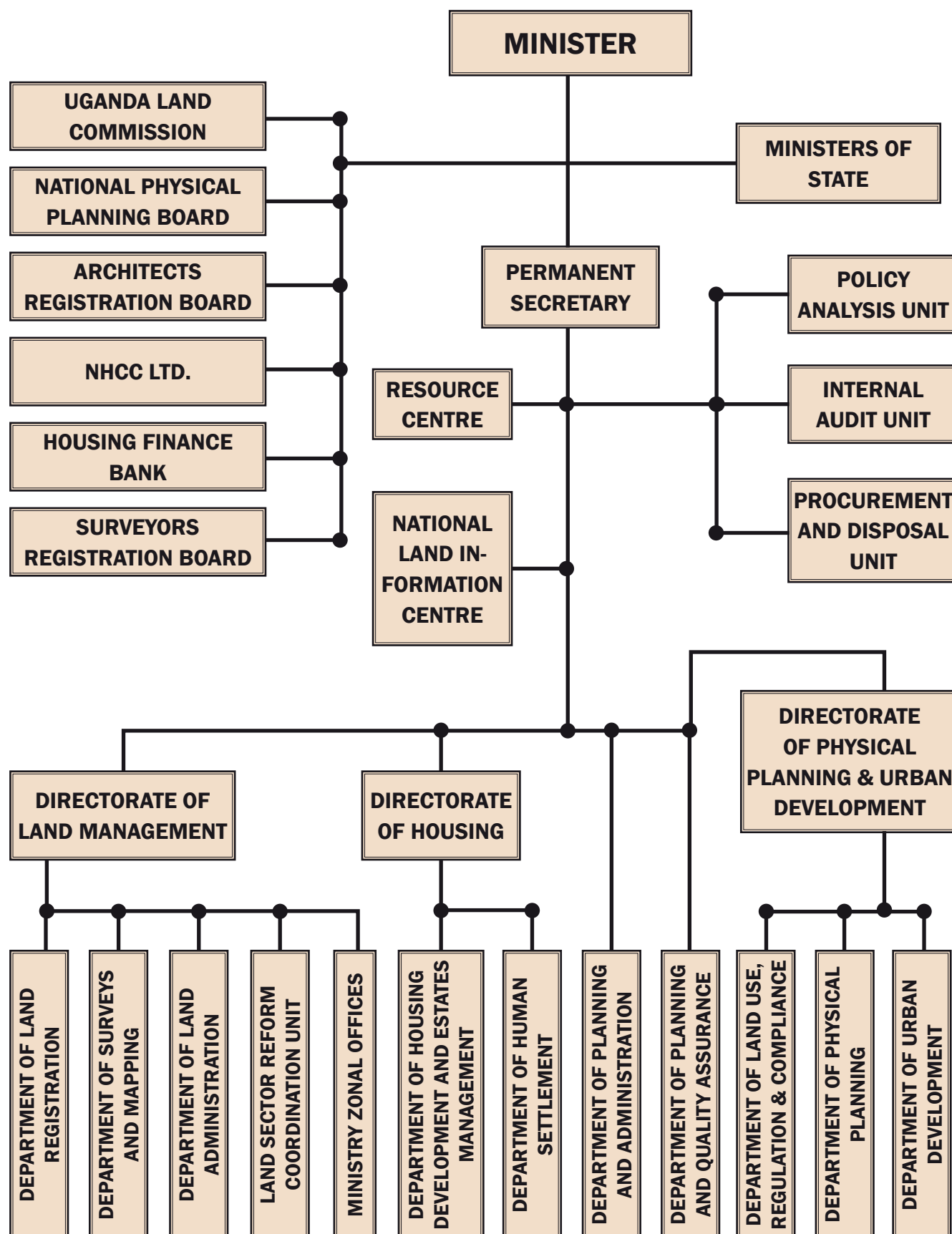
A lot of emphasis will be put on efficient utilization of resources to allow a resource-constrained system to “buy” more outputs and outcomes. Cost analysis will be done and efficiency indicators determined which will be measured on a regular basis. Benefit incidence analysis will be carried out regularly.

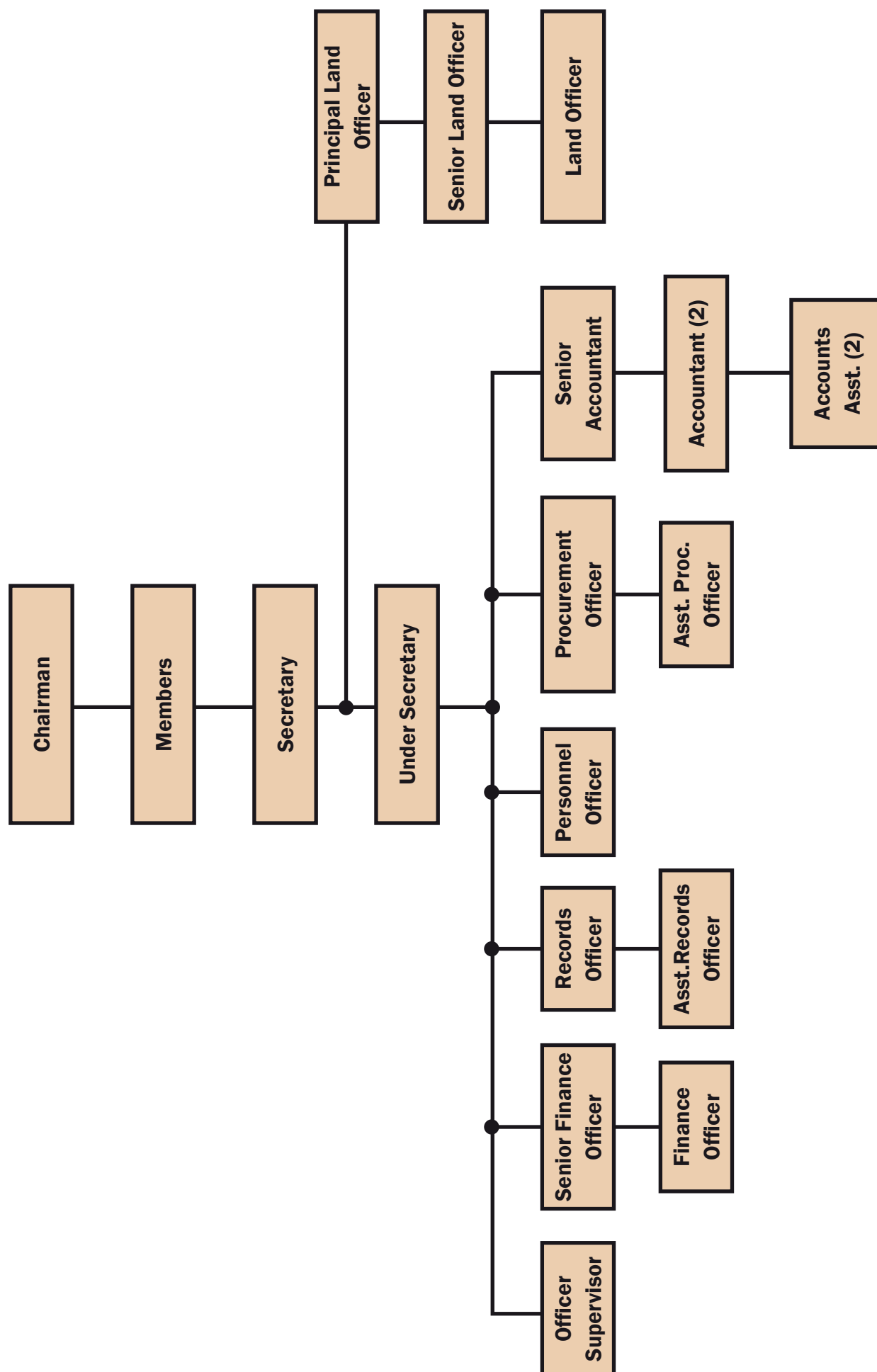
Internally Generated Revenues- NTR.

There is need to accurately determine the total NTR generated by the Sector and apply for Appropriation in Aid so as to re-invest some of the generated funds to be able to generate more funds. This therefore calls for revising rates to reflect the current economic conditions for improved service delivery.

Appendices

Appendix 1: Macro Structure for the Ministry of Lands, Housing and Urban Development





Appendix 3: Results Matrix

| N0. | Objectives | Outcomes | Outcome indicators | Outputs | KPI |
|-----|--|--|--|--|---|
| 1 | Promoting effective and efficient land administration and management | Security of land tenure and productive use of land resources | % of land that is surveyed and registered | Land Policy, Plans, Strategies and Reports | No. of land related laws, regulations and guidelines handled |
| | | | | Land Registration | No. of land transactions registered |
| | | | | Surveys and Mapping | Number of International and district borders surveyed |
| | | | | | Number of land parcels surveyed |
| | | | | Capacity Building in Land Administration and Management | % of staff trained |
| | | | | Land Information Management | % of LIS implementation |
| | | | | Regulations & Guidelines | Land fund regulations finalized |
| | | | | Government leases | No. of processed leases |
| | | | | Government Land Inventory | No. of Government land titles issued |
| | | | | Government property rates | No. of properties verified & valued |
| 2 | Promoting effective, efficient and sound sustainable rural and urban development | Efficient, effective and sustainable physical planning and urban development | Urban Population in Slums and Informal settlements | Physical Planning Policies, Strategies, Guidelines and Standards | Physical Planning Regulations formulated |
| | | | | | Physical Planning standards & guidelines finalized |
| | | | | Field Inspection | No. of field reports |
| | | | | Development t of Physical Development Plans | National Physical development Plan finalized |
| | | | | Support Supervision and Capacity Building | No. of monitoring & coordination reports from Local Governments |
| | | | | Urban Development Policies, Strategies, Guidelines and Standards | National Urban Policy developed |
| 3 | Promoting development of safe, efficient, affordable and sustainable housing | Improved housing quality and increased housing stock | % of people living in permanent houses | Housing Policy, Strategies and Reports | Housing policy finalized |
| | | | | Technical Support and Administrative Services | Number of prototype plans produced |
| | | | | Capacity Building | Number of housing units upgraded |
| | | | | Estates Management Policy, Strategies & Reports | Estates policy developed |
| | | | | Awareness campaigns on Earthquake Disaster Management | No. of demonstration houses constructed |

LANDS, HOUSING AND URBAN DEVELOPMENT SECTOR

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