



**THE REPUBLIC OF UGANDA**

**MINISTRY OF LANDS, HOUSING & URBAN DEVELOPMENT**

**LHUD SECTOR PERFORMANCE REPORT, 2006/07 – 2015/16**

**JUNE 2016**

## Table of Contents

List of Tables .....	4
List of Figures .....	5
List of Abbreviations and Acronyms .....	7
Forward.....	7
Executive Summary .....	9
1.0 Introduction.....	10
1.1 Mandate of the Ministry of Lands, Housing and Urban Development (MLHUD).....	10
1.1.1 Vision, Mission, and Mandate of the Ministry.....	10
1.1.2 Roles and Functions .....	10
1.1.3 Strategic Objectives of MLHUD.....	11
1.1.4 Major Strategies .....	11
1.1.5 The MLHUD Organisational Structure and Establishment .....	11
1.2 Uganda Land Commission (ULC) .....	13
1.3 The Key Stakeholders/Actors of the LHUD Sector .....	14
2.0 LHUD Sector Budget Performance.....	15
2.1 Analysis of the MLHUD Financial Budget Performance .....	15
2.1.1 MLHUD Approved Budget and Releases.....	15
2.1.2 MLHUD Budget Allocations .....	17
2.1.3 MLHUD Recurrent (Wage and Non-Wage) Performance.....	17
2.1.4 MLHUD Development Budget Performance.....	18
2.2 Analysis of the Uganda Lands Commission (ULC) Financial Budget Performance.....	18
2.2.1 Recurrent (Wage) Performance .....	18
2.2.2 Recurrent (Non-wage) Performance .....	19
2.2.3 ULC Development Budget Performance .....	19
3.0 PERFORMANCE OF THE LHUD SECTOR.....	21
3.1 POLICY, PLANNING AND SUPPORT SERVICES (ADMINISTRATION).....	22
3.1.1 Performance of Finance and Administration (F&A) Department.....	22
3.1.2 Performance of the Planning and Quality Assurance Department (PQAD) .....	27
3.2 PERFORMANCE OF THE TECHNICAL VOTE FUNCTIONS IN THE LHUD SECTOR....	28
3.3 Land Administration and Management Subsector .....	28
3.3.1 Office of the Director, Land Management .....	28
3.3.2 Land Administration Department.....	31
3.3.3 Performance of Surveys and Mapping Department .....	42
3.3.4 Performance of the Land Registration Department.....	47
3.3.5 The Performance of the Digital Mapping Project .....	53
3.3.6 The Performance of the Land Tenure Reform Project.....	56
3.3.7 Performance of the Land Sector Reform Coordination Unit .....	64
3.3.8 Major Performance Challenges in the Lands Subsector .....	68
3.4 Performance of the Physical Planning and Urban Development Subsector.....	70
3.4.1 Recent Developments in the Physical Planning and Urban Development Subsector .....	70
3.4.2 Office of Director, Physical Planning and Urban Development .....	71
3.4.3 Performance of the Physical Planning Department.....	72
3.4.4 Performance of the Department of Urban Development.....	74
3.4.5 Performance of the Department of Land Use Regulation and Compliance .....	76
3.4.6 Uganda Support to Municipal Infrastructure Development (USMID) Project .....	78
3.4.7 Support to National Physical Development Planning Project.....	83
3.4.8 Major challenges affecting performance of the Physical Planning and Urban Development Subsector.....	84
3.5 Housing and Estates Management Subsector.....	86
3.5.1 Introduction.....	86
3.5.2 Recent Development in the Housing and Estates Management Subsector .....	86
3.5.3 Office of the Director of Housing .....	89
3.5.4 Department of Human Settlements .....	90

3.5.5	Department of Housing Development and Estates Management.....	93
3.5.6	Supports to Earthquake Disaster Victims Project .....	96
3.5.7	Kasooli Housing Project .....	100
3.5.8	Major Challenges encountered by the Housing and Estates Management Subsector .....	100
4.0	UGANDA LAND COMMISSION (ULC) .....	102
4.1	Vision, Mission and Objectives .....	102
4.2	Challenges encountered by Uganda Land Commission.....	108
5.0	LHUD SECTOR PERFORMANCE ON CROSS CUTTING ISSUES.....	109
6.0	AUTONOMOUS AND SEMI-AUTONOMOUS BODIES .....	111

## List of Tables

Table 2.1: MLHUD Approved Budget and Releases .....	16
Table 2.2: Percentage of Recurrent Budget Releases (out turn) .....	17
Table 2.2: Percentage of Recurrent Budget Releases (out turn) .....	18
Table 2.3: Percentage of Development Budget Releases (out turn) .....	18
Table 2.4: Recurrent (Wage) Performance ('000's) .....	19
Table 2.5: Recurrent (Non-Wage) Performance ('000's) .....	19
Table 2.6: Development Budget Performance ('000's) .....	20
Table 3.1: Number of DLBs, ALCs and LOs that have trained and inducted.....	37
Table 3.2: Systematic demarcation activities undertaken.....	58
Table 3.3: Proportion of Urban and Rural Populations in Uganda 1969 – 2014.....	70
Table 3.4: Summary of the physical development planning status of Uganda.....	71
Table 3.5: Trends in Housing Stock ('000') .....	86
Table 3.6: Trends in Housing Needs ('000') .....	87
Table 3.7: Trends in Housing Backlog ('000') .....	87

## List of Figures

Figure 3.1: Number of Contracts Awarded against the Target .....	23
Figure 3.2: Number of Staff Trained Against the Target.....	24
Figure 3.3: Number of press releases made against the set target .....	25
Figure 3.4: Number of Staffs Appointed, Confirmed and Promoted.....	26
Figure 3.5: Number of Pool and Institutional houses valued.....	31
Figure 3.6: Number of Condominium Properties Valued.....	32
Figure 3.7: Number of Properties Valued.....	33
Figure 3.8: Number of Properties Assessed for Stamp Duty.....	33
Figure 3.9: Number of Rental Valuations Conducted .....	34
Figure 3.10: Number of district compensation rates approved.....	35
Figure 3.11: Number of Road Projects Supervised .....	36
Figure 3.12: Number of Probate Valuation Reports Produced .....	37
Figure 3.13: Number of Land management institutions monitored and evaluated.....	38
Figure 3.14: Number of District Land Boards Vetted and Approved.....	39
Figure 3.15: Number of upcountry freeholds and leaseholds processed .....	40
Figure 3.16: Percentage of upcountry freehold and leasehold processed against target .....	40
Figure 3.17: Number of Consents to Transfer Granted .....	41
Figure 3.18: Number of Technical Meetings held to establish International Boundaries .....	42
Figure 3.19: Number of Maps Reprinted .....	43
Figure 3.20: Number of Sets of Technical Data Provided to Surveys Firms .....	44
Figure 3.21: Number of Deed Plans Approved .....	45
Figure 3.22: Number of District Land Offices Inspected .....	46
Figure 3.23: Number of Mailo and Leasehold & Freehold Tittles Issued.....	48
Figure 3.24: Number of Land Transactions Registered.....	49
Figure 3.25: Number of Lease Documents Prepared.....	49
Figure 3.26: Number of Staff Trained and Inducted.....	50
Figure 3.27: Number of DLOs Monitored and Evaluated .....	51
Figure 3.28: Number of Court Appearances and Cases Handled .....	52
Figure 3.29: Number of Digital and Centralised Databases Developed.....	54
Figure 3.30: Number of districts with LC Courts trained to handle land disputes .....	59
Figure 3.31: Number of Radio spot sensitisation messages run .....	60
Figure 3.32: Number of Radio Talk shows and Languages Used in Print Media .....	60
Figure 3.33: Copies of Posters and Sensitisation booklets printed.....	61
Figure 3.34: Number of land offices constructed/renovated and supplied with equipments...62	
Figure 3.35: Number of DLB'S and Staffs Trained .....	62
Figure 3.36: Number of stakeholders meetings and performance reports produced .....	63
Figure 3.37: Trends in the Level of Urbanisation (%).....	70
Figure 3.38: Trends in Housing Status in Uganda ('000').....	88
Figure 3.39: Trends in the Number of Homeless Persons ('000').....	88
Figure 3.40: Number of Meetings Held .....	89
Figure 3.41: Number of Mission Reports Produced .....	90
Figure 3.42: Publicity Programs Held .....	93
Figure 3.43: Number of Demonstration Units Constructed.....	96
Figure 3.44: Number of Trainees Recruited .....	97
Figure 3.45: Number of Volunteer Teams Formed .....	97
Figure 3.46: Number of Workshops Conducted on Earthquake disaster management .....	98
Figure 3.47: Number of Radio Programs Aired on earthquake disaster management .....	99
Figure 4.1: Land Acquired by Government .....	103

Figure 4.2: NTR Collected from Ground and Premium Rent (UGX Billions).....	104
Figure 4.3: Number of Government Land Leases Processed .....	105
Figure 4.4: Number of Government Land Titles Processed .....	106
Figure 4.5: Hectares of Land Compensated by Region .....	107

## List of Abbreviations and Acronyms

ALCs	Area Land Committees	MPS	Ministerial Policy Statement
BFP	Budget Framework Paper	MUK	Makerere University Kampala
C/PQAD	Commissioner, Planning and Quality Assurance Department	MWE	Ministry of Water and Environment
CCO	Certificate of Customary Ownership	MZO	Ministry Zonal Offices
CGV	Chief Government Valuer	NDP	National Development Plan
CO	Customary Ownership	NH&CC	National Housing and Construction Company
CSO	Civil Society Organisation	NHP	National Housing Policy
CUF	Community Upgrading Fund	NLP	National Land Policy
DLBs	District Land Boards	NLUP	National Land Use Policy
DLGs	District Local Governments	NPA	National Planning Authority
DLO	District Land Office	NSDI	National Spatial Data Infrastructure
EVD	Earthquake Disaster Victims	NSDS	National Planning Delivery Survey
FY	Financial Year	NTR	Non Tax Revenue
GCPs	Geodetic Control Points	NUP	National Urban Policy
GDP	Gross Domestic Product	OPM	Office of the Prime Minister
GIS	Geographical Information System	PDU	Procurement & Disposal Unit
GKMA	Greater Kampala Metropolitan Area	PPA	Physical Planning Association
Ha	Hectares	PQAD	Planning and Quality Assurance Department
HHs	Households	PST	Program Support Team
HoDs	Heads of Department	PWD	Persons with Disabilities
ICT	Information Communication Technology	RAP	Resettlement Action Plan
IEC	Information, Education & Communication	REDs	Real Estates Dealers
IVA	Independent Verification Agency	RTA	Registration of Titles Act
KCCA	Kampala City Council Authority	SD	Systematic Demarcation
LCs	Local Councils	Sq.Kms	Square Kilometres
LGs	Local Governments	SRB&V	Surveyors Registration Board and Valuers
LHUD	Lands, Housing and Urban Development	SWM	Solid Waste Management
LIS	Land Information System	TC	Town Council
LOs	Land Officers	UBA	Uganda Bankers Association
LSRCU	Land Sector Reform Coordination Unit	UBOS	Uganda Bureau of Statistics
LSSP	Land Sector Strategic Plan	UGX	Uganda Shillings
LTRP	Land Tenure Reform Project	UIA	Uganda Investment Authority
LURC	Land Use Regulation and Compliance	UIPE	Uganda Institute of Professional Engineers
M&E	Monitoring and Evaluation	ULC	Uganda Land Commission
MAAIF	Ministry of Agriculture Animal Industry & Fisheries	ULUAA	Uganda Local Urban Authorities Association
MC	Municipal Council	UMI	Uganda Management Institute
MDAs	Ministries, Departments and Agencies	USMID	Uganda Support to Municipal Infrastructure Development
MDFs	Municipal Development Forums	VF	Vote Function
MEMD	Ministry of Energy & Mineral Development		
MGLSD	Ministry of Gender, Labour & Social Development		
MLHUD	Ministry of Lands, Housing and Urban Development		
MoFPED	Ministry of Finance, Planning and Economic Development		
MoLG	Ministry of Local Government		

## ACKNOWLEDGEMENT

This Sector Performance Report covers a broad analysis of the performance of the Lands, Housing and Urban Development sector from the period the sector was restructured in FY2006/07 from the then Ministry of Lands, Water & Environment and the Ministry of Works, Housing & Communication (MWHC) to the Current Ministry of Lands, Housing and Urban Development.

This report identifies the performance of the sector covering the period FY 2006/2007 to the period FY2015/2016 in line with Ministerial Policy Statements covering the period stated. The report identifies the Mandate, Vision and Mission, strategic objectives, roles, functions, achievements and challenges.

The Lands, Housing, and Urban Development Sector Performance Report is the main document that presents a synopsis of the overall performance of the sector covering the period FY 2006/07 to FY 2015/16. It tracks progress made and the challenges encountered by the sector, in its efforts to achieve the broad and specific policy objectives.

The SPR 2016 provides a management record of sector progress over the financial years 2006/07-2014/15, identifying issues arising, as background for an analysis of main challenges for the sector. The LHUD sector challenges suggest that there is need to focus on adjustment of policy and strategic orientation, institution reforms, planning and implementation, and financial performance. The compilation of performance indicators for the LHUD sector followed the process of compiling Government Golden Indicators which emphasize results-based management. In addition, the SPR 2016 is benchmarked on GAPR (Government Annual Performance Report) indicators which are accountability-oriented and include output and outcome indicators.

The overall performance of the LHUD Sector during FY 2006/07-2015/16 was generally positive except for a few activities in some Directorates and Departments where financial resources were inadequate to enable the achievement of targeted outcomes. More needs to be done to achieve these targets and by implication, to attain the targets of NDP II and Uganda Vision 2040. The attainment of these targets will enable the LHUD sector to significantly contribute to the socioeconomic transformation of Uganda as enshrined in the Vision 2040 and NRM manifesto 2016-2021.

**Gabindadde-Musoke**  
**PERMANENT SECRETARY**  
**Ministry of Lands, Housing and Urban Development**

## **Executive Summary**

The Lands, Housing, and Urban Development Sector Performance Report (SPR FY 2014-15), is an institutional document required to be produced annually by the Sector. It is the main document that presents a synopsis of the overall performance of the Lands, Housing and Urban Development covering the period FY 2006/07 to FY 2014/15. It tracks progress made and the challenges encountered by the sector, in its efforts to achieve the broad and specific policy objectives. It is worth noting that the LHUD SPR 2015 is the first of its kind for the Ministry since its inception in 2006. It is anticipated that the Ministry will conduct the Joint Sector Review (JSR) to discuss the SPR 2015 later in the year.

### **Overall Purpose**

The purpose of the LHUD Sector Performance Report is to profile the performance of the Sector from a policy and strategic perspective. The report focuses on the progress in implementation of commitments in the Ministerial Policy Statements and other policies, overall sector performance against the targets set for each year since 2006/07, and trends in performance for selected indicators from FY 2006/07 to FY 2014/15. The report profiles performance of each Directorate, Department and Uganda Land Commission that constitute the LHUD sector. These Directorates include: Land Management, Physical Planning and Urban Development and the Directorate of Housing.

The SPR 2015 provides a management record of sector progress over the financial years 2006/07-2014/15, identifying issues arising, as background for an analysis of main challenges for the sector. The LHUD sector challenges suggest that there is need to focus on adjustment of policy and strategic orientation, institution reforms, planning and implementation, and financial performance. The SPR 2015 is based on the assessment of what has been achieved and what has not, and reasons why, to guide future programming and achievement of stated outcomes and targets of the LHUD sector in line with other government planning frameworks. The compilation of performance indicators for the LHUD sector followed the process of compiling Government Golden Indicators which emphasize results-based management. In addition, the SPR 2015 is benchmarked on GAPR (Government Annual Performance Report) indicators which are accountability-oriented and include output and outcome indicators.

### **Overall Performance of the LHUD Sector**

Overall, the performance of the LHUD Sector during FY 2006/07-2014/15 was generally positive except for a few activities in various Directorates and Departments where financial resources were inadequate to enable the achievement of targeted outcomes. More needs to be done to achieve these targets and by implication, to attain the targets of NDP II and Uganda Vision 2040. The achievement of these targets will enable the LHUD sector to significantly contribute to the socioeconomic transformation of Uganda as enshrined in the Vision 2040 and NRM manifesto 2016-2021. Therefore, it very important that government and development partners mobilise and allocate significant financial resources to enable the LHUD sector to implement all its programs and achieve the desired performance.

## **1.0 Introduction**

The Lands, Housing and Urban Development sector is composed of the Ministry of Lands, Housing and Urban Development (MLHUD), Uganda Land Commission (ULC) and Other Semi-autonomous and Autonomous Bodies. These have different mandates and functions prescribed by their respective regulatory frameworks. The Ministry of Lands, Housing and Urban Development (MLHUD) is responsible for providing policy direction, national standards and coordination inter alia, of all matters related to lands, housing and urban development in the country. The Ministry is therefore responsible for putting in place policies and laws to ensure sustainable land management, planned urban and rural development and decent housing for all. The LHUD Sector is driven by the Annual Ministerial Policy Statements on the budget.

The ministry makes annual reports which highlight the ministry's performance and also briefly documents technical information for stakeholders to get an overall picture of the sector. This report presents the sector achievements over the past nine (9) years, since the restructuring of the Ministry of Lands, Water and Environment and the Ministry of Works, Housing and Communication (MWHC) that created the MLHUD. MLHUD was created by integrating departments and functions from the then Ministry of Water, Lands and Environment (MWLE) and (former) Ministry of Works, Housing and Communication (MWHC). The SPR 2015 highlights the key achievements, and the challenges encountered in executing LHUD sector mandate since then.

## **1.1 Mandate of the Ministry of Lands, Housing and Urban Development (MLHUD)**

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

### **1.1.1 Vision, Mission, and Mandate of the Ministry**

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

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

### **1.1.2 Roles and Functions**

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

- (i) Formulating national policies, strategies and programmes on Lands, Housing and Urban Development;
- (ii) Providing policy guidance to land holding authorities for sustainable, orderly development and effective management of Lands, Housing and Urban Development;
- (iii) Initiating and reviewing legislation on Lands, Housing and Urban Development;
- (iv) Setting national standards for sustainable use and development of land and improved housing;

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

### **1.1.3 Strategic Objectives of MLHUD**

The Ministry of Lands, Housing and Urban Development is guided by the following strategic objectives in the implementation of its policies and programmes:

- (i) Security of land tenure and productive use of land resources
- (ii) Adequate housing for socio-economic development
- (iii) Orderly development of urban and rural areas
- (iv) To ensure efficiency and effectiveness in service delivery for Government programs and projects

### **1.1.4 Major Strategies**

**In order to achieve the strategic objectives above, the Ministry adopted the following strategies: -**

- (i) Participatory formulation of regulations and standards to create an enabling environment for local governments; private sector; and relevant institutions to operationalize and develop the Lands, Housing and Urban Development (LHUD) sector;
- (ii) Promoting cooperation with Local Governments; communities; Development Partners; Line Ministries and Civil Society Organizations while executing the Ministry's mandate;
- (iii) Embracing appropriate sector policies to keep in pace with the current reforms including Land Tenure Reforms; and
- (iv) Building and strengthening capacity of the institutions responsible for the development of the Lands, Housing and Urban Development sector.

### **1.1.5 The MLHUD Organisational Structure and Establishment**

#### **1.1.5.1 Political Leadership**

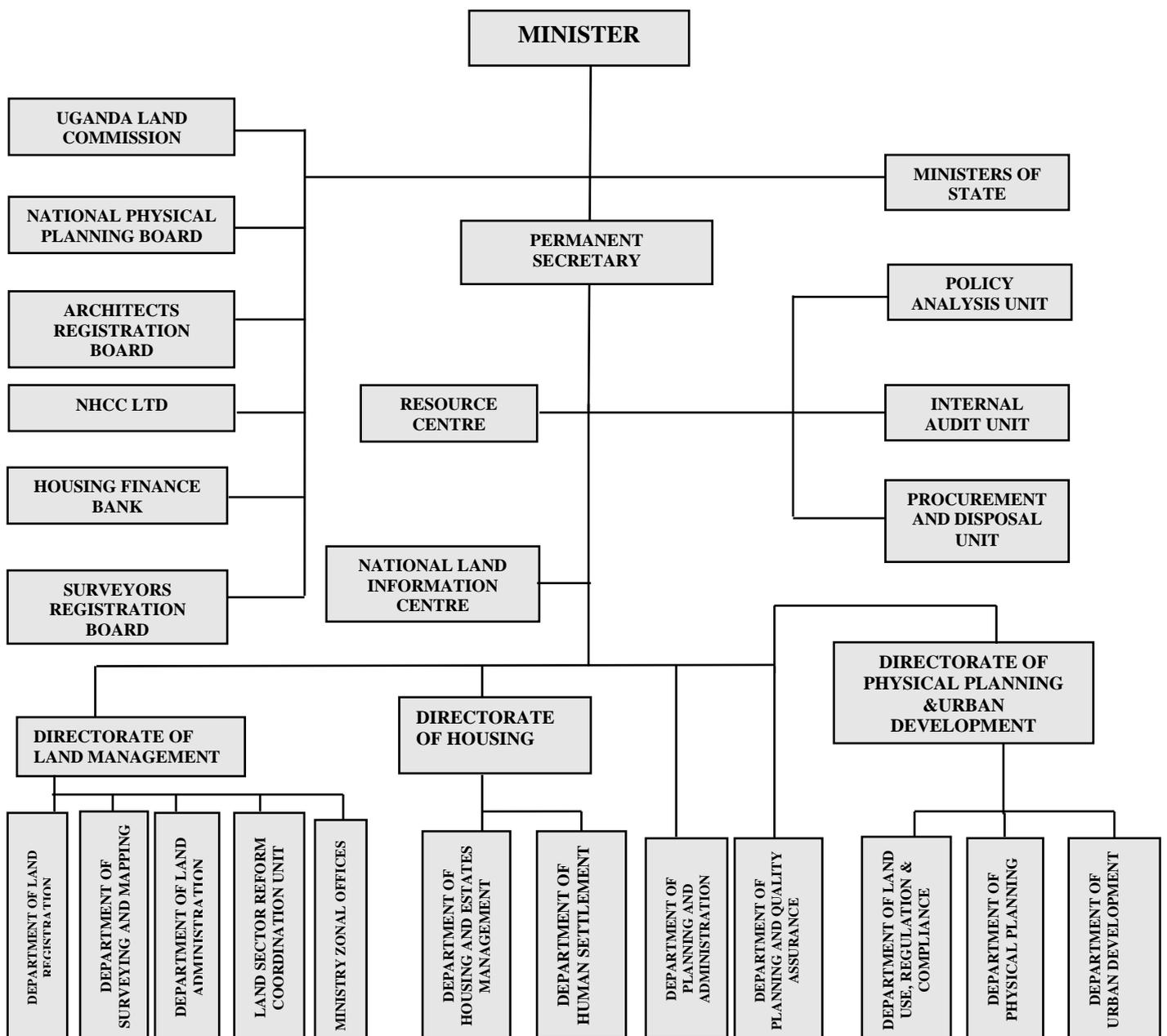
The Ministry has four (4) Ministers which include: One Cabinet Minister and three (3) Ministers of State, namely; the Minister of State in charge of Lands; the Minister of State in charge of Housing and the Minister of State in charge of Urban Development.

### 1.1.5.2 Operational and Managerial

By the end of FY 2014/15, the Ministry's structure and staff establishment as approved by Cabinet was still being operationalised by the Ministry of Public Service. Currently 343 positions are filled and 496 are vacant.

The Ministry has three Directorates and two support departments. The Permanent Secretary is the Accounting Officer of the Ministry and is assisted by three Directors responsible for the three subsectors of Lands, Housing, and Urban Development; the Under Secretary /Finance and Administration; and the Commissioner for Planning and Quality Assurance in the operations and management of the Ministry.

Figure 1.1: Macro Structure for the Ministry of Lands Housing and Urban Development



## 1.2 Uganda Land Commission (ULC)

The Uganda land commission (ULC) was established by the 1995 Constitution of the Republic of Uganda. The constitution provides for the setting up of Uganda Land Commission as an autonomous body; and at the commencement of the financial year 2006/2007, Ministry of Finance Planning & Economic Development created a vote for Uganda Land Commission (0251 Government Land Administration).

### Vision, Mission and Objectives of Uganda Land Commission

#### *Vision*

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

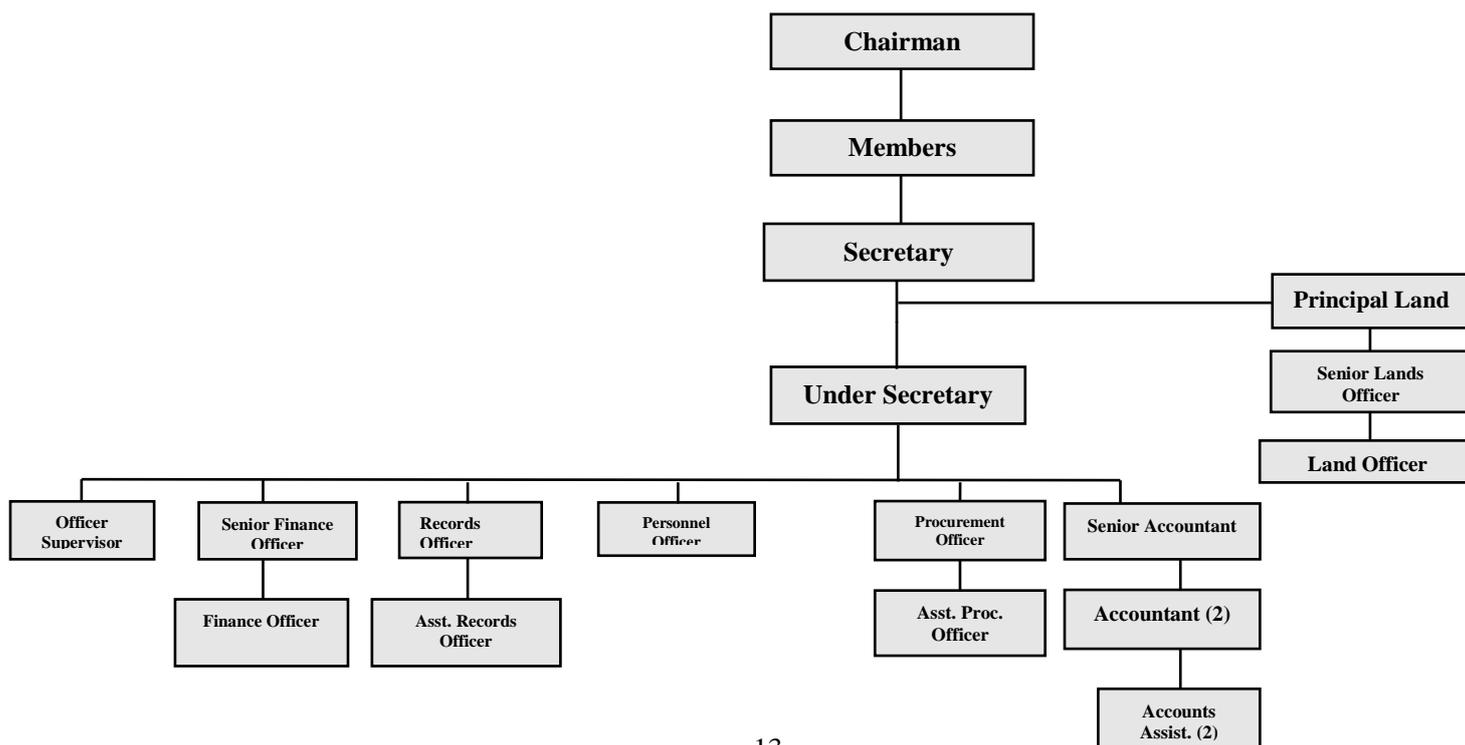
#### *Mission Statement*

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

#### *Objectives*

- To ensure the effective and efficient management of all Government land & property thereon.
- To develop & maintain an updated inventory and data base for all Government land and property.
- To ensure that all Government land is titled and secured
- To ensure proper use and accountability of the land fund
- To enable bonafide and lawful occupants acquire registrable interest.

Figure 1.2: Macro Structure for the Uganda Land Commission



## **The Key Stakeholders/Actors of the LHUD Sector**

The stakeholders/actors vary depending on the level of governance that is under consideration. These include;

- (i) Office of the Prime Minister (OPM)
- (ii) Ministry of Finance Planning and Economic Development(MFPED)
- (iii) Uganda Land Commission (ULC)
- (iv) Surveyors Registration Board and Valuers (SRB&V)
- (v) District Land Boards (DLB)
- (vi) Physical Planning Association (PPA)
- (vii) Real Estates Dealers (REDS)
- (viii) Uganda Bankers Association (UBA)
- (ix) Uganda Investment Authority (UIA)
- (x) Uganda Law society (ULC)
- (xi) National Housing and Construction Company (NH&CC)
- (xii) Uganda Local Urban Authorities Association (ULUAA)
- (xiii) Ministry of Agriculture Animal Industry and Fisheries (MAAIF)
- (xiv) Ministry of Water and Environment (MWE)
- (xv) Ministry of Gender, Labour and social Development (MGLSD)
- (xvi) Development Partners/Donors
- (xvii) Civil Society Organizations (CSOs)

## **LHUD Sector Budget Performance**

This section presents an overview of the sector performance during the period under review, as well as a synopsis of the appropriated budget. The review under this section is categorized into the MLHUD and ULC financial budget performance.

### **2.1 Analysis of the MLHUD Financial Budget Performance**

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

#### **2.1.1 MLHUD Approved Budget and Releases**

As seen from table 2.1 below, the percentage of releases compared to the approved Budget to the Ministry has been declining over the years and this has affected the performance of the Ministry since there are inadequate funds to implement some programs. The worst variance was in financial years 2013/14 and 2014/15 where only 29.80% and 39.30% of the approved budget was released respectively. The best performance in terms of budget release was in FY 2005/2006 where 99.25% of the approved budget was released. Table 2.1 below shows the MLHUD approved budget and releases.

**Table 2.1: MLHUD Approved Budget and Releases**

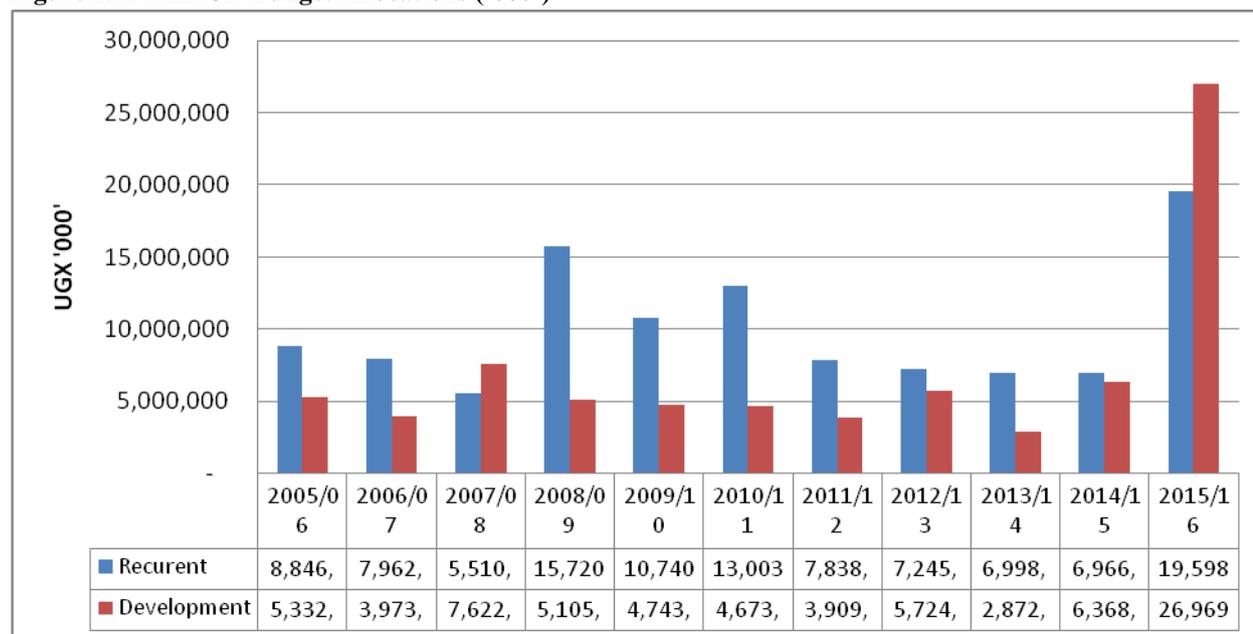
Financial Year	APPROVED AMOUNT			RELEASE AMOUNT			Variance	% Received
	Recurrent	Development	Total	Recurrent	Development	Total		
<b>2005/06</b>	8,953,867,783	5,332,571,270	<b>14,286,439,053</b>	8,846,460,522	5,332,571,270	<b>14,179,031,792</b>	107,407,261	<b>99.25</b>
<b>2006/07</b>	8,015,580,730	4,161,903,250	<b>12,177,483,980</b>	7,962,543,153	3,973,031,401	<b>11,935,574,554</b>	241,909,426	<b>98.01</b>
<b>2007/08</b>	6,720,486,846	7,633,150,654	<b>14,353,637,500</b>	5,510,155,852	7,622,930,638	<b>13,133,086,490</b>	1,220,551,010	<b>91.5</b>
<b>2008/09</b>	16,560,862,174	5,105,999,916	<b>21,666,862,090</b>	15,720,423,421	5,105,999,001	<b>20,826,422,422</b>	840,439,668	<b>96.12</b>
<b>2009/10</b>	11,947,793,903	5,099,638,979	<b>17,047,432,882</b>	10,740,587,959	4,743,672,312	<b>15,484,260,271</b>	1,563,172,611	<b>90.83</b>
<b>2010/11</b>	18,244,797,578	8,215,102,317	<b>26,459,899,895</b>	13,003,677,615	4,673,173,600	<b>17,676,851,215</b>	8,783,048,680	<b>66.81</b>
<b>2011/12</b>	10,877,231,000	5,647,829,000	<b>16,525,060,000</b>	7,838,520,000	3,909,403,000	<b>11,747,923,000</b>	4,777,137,000	<b>71.09</b>
<b>2012/13</b>	8,295,040,183	6,212,799,417	<b>14,507,839,600</b>	7,245,729,924	5,724,219,780	<b>12,969,949,704</b>	1,537,889,896	<b>89.4</b>
<b>2013/14</b>	10,390,651,000	22,727,024,000	<b>33,117,675,000</b>	6,998,044,000	2,872,565,000	<b>9,870,609,000</b>	23,247,066,000	<b>29.8</b>
<b>2014/15</b>	16,161,651,000	17,768,186,000	<b>33,929,837,000</b>	6,966,615,000	6,368,432,000	<b>13,335,047,000</b>	20,594,790,000	<b>39.3</b>
<b>2015/16</b>	17,034,000,000	63,618,000,000	<b>80,652,000,000</b>	19,598,000,000	26,969,000,000	<b>46,567,000,000</b>	34,085,000,000	<b>57.74</b>

*Source: Ministerial Annual Performance Reports (2005/06 – 2015/16)*

## 2.1.2 MLHUD Budget Allocations

The Ministry over the years has been receiving both recurrent (wage and non-wage) and development budgets. The figure 2.1 below shows how these resources have been allocated in the period under review. The highest amount of resources has over the years been allocated to the recurrent expenditures, except in the FY 2007/08, where more financial resources were allocated to development expenditures.

**Figure 2.1: MLHUD Budget Allocations ('000')**



Source: MLHUD Annual performance reports (2005/06 - 2014/15)

## 2.1.3 MLHUD Recurrent (Wage and Non-Wage) Performance

Table 2.2 below shows the percentage of the recurrent budget that was actually released out of the approved budget for the period under review, in the different departments in the MLHUD. It should be noted that some of the departments were not part of the ministry structure by the FY 2006/07. The full ministry structure was approved in the FY 2008/09 and received financing in the FY 2009/10.

**Table 2.2: Percentage of Recurrent Budget Releases (out turn)**

Departments	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/2016
Finance & Administration	99.99%	86.7%	96.2%	97.5%	89.0%	81.0%	90.0%	96.6%	64.9%	135.9%
Internal Audit	-	-	-	87.5%	49.0%	66.0%	61.0%	56.9%	59.0%	100%
Planning & Quality Assurance	98.54%	84.7%	99.9%	73.3%	34.0%	65.0%	97.0%	62.9%	66.8%	100%
Directorate of Land Management	85.96%	46.1%	82.0%	62.3%	50.0%	67.0%	43.0%	54.1%	54.5%	100%
Surveys & Mapping	98.49%	69.8%	82.0%	86.1%	42.0%	62.0%	91.0%	62.0%	64.9%	109.0%
Land Administration	-	-	-	63.9%	43.0%	78.0%	95.0%	51.4%	59.9%	100%
Land Registration	98.08%	64.2%	55.2%	60.3%	28.0%	61.0%	93.0%	46.0%	65.8%	100%
Land Sector Reform Coordination Unit	-	-	-	98.7%	65.0%	57.0%	85.0%	65.7%	68.1%	98.7%
Directorate of Housing	-	-	-	77.1%	33.0%	76.0%	63.0%	53.1%	55.5%	100%
Housing Development & Estates Management	-	-	-	82.3%	41.0%	68.0%	82.0%	57.4%	63.2%	100%
Human Settlement	97.88%	83.9%	99.3%	69.5%	263.0%	93.0%	88.0%	71.6%	10.9%	210.9%

<b>Directorate of Physical Planning</b>	-	-	-	62.9%	51.0%	66.0%	87.0%	50.8%	55.1%	134.6%
<b>Physical Planning</b>	98.42%	71.7%	100.0%	75.4%	85.0%	66.0%	80.0%	58.4%	62.9%	100%
<b>Land Use regulation &amp; Compliance</b>	-	-	-	86.7%	39.0%	69.0%	79.0%	57.9%	61.9%	98.5%
<b>Urban Development</b>	100.0%	54.6%	100.0%	87.0%	50.0%	65.0%	85.0%	59.0%	62.6%	69.6%
<b>Average</b>	<b>99.34%</b>	<b>91.5%</b>	<b>89.32%</b>	<b>78.00%</b>	<b>50.0%</b>	<b>72.0%</b>	<b>81.0%</b>	<b>67.3%</b>	<b>58.4%</b>	<b>110.5%</b>

**Table 2.3: Percentage of Recurrent Budget Releases (out turn)**

**Source:** MLHUD Annual Performance Reports (2006/07 - 2015/16)

## 2.1.4 MLHUD Development Budget Performance

The Table 2.3 below shows the percentage of development budget approved that was actually released in the period under review. Only three projects have received financial releases since the FY 2006/07. These are: Digital Mapping, Land Tenure Reform and Support to Earthquake Disaster project.

**Table 2.4: Percentage of Development Budget Releases (out turn)**

Project	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16
<b>Digital Mapping</b>	90.92 %	99.6%	100.0 %	96.0%	48.0%	43.0%	99.0%	77.2%	46.3%	-
<b>Land Tenure Reform</b>	95.44 %	99.9%	100.0 %	100.0 %	58.0%	72.0%	91.0%	87.2%	51.0%	-
<b>Support to PQAD</b>	100.64 %	99.6%	-	-	31.0%	76.0%	100.0 %	-	-	-
<b>National Shelter Program</b>	100.00 %	100.0 %	-	-	-	-	-	-	-	-
<b>Construction of MLHUD</b>	-	-	99.99 %	52.0%	52.0%	79.0%	93.0%	-	-	-
<b>Competitiveness &amp; Enterprise Development Project</b>										63.5%
<b>Support to Earthquake Disaster</b>	78.72 %	95.8%	100.0 %	70.0%	55.0%	49.0%	66.0%	90.3%	50.0%	-
<b>Support to National Physical Development Plan</b>	-	-	-	-	-	-	98.0%	54.7%	58.0%	100%
<b>Transforming settlements of urban poor</b>	-	-	-	-	58.0%	43.0%	96.0%	-	-	-
<b>Municipal Development Strategy</b>										100%
<b>Kasooli Housing Project</b>	-	-	-	-	58.0%	71.0%	99.0%	74.0%	71.0%	34.3%
<b>Uganda Support to Municipal Development Project</b>										70.7%
<b>Total</b>	<b>95.46 %</b>	<b>99.9%</b>	<b>100.0 %</b>	<b>79.5%</b>	<b>51.4%</b>	<b>61.9%</b>	<b>93.0%</b>	<b>12.6%</b>	<b>55.3%</b>	

**Source:** MLHUD Annual performance reports (2006/07 - 2014/15)

## 2.2 Analysis of the Uganda Lands Commission (ULC) Financial Budget Performance

This section reviews the financial budget performance of ULC between FY 2008/09 and FY 2015/16.

### 2.2.1 Recurrent (Wage) Performance

The table 2.4 below shows the recurrent wage budget releases for ULC since the FY 2008/09. On average, the wage release performed at 73.11% between FY 2008/09 and FY 2014/15; while the average wage absorption capacity for the last three financial years stood at 89.93%.

**Table 2.5: Recurrent (Wage) Performance ('000's)**

Financial Year	Approved Recurrent Budget	Released Recurrent Budget	Spent	Budget released (%)	Release spent (%)
2008/09	0.27	0.145	0.129	53.70%	89%
2009/10	0.162	0.162	0.162	100%	93.5%
2010/11	0.317	0.175	0.163	55%	78.7%
2011/12	0.318	0.2	0.175	62.90%	87.3%
2012/13	0.365	0.22	0.205	60.20%	93.30%
2013/14	0.38	0.307	0.251	80.00%	81.80%
2014/15	0.38	0.38	0.36	100%	94.7%
2015/16	3.39	4.21	4.109	124.4%	97.5%
Average				79.53%	89%

Source: MLHUD Annual performance reports (2008/09 - 2015/16)

### 2.2.2 Recurrent (Non-wage) Performance

The table 2.5 below shows the recurrent non-wage budget releases for ULC since the FY 2008/09. On average the non-wage release performed at 94.73% between 2008/09 and 2014/15; while the average wage absorption capacity for the last three financial years stood at 97.70%.

**Table 2.6: Recurrent (Non-Wage) Performance ('000's)**

Financial Year	Approved Recurrent Budget	Released Recurrent Budget	Spent	Budget released (%)	Release spent (%)
2008/09	0.226	0.209	0.184	92.50%	88.40%
2009/10	1.934	1.934	1.906	100%	98.60%
2010/11	0.226	0.179	0.147	79%	82.50%
2011/12	0.226	0.226	0.224	100%	99.20%
2012/13	0.212	0.212	0.209	100%	98.40%
2013/14	0.511	0.511	0.51	100.00%	99.80%
2014/15	0.511	0.468	0.444	91.60%	94.90%
2015/16	1.364	1.538	1.536	112.7%	99.8%
Average				96.98%	98.23%

Source: MLHUD Annual performance reports (2008/09 – 20115/16)

### 2.2.3 ULC Development Budget Performance

The table 2.6 below shows the development budget releases for ULC since the FY 2008/09. On average the development budget release performed at 112% between 2008/09 and 2014/15; while the average development absorption capacity for the last three financial years stood at 100%. In the FY 2014/15, the ULC development budget release surpassed the approved budget. This was particularly because of the supplementary budget releases for the Land Fund Program.

**Table 2.7: Development Budget Performance ('000's)**

<b>Financial Year</b>	<b>Approved Budget</b>	<b>Released Budget</b>	<b>Spent</b>	<b>Budget released (%)</b>	<b>Release spent (%)</b>
<b>2008/09</b>	6.89	4.21	4.15	61%	98.6%
<b>2009/10</b>	3.68	3.68	3.68	100%	100.0%
<b>2010/11</b>	3.68	2.34	2.14	63.60%	91.5%
<b>2011/12</b>	12.718	12.718	12.718	100%	100.0%
<b>2012/13</b>	11.073	11.019	11.019	99.50%	100%
<b>2013/14</b>	11.754	11.754	11.745	100.00%	99.90%
<b>2014/15</b>	12.754	33.229	33.255	260.5%	100.1%
<b>2015/16</b>	63.62	26.969	25.098	69.9%	93.1%
<b>Average</b>				<b>112%</b>	<b>98.6%</b>

Source: *MLHUD Annual performance reports (2008/09 – 2015/16)*

## **2.0 PERFORMANCE OF THE LHUD SECTOR**

The performance of the LHUD Sector is analysed along the vote functions. It is comprised of the following vote functions;

### **1) Administration: Policy, Planning and Support Services (VF 0249)**

The vote function is comprised of two support departments namely:

- The Department of Finance & Administration; and,
- Planning & Quality Assurance Department which has four specialized units namely: (a) Policy Analysis Unit; (b) Resource Centre; (c) Internal Audit Unit; and, (d) Procurement and Disposal Unit.

### **2) Technical Vote Functions**

These comprise of three vote functions, namely;

#### **a) Land Administration and Management (VF 0201)**

This Vote Function falls under the Directorate of Land Management and is comprised of the departments of; (i) The Office of Director, Land Management; (ii) Department of Land Administration; (iii) Department of Land Registration; (iv) Department of Surveys and Mapping; and (v) Land Sector Reform Coordination Unit.

#### **b) Physical Planning and Urban Development (VF 0202)**

This Vote Function falls under the Directorate of Physical Planning and Urban Development and is comprised of; (a) The Office of Director, Physical Planning and Urban Development; (b) the Department of Physical Planning; (c) The Department of Urban Development; and, (d) The Department of Land Use Regulation and Compliance.

#### **1.6.4.3 Housing (VF 0203)**

This Vote Function falls under the Directorate of Housing and is comprised of; (a) Office of Director, Housing; (b) Department of Human Settlement; and, (c) Department of Housing Development and Estates Management.

### **3.1 POLICY, PLANNING AND SUPPORT SERVICES (ADMINISTRATION)**

#### **3.1.1 Performance of Finance and Administration (F&A) Department**

The Department is headed by an Under Secretary and made up of seven organizational units namely: Administration, Accounts, Personnel, Policy Analysis Unit, Resource/Information Centre, Internal Audit and Procurement Unit. A Principal Officer heads each of these Units. The operations of the office of the Ministers and Permanent Secretary are funded through this department.

The Department has overall responsibility for the following functions in the Ministry, namely: Financial Management, Accounting, Administrative services, Personnel services, Supplies, Procurement matters, Policy analysis, Internal Audit and provision of information on the Ministry services among others. The performance of the department of Finance and Administration between 2006/07 and 2014/15 is based on the following are the strategic objectives;

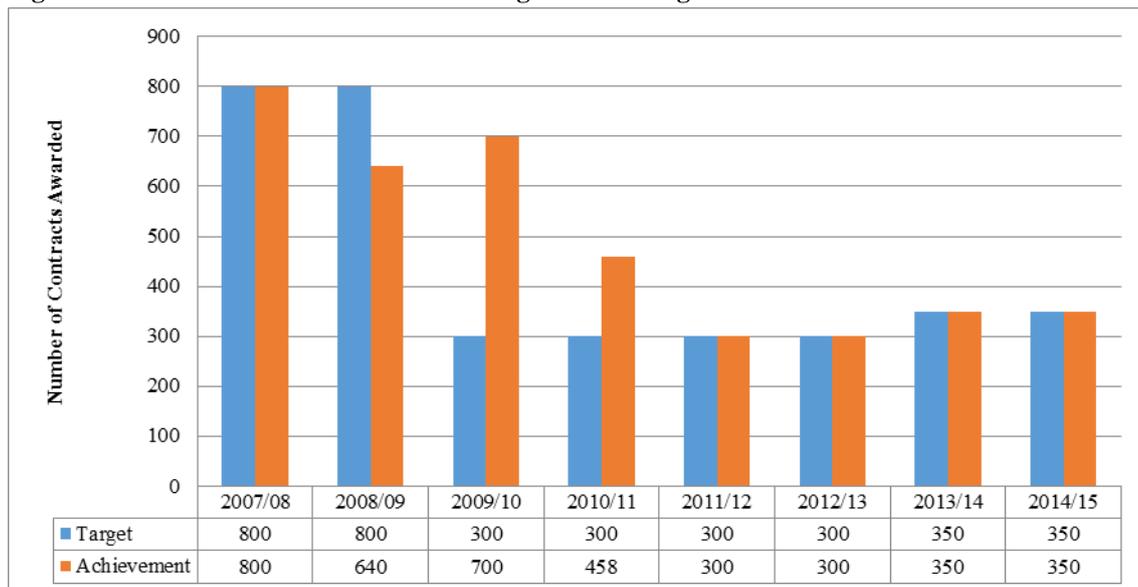
- (i) To maintain an efficient and effective use of government resources
- (ii) To have sector policies harmonized with national policies and the National Planning Framework;
- (iii) To ensure compliance with standards, guidelines, regulations & laws;
- (iv) To ensure performance improvement of the staff;
- (v) To have streamlined information flow;
- (vi) To maintain an efficient and effective work force; and,
- (vii) To promote ethical behaviour competition, economy efficiency and delivery of value for all money in all procurements.

#### **i) Maintaining an efficient and effective use of government resources**

In order to maintain an efficient and effective use of government resources, the Department of finance and administration put into place three measures, and these are:

- (i) Timely commitment control of returns and financial performance reports and Final Accounts prepared and submitted to the Accountant General/Auditor General in time. In the period under review, the department always prepares and submits the Final Accounts to MoFPED by 30<sup>th</sup> day of September.
- (ii) Quarterly financial projection reports: In every financial year, the department prepares and submits the quarterly financial projections to the MoFPED.
- (iii) Procurement of various goods and services: Through the PDU, the department is responsible with the procurement of goods and services for the Ministry. In the period under review, the PDU has awarded various contracts to various service providers. The Figure 3.1 below shows the number of contracts that have been awarded per financial year against the set target.

**Figure 3.1: Number of Contracts Awarded against the Target**



**Source:** MLHUD Annual Performance Reports (2006/07 - 2014/15)

The figure shows that the highest numbers of contracts were awarded in the FY 2007/08, with 800 contracts awarded. This was because the ministry had just been created and required various services. The highest performance was in the FY 2009/10, when the targeted number of contracts was surpassed by 400 awards, making it 700 contracts awarded.

The department is also mandated to promote ethical behaviour competition, economy, efficiency and delivery of value for all money in all procurements. This would help to ensure that all procurements are conducted in an ethical and efficient behaviour that promotes value for money. In doing so, PDU prepares and submits twelve (12) procurement and financial compliance reports to PPDA every financial year, indicating how the procurements have been conducted. The department also prepares a procurement plan for every financial year.

### **ii) Harmonizing sector policies with National Planning Framework and Policies**

It's the role of the Ministry to prepare and submit to Parliament a Policy Statement of the relevant Ministry on the preliminary [budget] estimates by the 30th day of June in each year, under the Budget Act 2001, Section 6 (1). The Act requires that the Ministerial Policy Statements (MPS) are in line with the national planning frameworks such as the Vision 2040, the NDP II and the Budget Framework Paper (BFP). It's the responsibility of the department of Finance and Administration to compile the annual sectoral policy statements and share them with Parliament and relevant stakeholders. An average of 750 MPS (copies) were produced and disseminated to various stakeholders every financial year.

### **iii) Compliance with standards, guidelines, regulations and laws**

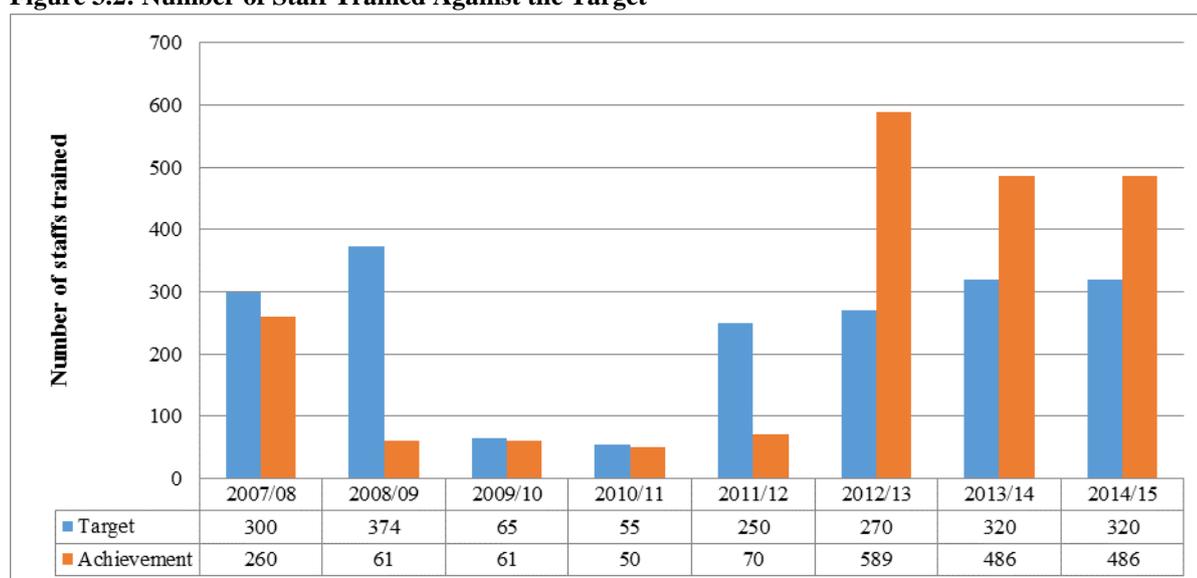
In order to ensure compliance with standards, guidelines, regulations and laws, the department organised regular workshops to sensitize staff on various regulations, guidelines and laws. From 2006/07, the department organised at least one (1) workshop per financial year, and thereafter two (2) workshops per financial year, involving all the staff to sensitize and remind them of the laws, guidelines regulations and standards they are supposed to follow in executing their duties.

#### iv) Performance Improvement among the Ministry staff

*Capacity Building Programs for Staff:* The department has been coordinating various training programs for the ministry staff to improve their capacity and enhance their performance. This has been through both short and long term courses. The department of Finance and Administration has been coordinating this activity until the FY 2012/13, when it was moved to the department of Planning and Quality Assurance Department (PQAD). In this report however, the activity is presented in this section, under the Department of Finance and Administration.

The number of staff trained, is however still low compared to the skills requirements at the Ministry. The figure 3.2 below also shows that between the FY 2007/08 and FY 2011/12, the number of staff trained was below the set target leaving a knowledge gap that requires filling. In the subsequent three financial years, with the training support from the Land Sector Reform Project, the number of staff trained, even surpassed the targets that were set. For instance in the FY 2012/13, in total 589 staff were trained, surpassing the target by 319 staff. 36 officers participated in short courses while 553 individuals trained in general workshops for the sector which was inclusive of staff and key stakeholders.

**Figure 3.2: Number of Staff Trained Against the Target**



**Source:** MLHUD Annual performance reports (2007/08 - 2014/15)

*Staff, Head of Departments and General meetings held:* The department organises at least four (4) meetings every financial year, for top management, senior management, and Sector Working Group meetings. In the financial year 2012/13, the department organised three (3) Top Management Meetings where strategic decisions were made and policy guidance provided to the sector; four (4) Senior Management Meetings where the Ministry’s performance was re-examined and strategic decisions made aimed at improving the Ministry’s performance in service delivery to the public; and, one (1) Sector Working Group Meeting where sectoral issues were discussed and strategies for improved service delivery developed.

*Staff welfare program:* It’s within the mandate of the department to ensure that the staff work in a conducive environment. The department established a staff welfare program aimed at ensuring that all staff are paid lunch and footage allowance. This is paid to all qualified ministry cadres.

*Rewarding the Best Performers:* The department started the program of identifying and rewarding the best 20 performers in each department per financial year. This aims at motivating the staff in the Ministry to work harder and perform better.

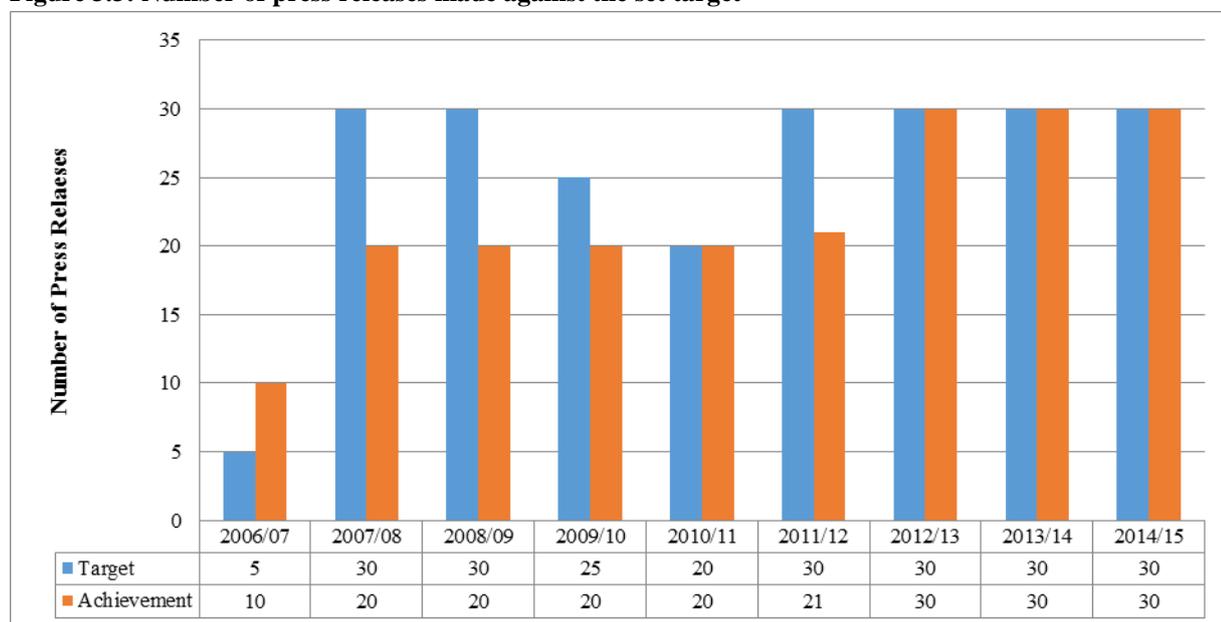
**v) Maintaining Public Relations and Information sharing with the general public**

It's the role of the department to maintain public relations. In the period under review, this has been done through creating access to information initiatives, such as sharing MLHUD information with the public through press conferences and releases, media supplements, and distribution of client charters.

In the FY 2006/07, the department prepared and issued seven (7) guiding documents to the public because of public concerns on land matters. Since then, the department has been releasing an average of 25 media supplements, and conducting at least 20 press conferences in every financial year. The ministry has also managed to reduce the time taken to retrieve the required information from 1 – 2 hours in the FY 2006/07, to 30 min – 1 hour by the end of FY 2014/15.

The department has since 2006/07 been releasing information through the press releases and statements to the public. The figure 3.3 below shows the number of press releases that have been made since the FY 2006/07, against the set target. The department started with releasing 5 press releases in the FY 2006/07, that increased to 20 in the following three five financial years, and subsequently increased to 30 press releases per financial year. Some of the press statements were derived from the key note addresses made by the Ministers.

**Figure 3.3: Number of press releases made against the set target**



**Source:** MLHUD Annual Performance Reports (2006/07 - 2014/15)

***Distribution and Implementation of MLHUD Client Charters:*** The department developed the Ministry's client charter which was completed in the FY 2011/12. The purpose of the Clients' Charter is to inform the public of all services offered by the MLHUD, and the time it takes to have the services rendered. It provides information on the necessary charges/fees, feedback mechanism, clarifications and lodging complaints on services rendered. The development of the Clients' Charter

was driven by the desire to provide transparent, administrative and technical services to the wider public.

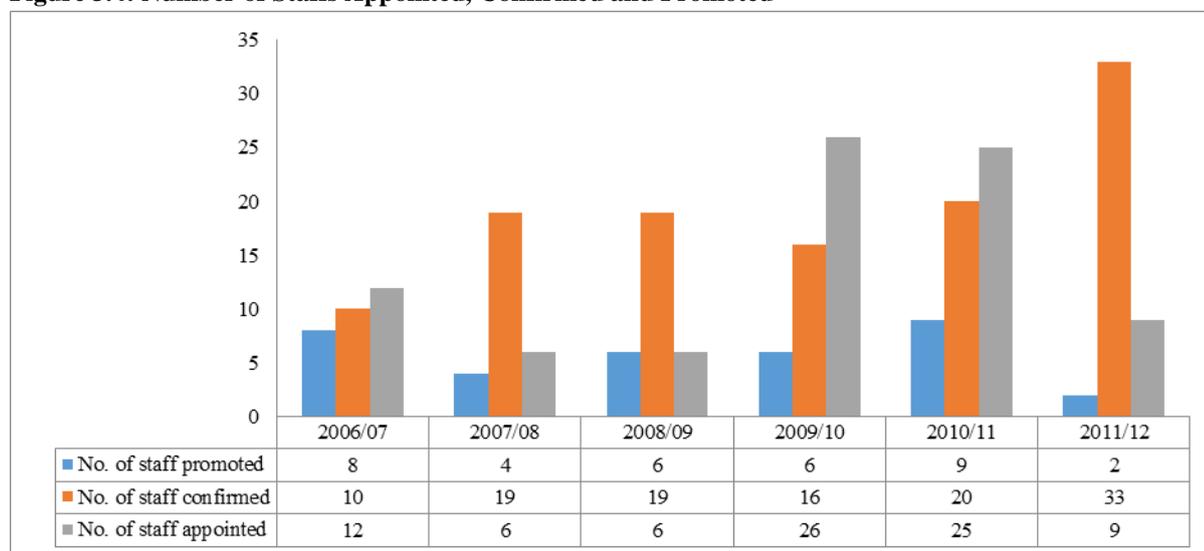
In the FY 2011/12, it distributed over 3,000 copies to the target groups including the general public. In the FY 2012/13, the department again distributed client charters to the Parliament, Ministries, Local governments, and relevant NGO's. In the same financial year, the implementation of the Clients Charter commenced – it was coordinated and feedback received. Since the FY 2013/14, through the Implementation of the Ministry's Client Charter, the ministry has been receiving the clients' complaints and expeditiously respond to them.

#### vi) Maintaining an Efficient and Effective Work Force

*Approval of the Ministry structure:* In the FY 2010/11, the department was able to get the Ministry structure approved and put in place.

*Staff appointment, confirmation and promotion:* The department is involved in the coordination of staff appointment, confirmation and promotion within the ministry. The figure 3.4 below shows the number of staff that have been appointed, confirmed and promoted in the ministry. The highest number of staff appointed was in the FY 2009/10 and FY 2010/11 where 26 and 25 staff were appointed respectively. As a result, the number of staff confirmed in the subsequent two financial years, 2010/11 and 2011/12 increased from 16 in the FY 2009/10 to 20 and 33 staff respectively. The FY 2010/11 also registered the highest promotions in the ministry, with nine (9) staff promoted to various levels.. This has however affected the manpower requirements in all departments at the Ministry. The available staff, including those on contract, cannot fully handle the overwhelming demands for the ministry services.

**Figure 3.4: Number of Staffs Appointed, Confirmed and Promoted**



**Source:** MLHUD Annual performance reports (2006/07 – 2011/12)

*Timely payment of staff salaries:* The department has endeavoured to see to it that all staff salaries are paid by the 28th day of every month. Also, all the staff on payroll have been receiving their salaries and wages.

### **3.1.2 Performance of the Planning and Quality Assurance Department (PQAD)**

The Planning and Quality Assurance Department is responsible for strategic planning, monitoring and evaluation of projects and programmes, quality standards assurance, and coordinating the training function in the Ministry. The department is headed by Commissioner, Planning and Quality Assurance. Its major activities include: Monitoring & evaluation, Coordination of Budget preparation, Coordination of collection of Sector Statistics, analysis and dissemination, Coordination of LHUD Sector Working Group activities, Preparation of Annual Budget Performance Reports and Resource mobilization. The department's strategic objective is to ensure efficiency and effectiveness in service delivery for government programs and projects.

***Preparation of Budget Framework Papers (BFP):*** Since the FY 2006/07, the department of PQAD has been coordinating the preparation and submission of MLHUD BFP following the guidelines that were issued by the MoFPED. The department also prepares and submits the MLHUD detailed Budget to MoFPED by 15th April of every year.

***Preparation of Monitoring and Performance Reports:*** The department is responsible for the monitoring and evaluation of the Ministry activities. Since inception, the department has rigorously been conducting monitoring and evaluation of LHUD Sector activities. It thus produces four quarterly monitoring reports and consolidated into one report and distributed to stakeholders. The department also coordinates the production and distribution of the Annual Performance Report for MLHUD to stakeholders. The department also prepares and submits the Sector Annual Government report and work plans to Office of the Prime Minister (OPM).

***Preparation and distribution of Statistical Abstracts:*** The department also prepares and distributes Sector Statistical Abstracts to Uganda Bureau of Statistics (UBOS) and other stakeholders. For instance, it produced and distributed 500 copies in 2011, 2013 and 2015 to staff and all other relevant stakeholders.

***Sector Issues Paper:*** Since 2006/07, the department has been preparing Sector Issue Papers for LGBFP submit them to MFPED. They have always been presented and discussed during the LGBFP workshops.

## **3.2 PERFORMANCE OF THE TECHNICAL VOTE FUNCTIONS IN THE LHUD SECTOR**

### **3.3 Land Administration and Management Subsector**

Land Administration and Management fall under the Directorate of Land Management. The general functions of Land administration and management include: Land Management, Land Administration, Land registration, Surveys and Mapping, and Valuation of properties, Coordination and Supervision, and Land Reform Coordination. Other functions include: facilitation of policy, development of the legal and regulatory framework, land dispute resolution (with main emphasis on alternative dispute resolution), provision of public information on land rights, geometrics, and land information, promotion of good governance, effective and efficient delivery of land services, and planning for implementation of land sector reforms. The Directorate is headed by the Director, Land management who is responsible for the overall sector management, coordination and supervision.

#### **3.3.1 Office of the Director, Land Management**

The Office of Director, Land Management aims at sustainable management of land in the country. It is responsible for the formulation of plans, policies and strategies, budgeting, resource allocation and monitoring of the Lands Sub-sector. The office of the director's strategic objectives is *'to have a coordinated and strengthened directorate capable of achieving its mandate'* and *'to increase availability, accessibility and affordability of land information for planning and development.'* Since 2006/07, the directorate has had several developments and achievements, amidst of the challenges. These include;

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

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

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

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

In the FY 2008/09, the Directorate embarked on the process of developing the National Lands Policy (NLP) with consultations with the stakeholders. By the end of the FY 2009/10, the draft NLP was in

place and the directorate held the National Land Policy Conference. The NLP was finalised in the following year. The actual implementation of the NLP was however affected by the financing challenges. In the FY 2013/14, the NLP was gazetted & 450 copies distributed to Parliament & other stakeholders. The policy was also launched to kick start its implementation. The Draft Action Plan for the Implementation of the NLP was developed and the proposal to fund its Implementation was costed. The directorate coordinates the implementation of the NLP. The directorate also embarked on the process of developing Resettlement policy.

### ***iii) Implementation of the Land Amendment Act 2010***

In the FY 2012/2013, the Directorate started the processing of implementing and disseminating the Land Amendment Act 2010. It started with implementation and dissemination activities in 6 districts of Kayunga, Rakai, Wakiso, Mpigi, Bukomansimbi and Kalungu. In the following financial year, the dissemination activities were taken to the districts of Jinja, Mbale, Kabale, Bududa, Manafwa, Kapchorwa, Sironko and Arua. The directorate also carried out public sensitisation of land related matters in the districts of Mukono, Masaka, Jinja, Wakiso, including the NRM Parliament caucus in Kyankwanzi. In the FY 2014/15, the Directorate conducted sensitisation and awareness forums on land matters and Land Information System – these were conducted in Mukono, and National Theatre, Kampala.

There is however, a need to scale up the dissemination activities to all other parts of the country to increase public awareness and knowledge about the land related laws, so as to mitigate land related wrangles. This will require increased financing from the government and the development partners.

### ***iv) Development of the National Land Management Strategies and Plans***

The directorate is also mandated to develop land management strategies and plans. It has thus been actively engaged in this activity. In the FY 2008/09, the directorate prepared 11 project budgets and plans out of the targeted 14. In FY 2009/10, the directorate prepared 3 technical proposals for additional funding. In 2011/12, the directorate produced 4 project budgets and plans and 4 project Performance Reports; and one (1) technical proposal for funding.

In 2012/13, the Directorate prepared the Land Sector Strategic Plan II (2013 – 2023): The LSSP-II 2012 – 2022 sets the stage for a unified policy, institutional and sectoral response to land administration and land use management in Uganda. Its vision is the ***optimal use of Uganda's land and land based resources for a prosperous, industrialized and developed service sector economy***; and the mission is to ***foster delivery of efficient and transparent land services***. The LSSP-II aims to enhancing land sector service delivery effectiveness and assure public confidence in a system of land tenure and land administration institutions that respect the land rights of citizens. The strategic objectives of LSSP II are;

- i) To create inclusive policy frameworks for land administration and land management;
- ii) To ensure efficient management, utilization, and protection of land and land based resources for transforming Uganda's economy;

- iii) To improve equity in access to land, livelihood opportunities and tenure security of vulnerable groups;
- iv) To increase availability, accessibility and affordability of land information for planning and development;
- v) To ensure transparent, accountable and easily accessible land rights administration institutions, and strengthen capacity for effective delivery of land services; and,
- vi) To promote a “business approach” to the delivery of land services through multi-sectoral approach.

v) ***Staff Management at the Office of the Director, Land Management***

- The office of the director is responsible to ensure coordinated performance of the directorate staff. This is done through arranging coordination meetings; and in the FY 2007/08, 12 coordinated meetings were held to assess the staff work performance. Between 2010/11 and 2014/15, at least 6 coordinated meeting with the staff were held per financial year.
- It’s also the function of the directorate to coordinate the directorate stakeholder meetings, and in the FY 2009/10, 12 such meetings were organised whereas in 2011/12, seven (7) of them were held.
- The office of the director has also been able to appraise at least 50% of the staff. The appraisal of staff is however hampered by the’ failure to fill the appraisal forms by staff; hence, the annually targeted 100% has never been realised in all the financial years.
- The directorate was also able to build capacity of at least 50% of the staff through trainings and workshops, every financial year. It was however unable to achieve the annually targeted capacity building of 55% of the staff, and this mainly due to the inadequacy of funds to fully implement the capacity building programme.

vi) ***Appropriate Budgetary Planning***

Staff at the office of the director have been able to fully comply with the budgetary preparation guidelines; however, compliance with expenditure guidelines and policies is still at an average of 80%.

vii) ***Provide technical advice to government on all matters pertaining land management***

The Office of the Director has been able to provide prompt, effective and clear advice to government on land matters (95%). The level of timeliness and effectiveness in providing technical support and capacity enhancement to local government and other stakeholders at an average of 85% between the financial years 2010/11 – 2014/15. Achieving the targeted 100% per financial year has been hampered by the inadequate facilitation and the few personnel at the directorate to handle all the tasks.

**Summary of Challenges and Constraints**

- a) Inadequate funds to fully implement the capacity building programme, policy and regulatory framework, settling Emergency land disputes, and monitoring of Ministry Zonal Offices and land management institutions.

- b) Failure of the staff to fill the appraisal forms.
- c) Inadequate personnel at the directorate to handle all the tasks.
- d) Lack of coordination, collaboration and communication within the sector and with other sectors

### 3.3.2 Land Administration Department

The Department of Land Administration is responsible for supervision of land administration institutions and valuation of land and other properties. The main strategic objectives of the Land Administration Department are:

- i) To provide timely and reliable property valuations to Government; and
- ii) To carry out Central Government’s supervisory role in land administration; Training, Monitoring & Evaluation of land Management Institutions; offering technical guidance & assistance to land management institutions, stakeholders and the general public.

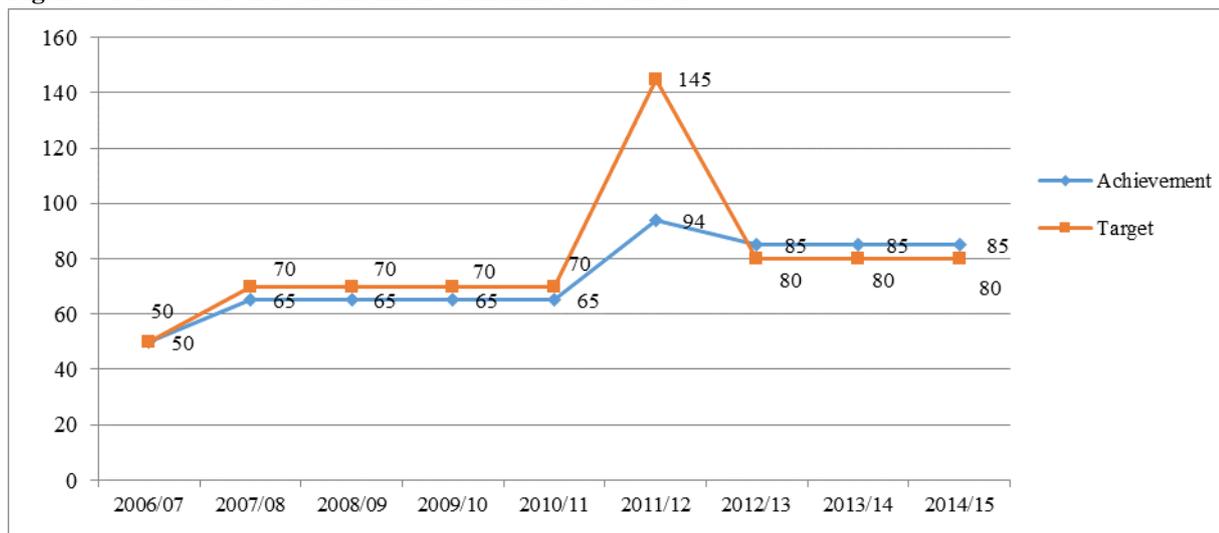
#### 1) Property Valuations in the Land subsector

The department is responsible with providing timely and reliable property valuations to government. Since the FY 2006/07, the department has made tremendous progress towards the realisation of this responsibility. This progress is highlighted in the following result areas;

##### (i) Pool and Institutional houses valued

The sub-sector has been conducting valuation of pool and institutional houses since the FY 2006/07. In FY 2006/07, the fifty (50) houses that were targeted, were all valued, and in the subsequent three financial years, FY 2007/08, 2008/09, and 2009/10, out of the seventy (70) that were targeted in each financial year and Sixty five (65) houses were submitted and valued per financial year; and in 2011/2012, but however, 94 houses were valued. Since the FY 2011/12, there was an increase in the number of pool and institutional houses valued, i.e., in the FYs 2011/12, 2012/13, 2013/14 and 2014/2015, over 85 houses were valued per financial year. Valuation of pool and institutional houses is demand driven and therefore the subsector can only value those that are submitted.

**Figure 3.5: Number of Pool and Institutional houses valued**



Source: MLHUD Annual Performance Reports (2006/07 - 2014/15)

##### (ii) Condominium Properties Valued

The subsector is responsible with carrying the valuation of condominium properties. This is also demand driven. During the first year of the department, only 80 properties out of the 200 targeted were actually valued. In the FY 2007/08, one hundred (100) properties were submitted and all were valued. The number of properties valued in FY 2008/09 and FY 2009/10 remained unchanged at 136 properties against targeted values of 200 properties. However, in FY 2010/11 and FY 2011/12, the numbers of properties valued increased to 140 and 180 respectively. In the FY 2012/2013, FY 2013/14 and FY 2014/15, the number of condominium properties valued remained unchanged at 60 well below the target of 160 properties (figure 3.6). The subsector was unable to achieve all its planned targets since the FY 2006/07. It has always fallen short and the margin between the target and the actual achievement increased between 2012/13 and 2014/15.

**Figure 3.6: Number of Condominium Properties Valued**



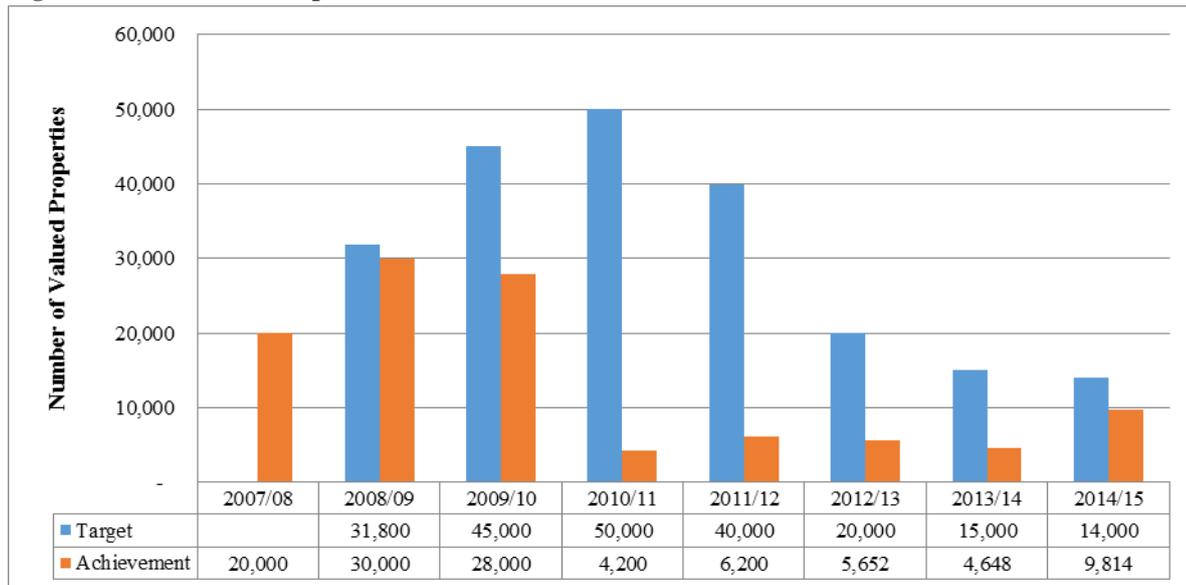
**Source:** MLHUD Annual performance reports (2006/07 – 2014/15)

### (iii) Property Valuations

Property valuation is one of the key responsibilities of the Office of the Chief Government Valuer, under the lands administration and management subsector. It enables the availability of information to facilitate planning and service provision at both national and local governments. Valuations are conducted for stamp duty, rental valuations, valuation for sale/purchase, pool house valuation, probate valuation, determination of terms, compensations, among others.

Figure 3.7 below shows the annual number of properties that have been valued between 2008/09 and 2014/15. The figure shows a sharp decline in the number of properties valued between 2010/11 and 2014/15. The decline is far below the targeted annual performance. This is attributed to low demand from property owners within those financial years. Valuing properties is demand driven, and therefore the subsector is able to value only those that are submitted. There is therefore a need to lure property owners or developers to submit their properties for valuation.

**Figure 3.7: Number of Properties Valued**

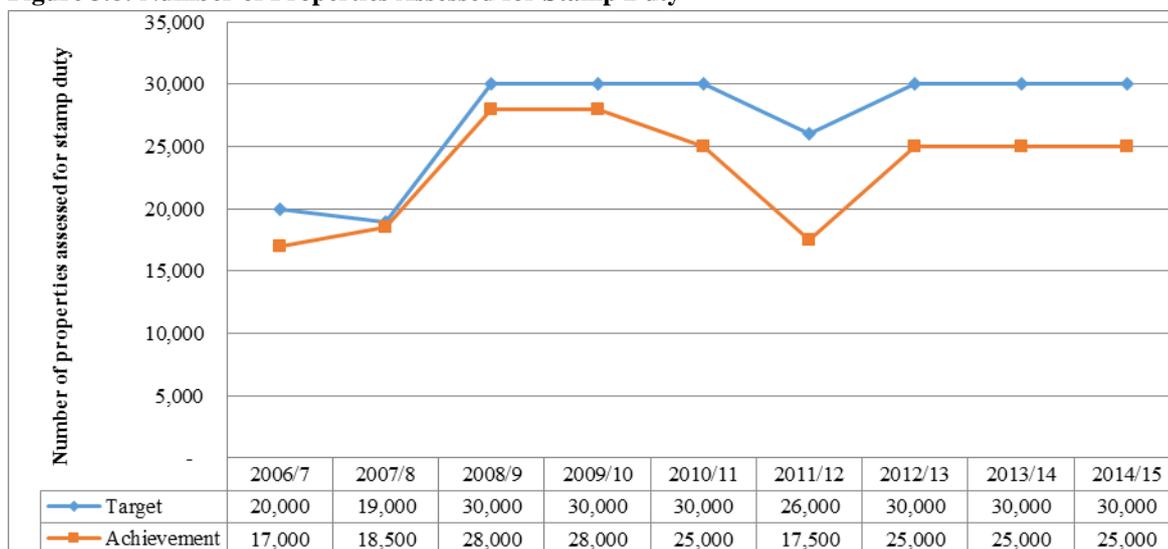


**Source:** MLHUD Ministerial Policy Statements (2008/09 - 2014/15)

**(iv) Assessment of properties for stamp duty**

The department is also mandated to assess the value of properties for stamp duty. Since the FY 2006/07, the department has been implementing this activity. The figure 3.8 below shows the number of number of properties assessed in every financial year against the target. In FY 2006/07, 17,000 properties were assessed and the number increased to 18,500 properties in the following financial year. In the financial years, 2008/09 and 2009/10, the number of properties reached its highest ever (28,000) for the period under review. The performance however, declined to 17,500 in 2011/12, and then stabilised at 25,000 for the last three financial years. The department was unable to achieve all its targets since FY 2016/17 – 2020/21. It only came close to achieving the target in the FY 2007/08. It should be noted that assessment of properties for stamp duty is demand driven and therefore, the department is only able to work on the requests that have been submitted.

**Figure 3.8: Number of Properties Assessed for Stamp Duty**

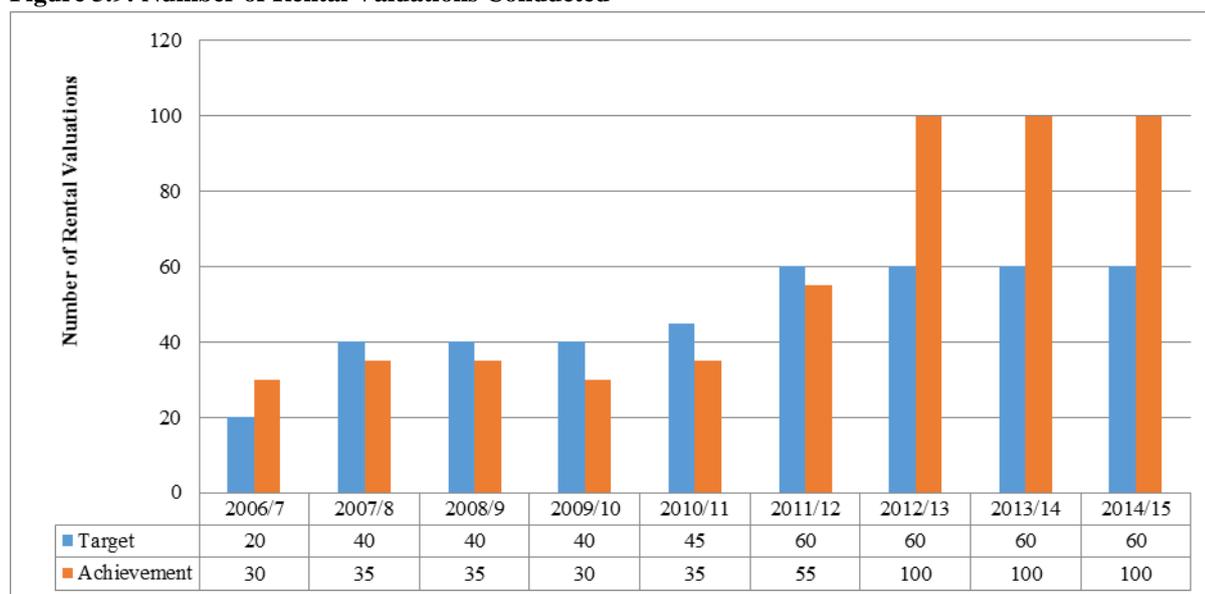


**Source:** MLHUD Annual performance reports (2006/07 – 2014/15)

### (v) Rental Valuations

It's also the function of the department to conduct rental valuations of government MDA's. This is also a demand driven activity that its performance mainly depends on the number of requests that have been submitted. The figure 3.9 below shows the number of rental valuations that have been conducted during the period under review. In the FY 2006/07, 30 rental valuations were conducted and in the subsequent two financial years, 35 rental valuations were conducted for each year, these slightly reduced to 30 in FY 2009/11 and rose again up 100 in each of the financial years from 2012/13 to 2014/15.

**Figure 3.9: Number of Rental Valuations Conducted**

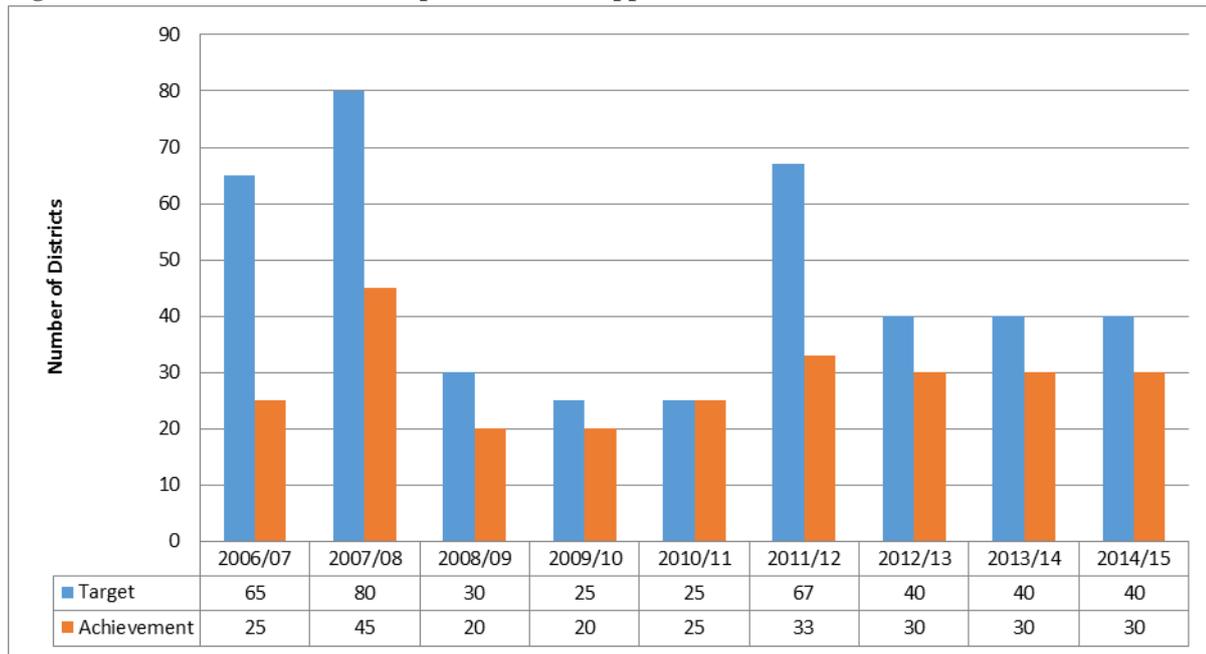


**Source:** MLHUD Annual performance reports (2006/07 – 2014/15)

### (vi) Approval of District Compensation Rates

The department is supposed to approve all district compensation rates. This is also arises out of demand by the districts. The figure 3.10 below shows the number of district compensation rates that have been approved from the FY 2006/07 to FY 2014/15 against the targets. In the FY 2006/07, 25 out of the targeted 67 district compensation rates were approved and 45 out of 80 approved in FY 2007/08. This number reduced to 20 per financial year in 2008/09 and 2009/10. And slightly increased to 33 in 2010/11 and stabilised at 30 for the last three financial years in the period under review. The subsector was unable to achieve all its targets in all the financial years, except for 2010/11. This was partly attributed the lack of functional and expiration of District Land Boards (DLBs). Hence, the need to have the DLBs active so as to help in determination and approvals of the compensation rates targeted for every financial year.

**Figure 3.10: Number of district compensation rates approved**

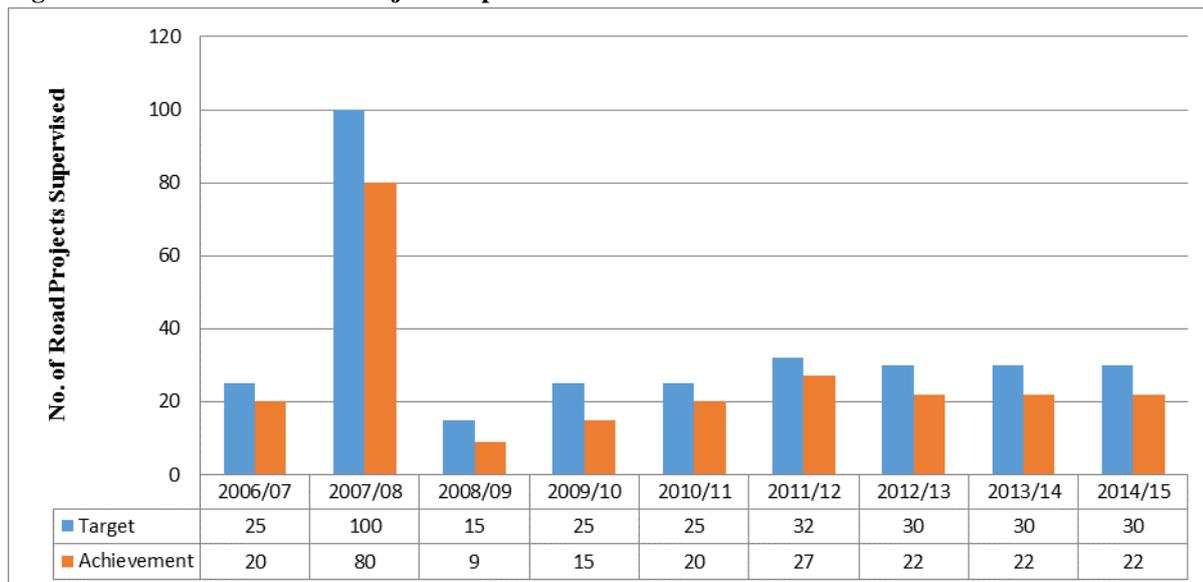


**Source:** MLHUD Annual performance reports (2006/07 – 2014/15)

**(vii) Supervision of Compensation for Land Acquired for Road Projects**

Working together with the Works and Transports Sector, the department supervises all the land earmarked for road construction projects, to ensure availability of reliable and accurate information for compensation of the occupants. The figure 3.11 below shows the number of road construction projects that have been supervised by the department from FY 2006/07 to FY 2014/15. The department was able to conduct supervision of compensation assessment for land acquisition of 20 road projects in the FY 2006/07. In FY 2007/08, the number of projects supervised reached its highest ever, in the period under review; though didn't reach the target of 100 road construction projects. In the subsequent financial years, the number of projects supervised for compensation ranged from 9 to 27. The department still fell short of the targeted number of projects supervised and this is attributed mainly on the inadequacy of funds for the activity.

**Figure 3.11: Number of Road Projects Supervised**



**Source:** MLHUD Annual performance reports (2006/07 – 2014/15)

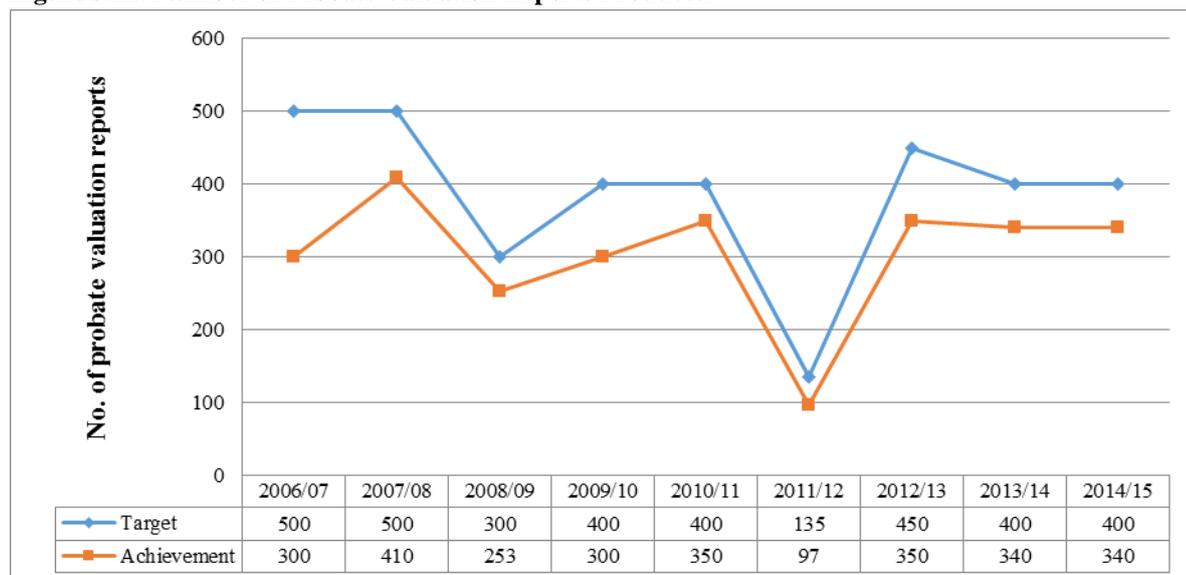
**(viii) Supervision of Land Acquisition for Infrastructure Projects**

The department is mandated to supervise all issues concerning with the acquisition of land for Infrastructural projects such as way leaves, hydro power projects, petroleum projects in the Albertine Graben, Power lines, bridges, among others. In the FY 2012/13, the department supervised the acquisition of land for 60 infrastructural projects. Likewise the department also supervised 30 projects in the FY 2013/14; and by the end of the FY 2014/15, supervision of land acquisition for 18 infrastructural projects was concluded and there was on-going supervision of other 27 projects.

**(ix) Probate Valuation Reports Produced**

The production of probate valuation reports is demand driven and therefore the department is able to produce all those that are requested. It was however, unable to reach all the planned targets in the period under review (figure 3.12). The number of probate reports produced increased from 300 in FY 2006/07 to 410 in the FY 2007/08. They however, reduced to 253 in 2008/09, and reached its lowest in the FY 2011/12. They regained thereafter in the subsequent three financial years.

**Figure 3.12: Number of Probate Valuation Reports Produced**



**Source:** MLHUD Annual performance reports (2006/07 – 2014/15)

## 2) Supervision and Provision of Technical Guidance & Assistance to Land Management Institutions

The second strategic objective of the department of Lands Administration is to carry out central government's supervisory role in land administration; training, monitoring & evaluation of land management institutions; offering technical guidance & assistance to land management institutions, stakeholders and the general public. The department has implemented several activities since 2006/2007 aimed at operationalising this strategic objective; hence, several achievements have been registered, amidst the challenges. This section highlights these achievements and some of the challenges encountered.

### i) Training/Inducting District Land Boards (DLBs), Area Land Committees (ALCs) and District Lands Officers (LOs)

It's the role of the department to train and acquaint the DLBs, ALCs and LOs, with land related matters. Every financial the department has been conducting this activity to enable them process the land related matters with ease. The table 3.1 shows the number of DLBs, ALCs and LOs that have trained and inducted from FY 2006/07 to FY 2014/15.

**Table 3.1: Number of DLBs, ALCs and LOs that have trained and inducted**

Performance Indicator	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15
No. DLB's given technical support	18	25	25	40	40	75	27	35	35
No. ALC's inducted & trained	15	203	460	360	685	50	60	80	80
No. of L.O's oriented		6	13	15	215	215	215	215	215

**Source:** MLHUD Annual performance reports (2006/07 – 2014/15)

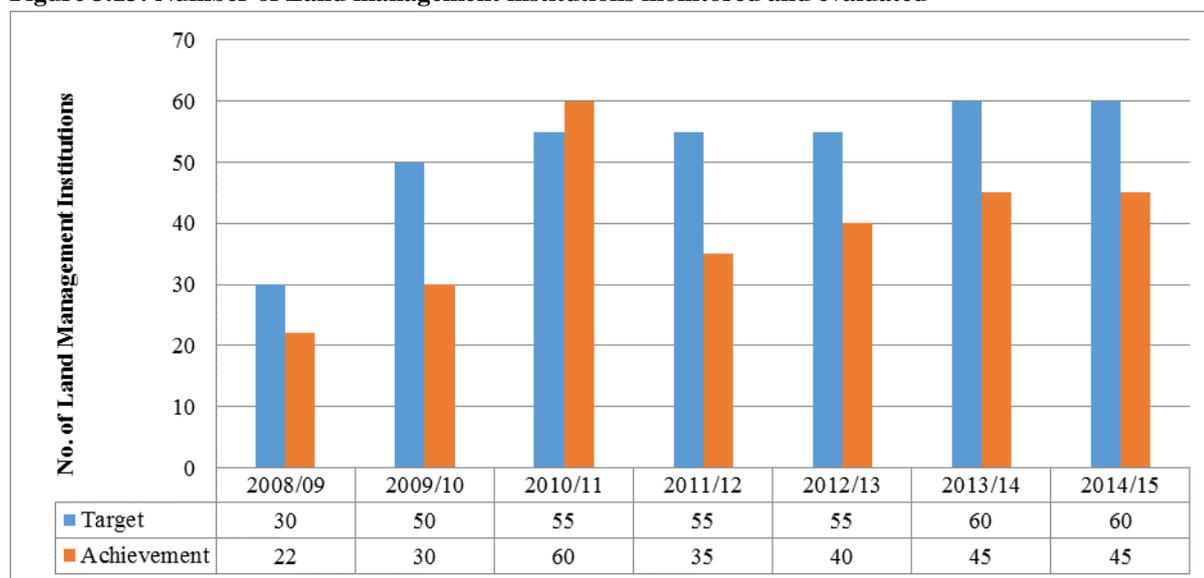
The number of DLBs is trained is still low compared to the knowledge and information required on land issues and the DLB functions. All the DLBs need to be trained and those that are new to be inducted. Districts without DLBs or those whose terms expired should be encouraged to get new members. The number of DLBs trained in 2012/13 significantly reduced from an outstanding performance of 75 DLBs that were trained in FY 2011/12. In 2013/14 the subsector inducted and trained 35 DLBs in Kyenjojo, Oyam, Gomba, and Moyo. In 2014/15 the subsector also trained and inducted 35 DLBs from the districts of Hoima, Masindi, Luwero, Kiboga, Apac, Lira, Jinja, Nwoya, Amuru, Namutumba, Budaka, Kibuku, Kyenjojo, and Fort portal; and 6 Ministry Zonal Offices (MZOs) of Mbarara, Wakiso, Masaka, Mukono, Jinja, and Kampala.

The number of ALCs trained and inducted in 2011/12 slightly reduced to 50 from the 85 trained in FY 2010/11 and regained in 2013/14 and 2014/15. In 2013/14, the department trained and inducted ALCs in Luuka, Kayunga and Buikwe and districts. The number of Land Officers oriented has been the same throughout the last five financial years. The department has however never reached the required target of number of trainings; hence, the need to ignite efforts to ensure that all the officers and stakeholders are well oriented and acquainted with land related matters.

### ii) Monitoring Land Management Institutions

It's the function of the department to monitor, supervise and provide technical guidance to all the activities of land management institutions. These institutions include MZO, DLBs, ALCs and Recorders. Figure 3.13 below shows the number of Land management institutions monitored and evaluated for the period under review.

**Figure 3.13: Number of Land management institutions monitored and evaluated**



**Source:** MLHUD Annual performance reports (2008/09 – 2014/15)

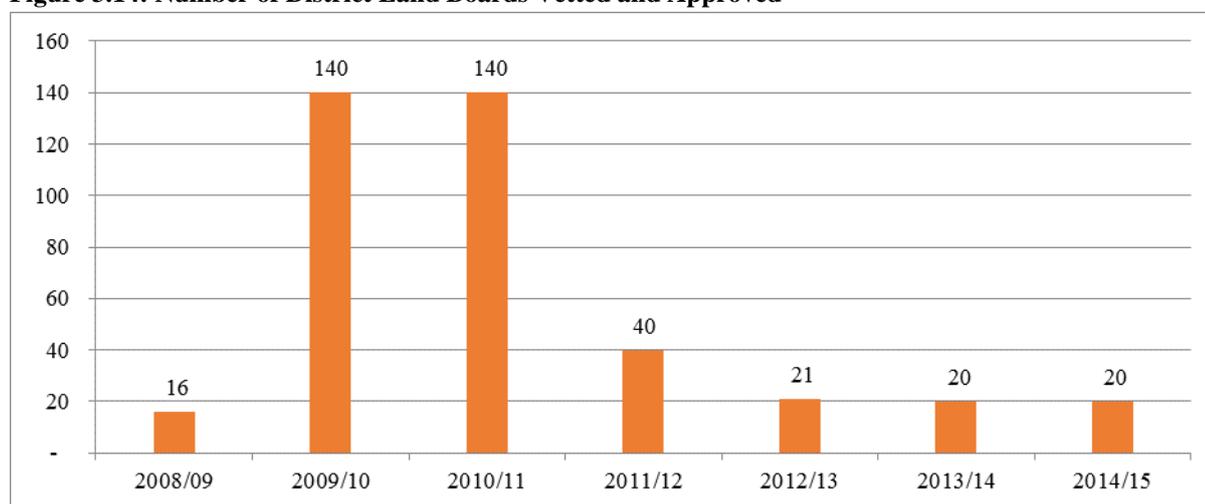
Regular Monitoring, Supervision and guidance to the MZO, DLBs, ALCs and others is required to build capacity, provide technical guidance and swiftly combat challenges that would impede performance at the zone and district level offices. There was an exceptional performance in the FY 2010/2011, with the number of Institutions monitored and evaluated surpassing the targeted number,

by 5 to 60. In 2013/14, 45 institutions were monitored and evaluated. This included land management offices of Iganga, Gomba, Moyo, Buikwe, Kayunga, Fort portal, Mubende, Jinja and Masaka. It also included MZOs of Mukono, Wakiso, Jinja, Masaka, and Mbarara. In 2014/15, Monitoring and Evaluation was also carried in 45 districts including Hoima, Masindi, Luwero, and Kiboga and MZOs of Jinja, Wakiso, Mukono, and Masaka.

### iii) Approval and Vetting of District Land Boards

Each district is supposed to have a District Land Board (DLB), whose members are to hold office for a period of five years and may be eligible for reappointment for a further one term. It's the role of the Minister of MLHUD to approve the vetted members of the board. The figure 3.14 below shows the number of DLBs that have been vetted and approved by the Minister since the FY 2008/09 to 2014/15. The approval of DLBs is demand driven and the ministry would only be able to vet and approve those DLBs that have been requested.

**Figure 3.14: Number of District Land Boards Vetted and Approved**

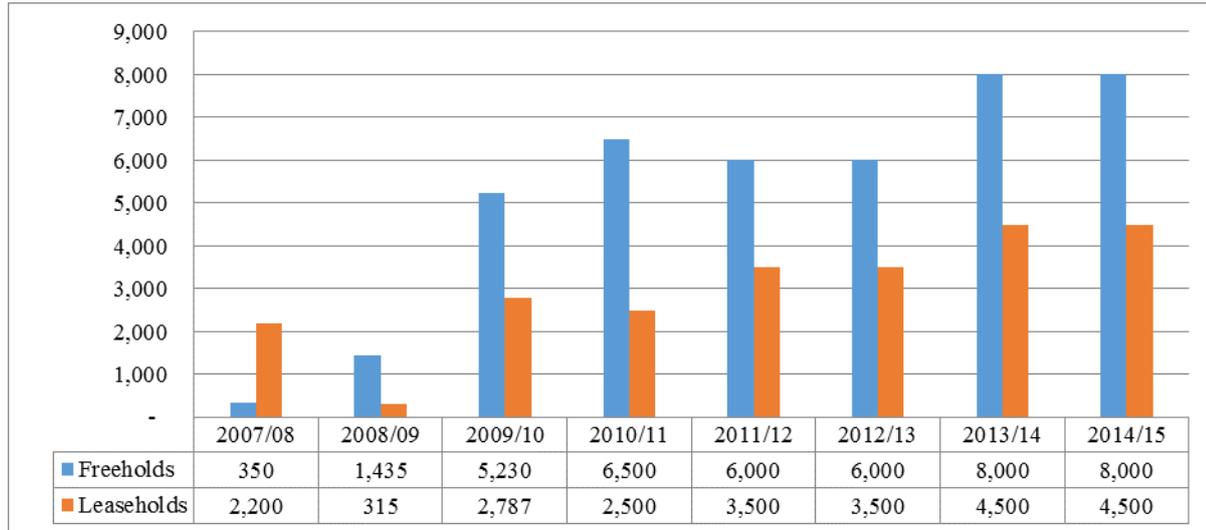


**Source:** MLHUD Annual performance reports (2008/09 - 2014/15)

### iv) Processing Upcountry freeholds and leaseholds processed

The processing of upcountry freeholds is demand driven, and it's the function of the department to fulfil this function. The performance of the activity has however been below the target since the financial year 2006/07. On average, only 46% of the target has been achieved for the period under review. It's only in the FY 2007/08, that the performance surpassed the target realising 143.5% achievement. In the FY 2010/11, only 6,500 out the targeted 20,000 upcountry freeholds were processed, representing 32.5%; while in the subsequent two financial years, only 6,000 for each were processed out of the targeted 25,000 upcountry freeholds, representing 24% achievement for each financial year. In the FY 2013/14 and FY 2014/15, 8,000 upcountry freeholds were processed out of the targeted 30,000 for each financial year, representing 15% achievement per financial year (Figures 3.15 & 3.16).

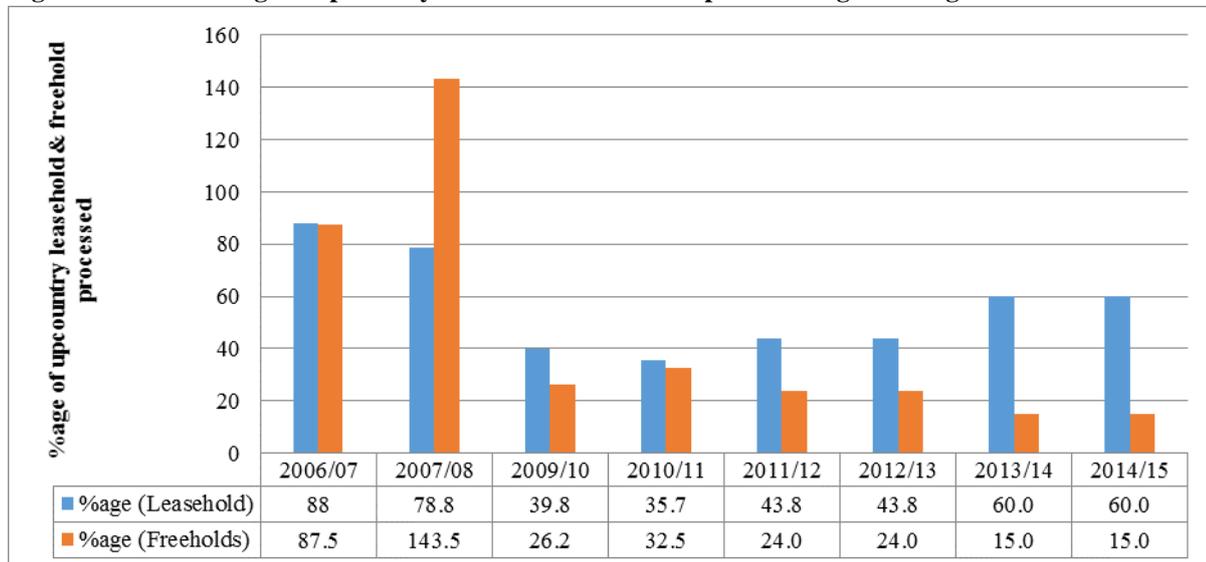
**Figure 3.15: Number of upcountry freeholds and leaseholds processed**



**Source:** MLHUD Annual performance reports (2010/11 - 2014/15)

Like freeholds, the processing of upcountry leaseholds is also demand driven and it's the responsibility of the department of land administration. On average 56.2% of the targeted leaseholds were processed in the period under review. For instance, in the FY 2006/07, 88% of the target was achieved; this however reduced to 78.8% in FY 2007/08, and fell significantly to 35.7% in the FY 2010/11. Performance however regained at 43.8% in the financial years 2011/12 and 2012/13 and stabilised at 60% performance in 2013/14 and 2014/15. There is thus a need to lure prospective leaseholders to process the leases to allow sustainable developments of the land and its resources.

**Figure 3.16: Percentage of upcountry freehold and leasehold processed against target**



**Source:** MLHUD Annual performance reports (2010/11 - 2014/15)

The figures 3.15 & 3.16 above indicates that even though the number of upcountry freeholds and leaseholds have been increasing, the percentage performance against the target has however been decreasing over the years.

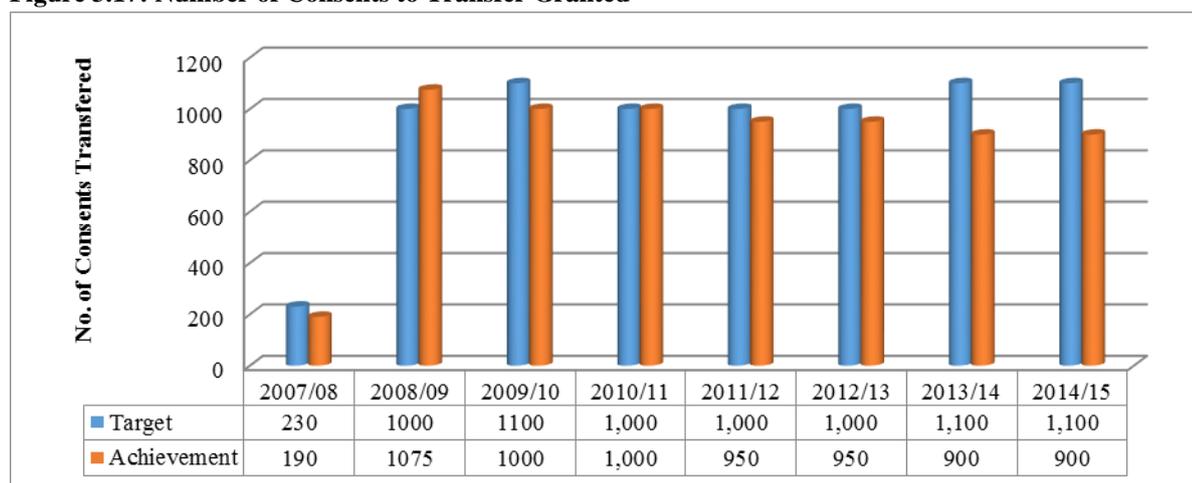
### v) Recommendation of building Plans

The recommendation of building plans was a function of the land administration department. In the FY 2012/2013, the function was however repealed. By the time it was repealed, the department had made significant progress in recommending building plans. In the FY 2010/11 and FY 2011/12, the department recommended 63% and 68% of the targeted building plans respectively.

### vi) Granting Consents to Transfer

The function of processing and granting consents to Transfer Land Ownership is a function of the department of Land Administration. Figure 3.17 shows the number of consents that have been granted between 2007/08 and 2014/15. Only 190 consents were granted in the FY 2007/08, and this increased to 1,075 in the FY 2008/09, slightly surpassing the target by 75 consents. In FY 2010/11, the subsector achieved 100% of the targeted number of consents granted, 95% in the subsequent two financial years; and 81% in the 2013/14 and 2014/15. Average performance for this activity in the period under review is over 90%.

**Figure 3.17: Number of Consents to Transfer Granted**



**Source:** MLHUD Annual performance reports (2007/08 - 2014/15)

### Summary of Challenges

- Lack of logistics to transfer land files to pilot districts
- Financial challenges to conduct some of the activities like monitoring the Land Management Institutions and facilitate monitoring, supervising and evaluating the activities of all land management institutions.

### 3.3.3 Performance of Surveys and Mapping Department

The department of Survey and Mapping is responsible for the establishment of survey and geodetic controls, quality checks of cadastral jobs, survey of government land and international boundaries, production and printing of topographical maps. The Department is also responsible for producing and updating the National Atlas. The Department has two major strategic functions;

- (a) Survey of administrative boundaries; and,
- (b) Improve availability, accessibility, affordability and use of land information for planning.

#### 1) Survey of Administrative Boundaries

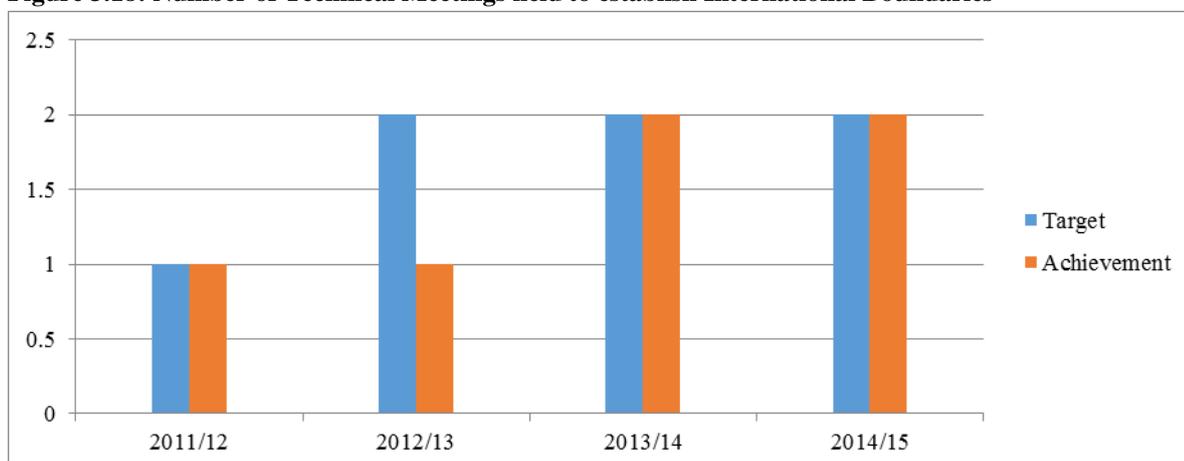
##### (i) Survey and Demarcation of Boundaries

The department is responsible with surveying all district and international boundaries. In FY 2007/08, the department surveyed and demarcated a total of 40 km for International and 40 km for district boundaries. In the FY 2008/09, the department surveyed 101.6 km surpassing the target 50 km set for the district. These comprised of 66.6 km of Katakwi–Moroto and 35 km of Tororo–Butaleja boarders. The department was unable to survey the DRC/Uganda boarder as it had set to do in the FY 2009/2010. This was because it couldn't access the necessary funds from African Union (AU); however, in the FY 2010/11, the department was able to access some funds and surveyed 400km. The lack of funding also affected the subsequent district survey activities.

##### (ii) Technical Meetings to Establish International Boundaries

Since the FY 2011/12, the department has been holding a series of technical meetings to establish International boundaries of Uganda/Democratic Republic of Congo (DRC), Uganda/Rwanda, Uganda/Kenya and Uganda/Tanzania. Figure 3.18 below shows the numbers of these meeting that have been held. In FY 2011/12, one technical meeting was set and held with DRC on remarking Uganda/DRC border, while in FY 2012/13, only one was held with DRC. In FY 2013/2014, three technical meetings between Rwanda/Uganda and Uganda/DRC were held; while in FY 2014/15 two (2) joint inter-state meetings involving Uganda – Tanzania, Uganda – Kenya, and Uganda – Democratic Republic of Congo were also held.

Figure 3.18: Number of Technical Meetings held to establish International Boundaries



Source: MLHUD Annual performance reports (2007/08 - 2014/15)

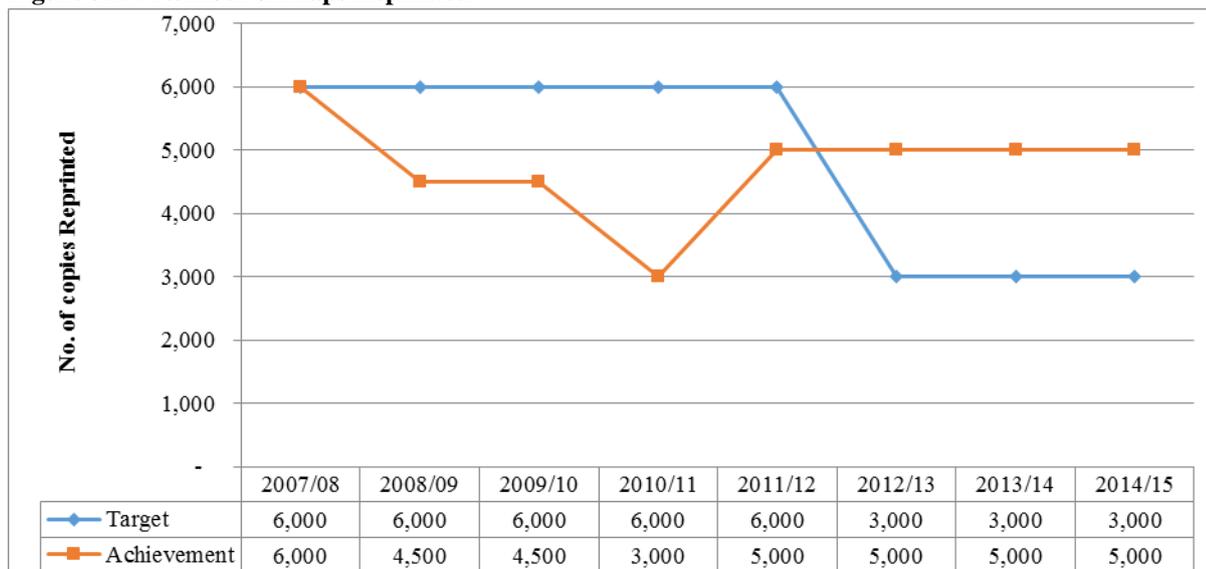
## 2) Availability of Land Information for Planning

It's the function of the department to ensure the availability, accessibility, affordability and use of land information for planning. In order to achieve this objective, the department has done the following in the period under review;

### (i) Re-printing of Maps

Maps are one of the key sources of geographic and thematic information. The department is required to avail updated maps to the country for planning purposes. This thus requires re-printing them every financial year. The figure 3.19 below shows the number of maps that have been re-printed from the FY 2007/08 to 2014/15. In the FY 2007/08, the department was able to reprint 6,000 maps. These reduced to 4,500 in the subsequent two financial years and suddenly dropped to 3000 in the FY 2010/11. This was particularly attributed to insufficient funds that were released to cater for this activity. In 2011/12, the number of reprinted maps increased to 5000. In the subsequent three financial years, the target set was reduced by a half to 3000 maps. The re-printing of maps was able to surpass that target by over 2000 maps. This was because the printing materials budgeted for 3000 copies were enough to print 5000 copies.

Figure 3.19: Number of Maps Reprinted



Source: MLHUD Annual performance reports (2007/08 - 2014/15)

### (ii) Revising and Reprinting Topographic Maps

The department is required to revise all topographic maps to take care of the emerging trends and issues. The topographic maps are thus revised, though not done on annually. This is because of the insufficient funds allocated to the function, in some year, nothing is allocated at all. Therefore, 5 topographic maps were revised in FY 2007/08, 5 in 2008/09, 22 in 2009/10 and 6 in 2010/2011; also 4 topographic maps were reprinted in 2012/13. In FY 2014/2015, 8 topographic maps were converted from manual to digital format for easy printing; and two (2) were reprinted.

### (iii) Establishing Geodetic Control Points (GCP)

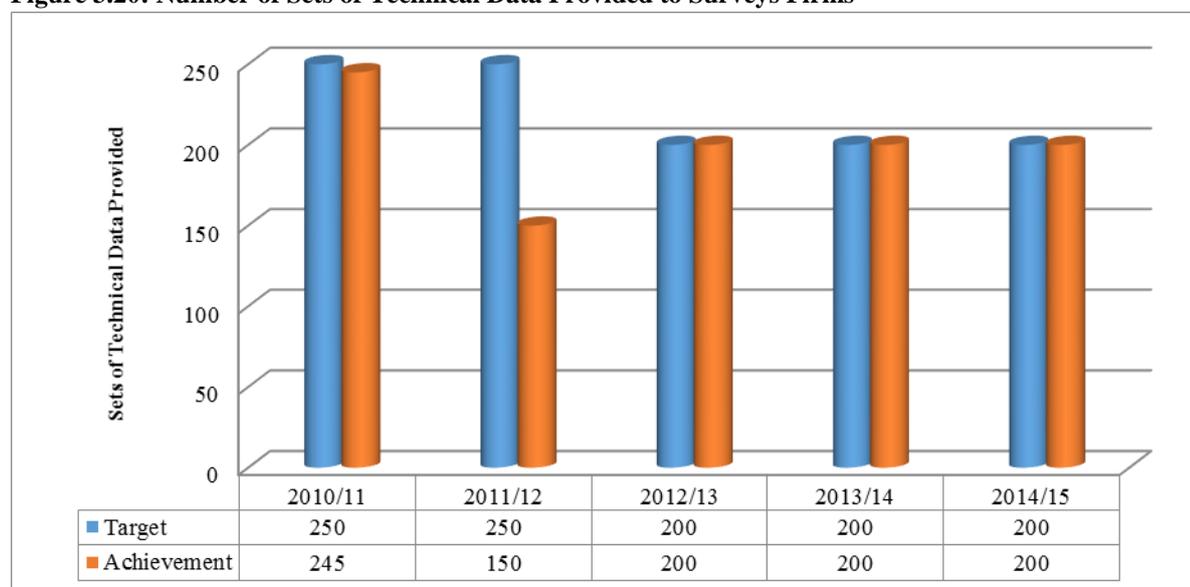
It's the responsibility of the department to establish geodetic control points countrywide. In the FY 2011/12, the department embarked on this activity; and between 2011/12 and 2014/15, it managed to establish 130 geodetic control points. In 2011/12 alone, a total of 50 geodetic control points were established in Nebbi, Arua, Gulu and Pader. In 2012/13, 20 geodetic control points were established in Nakaseke district and other districts; in 2013/2014, 30 geodetic control points were established in Wakiso district; and in 2014/15, 30 geodetic control points established in Mt. Elgon area, Moroto, and Busia Districts. The department plans to establish 40 geodetic control points in the FY 2015/16, and also reach out to other remaining districts in the subsequent years.

### (iv) Providing technical data and Instructions to private survey firms and surveyors

The department is mandated to regulate the survey processes in the country. It does so by providing sets of technical data and instructions to private survey firms and surveyors. The department started executing this function in the FY 2010/11. Every year, it sets targets of the number of sets of technical data it will provide. It has overall met the demand, since the release of this data is demand driven. Figure 3.20 below shows the number of sets of technical data the subsector has provided to the survey firms and private surveyors, vis-à-vis the respective set target.

In FY 2010/11, 245 sets of technical data provided to surveys firms. This reduced to 150 in FY 2011/2012 owing it to the insufficient funds released for this activity. In FY 2012/2013, the subsector issued survey instructions and supplied 200 sets of technical data to private surveyors; and in 2013/14, it issued 200 sets of technical data and instruction. In the FY 2014/15, 200 set of technical data and instructions to survey were issued to private surveyors in Wakiso, Jinja, Mukono, Mbarara, Kampala, Masaka, Ntungamo and Mbale.

**Figure 3.20: Number of Sets of Technical Data Provided to Surveys Firms**

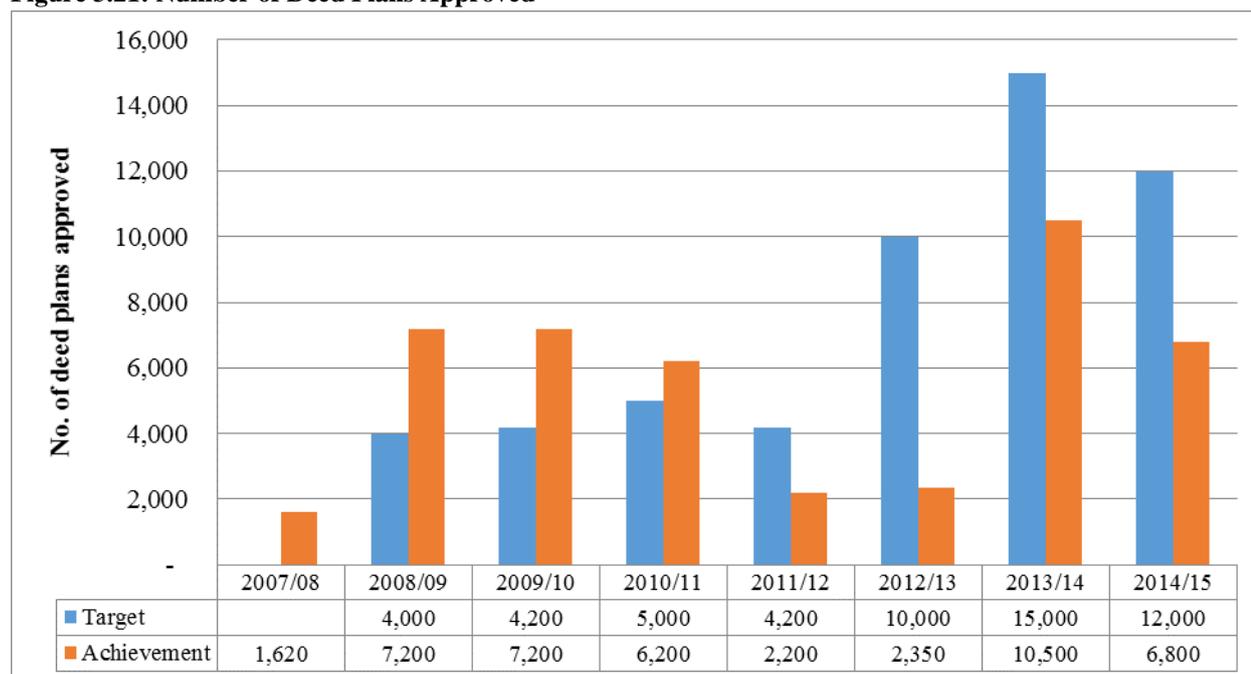


**Source:** MLHUD Annual performance reports (2007/08 - 2014/15)

### (v) Approving Deed Plans for Titling

It's the function of the department to approve deed plans for titling. Figure 3.21 shows the number of deed plans that were approved for titling by the subsector since 2007/08 vis-à-vis the target. In the FY 2007/08, 7,200 deed plans were approved. This number reduced considerably in the subsequent financial years, especially in FY 2011/12. In the FY 2014/2014, performance was boosted with 6,000 sets of Deed plans from MZOs and 4,500 sets of deed plans from non-affiliated MZOs were produced and approved.

**Figure 3.21: Number of Deed Plans Approved**

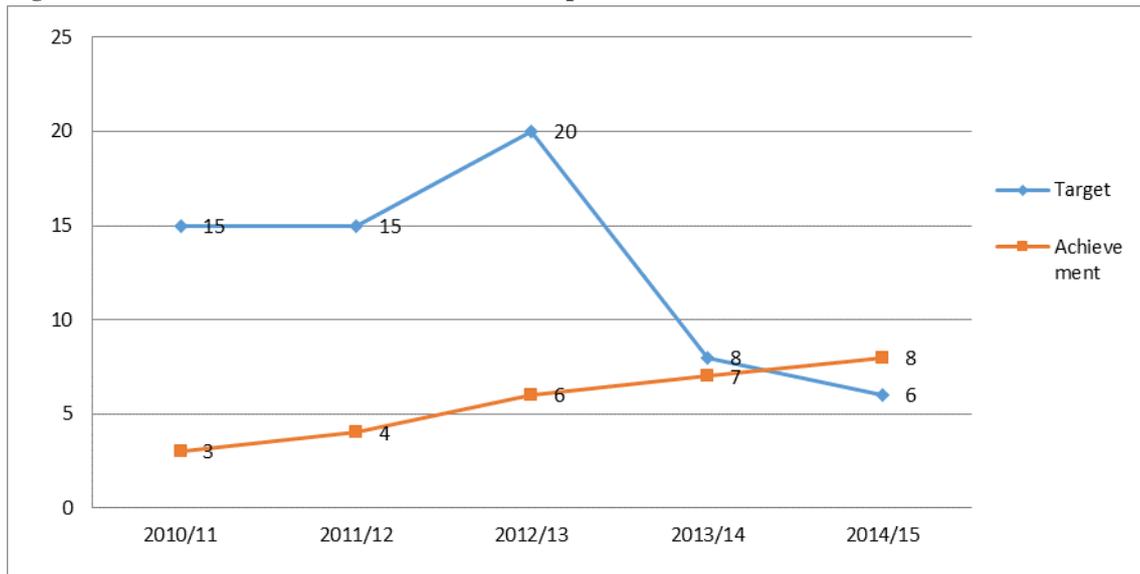


Source: MLHUD Annual performance reports & Ministerial Policy Statements (2007/08 - 2014/15)

### (vi) Monitoring and Inspecting Survey and Mapping Activities in Local Governments

It's also the function of the department to supervise survey and mapping activities at the District Land Offices. Figure 3.22 shows the number of district land offices that have been monitored and inspected since it started executing this function in 2010/11. In 2012/13 the department carried out supervision of survey and mapping activities in the districts of Arua, Kiruhura, Masaka, Lyantonde, Mubende, and Nebbi among others. In 2013/14, the department monitored and inspected survey and mapping activities in seven (7) districts of Sembabule, Kiruhura, Bushenyi, Mbarara, Ntungamo, Lyantonde and Rakai, while in the FY 2014/15, the department supervised survey and mapping activities in Wakiso, Jinja, Mukono, Mbarara, Kampala, Masaka, Ntungamo, and Mbale. The department has however been unable to meet its targets especially in the first four financial years due to financial constraints.

**Figure 3.22: Number of District Land Offices Inspected**



Source: MLHUD Annual Performance Reports & Ministerial Policy Statements (2007/08 - 2014/15)

### **3.3.4 Performance of the Land Registration Department**

The department of Land Registration is responsible for issuance of certificate of titles, general conveyance, keeping custody of the national land register, coordination, inspection, monitoring and back up technical support relating to registration and acquisition process to local governments. The main strategic objectives of the department are:

- (i) To increase coverage of registered/titled land throughout the country through issuing various land titles, preparing lease documents, and registration of land transactions.
- (ii) To train and equip staff, conduct monitoring and evaluation, and handling land related conflicts through court appearances.

#### **1) Increase coverage of registered/titled land**

Under this strategic objective the department has performed a number of activities and registered several developments and achievements. These are highlighted below;

##### **(i) Issuance of Certificate of Titles**

It's the function of the department of land registration to issue certificate of titles to land in the country. These certificates are categorised into Mailo Land Titles, Leasehold Titles and Freehold Titles.

Mailo tenure is a form of tenure deriving its legality from the Constitution and its incidents from the written law which, (a) involves the holding of registered land in perpetuity; (b) permits the separation of ownership of land from the ownership of developments on land made by a lawful or bona fide occupant; and, (c) enables the holder, subject to the customary and statutory rights of those persons lawful or bona fide in occupation of the land at the time that the tenure was created and their successors in title, to exercise all the powers of ownership of the owner of land held of a freehold title.

Leasehold tenure is a form of tenure created either by contract or by operation of law under which one person, namely the landlord or lessor, grants or is deemed to have granted another person, namely the tenant or lessee, exclusive possession of land usually but not necessarily for a period defined, directly or indirectly, by reference to a specific date of commencement and a specific date of ending. It's usually but not necessarily in return for a rent which may be for a capital sum known as a premium or for both a rent and a premium but may be in return for services or may be free of any required return.

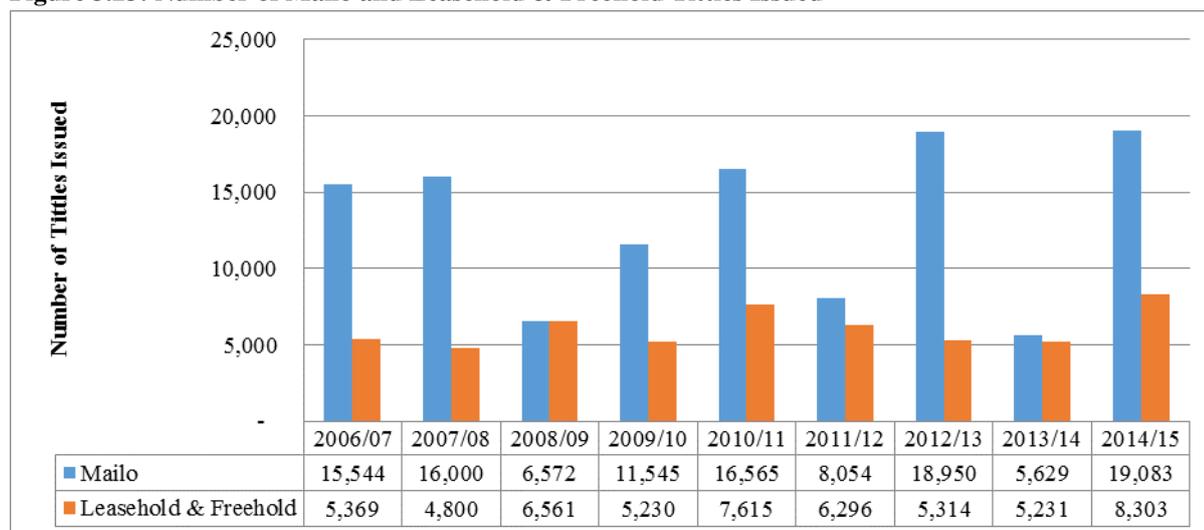
Freehold is a form of tenure which involves the holding of registered land in perpetuity or for a period less than perpetuity which may be fixed by a condition. Holding a freehold enables the holder to exercise, subject to the law, full powers of ownership of land, including but not necessarily limited to using and developing the land for any lawful purpose; taking and using any and all produce from the land; entering into any transaction in connection with the land, including but not limited to

selling, leasing, mortgaging or pledging, subdividing creating rights and interests for other people in the land and creating trusts of the land; and, disposing of the land to any person by will.

The department issues certificates of titles of Mailo land and leasehold and Freeholds. Figure 3.23 shows the number of Mailo, Leasehold and Freeholds that have been issued since FY 2006/07. The Mailo land title certificates issued increased from 15,544 in FY 2006/2007 to 16,000 in FY 2007/2008. During the same period, the number of Leasehold & Freehold titles issued reduced from 5,369 to 4,800. In the FY 2010/11 the titles issued for Mailo land were 16,565 up from 11,545 issued in FY 2009/2010. The total number of Leasehold and Freehold titles issued increased from 5,230 in FY 2009/2010 to 7,615 in FY 2010/2011.

The FY 2014/15 witnessed a substantial rise in the number of Mailo land titles issued compared to other previous financial years, with 31,614 titles issued, up from 5,629 issuances in the previous financial year. The leasehold and freehold land titles also rose from 5,231 in 2013/14 to 8,303 in 2014/15. The improved performance in issuance of certificates of title is attributed to the introduction of Land Information System. The decline in Lease and Freehold titles issued in some periods is attributed to the coming into force of the Land Amendment Act 2010 which made District Land Boards to be cautious in allocating land for titling.

**Figure 3.23: Number of Mailo and Leasehold & Freehold Titles Issued**



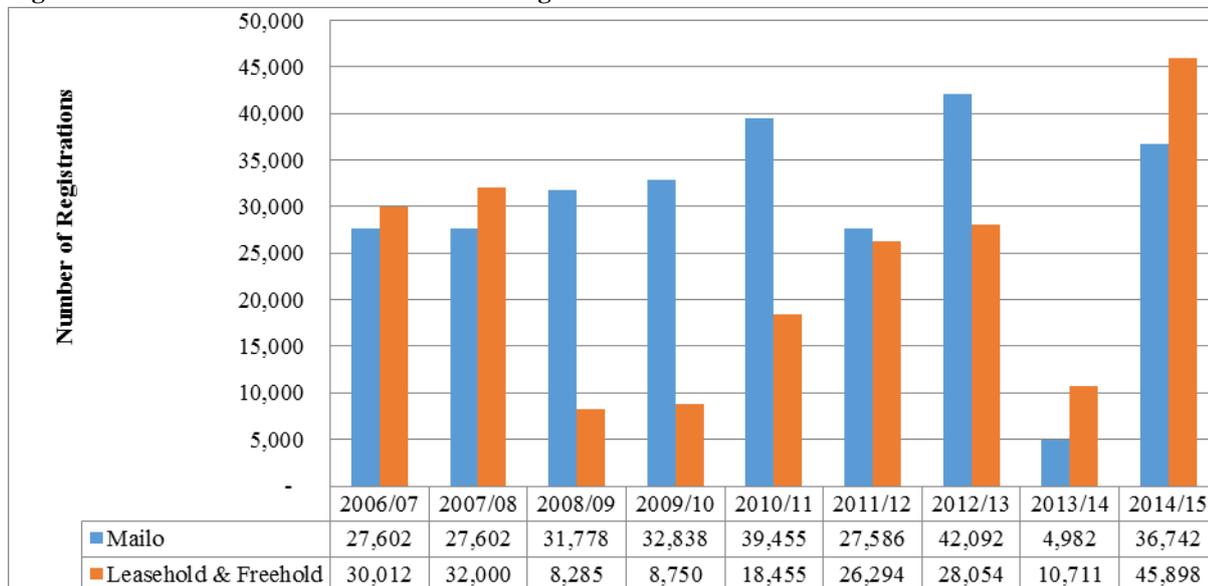
**Source:** MLHUD Annual Performance Reports (2006/07 – 2014/15)

### **(ii) Registration of Land Transactions (Caveats, Mortgages, Transfers, etc.)**

It's the function of the department to register all the land transactions that are conducted. Overall, the trend of land registration has been increasing from 27,600 in the FY 2006/2007, to 42,000 land transactions registered in the FY 2012/13. However, this declined sharply in the following financial year, but again regained in FY 2014/15 (figure 3.24). The number of leaseholds and freeholds registered has been increasing especially between 2010/11 and 2012/13. Performance declined in the following performance in 2013/14 with the first time use of the LIS. In the same financial year the land transactions at MZOs, with the use of LIS were as follows; Jinja 818, Ministry Headquarters, Kampala 1748, Mbarara 848, Masaka 818, Mukono 2,640, Kampala – KCCA 2,313, and Wakiso

526. However, when the staff got used to the LIS, the benefits were visible with performance hitting the highest point ever in 2014/15 with 45,890 leasehold and freehold registrations. The performance in the registration of land transactions has however been affected by the expiration of some DLBs tenure and the delays in the making new appointments.

**Figure 3.24: Number of Land Transactions Registered**

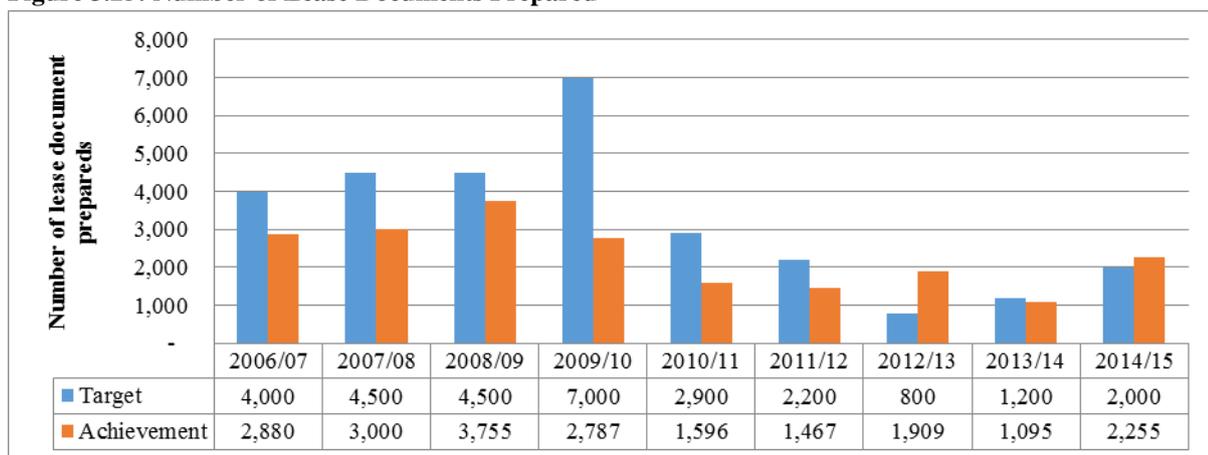


**Source:** MLHUD Annual Performance Reports (2006/07 – 2014/15)

### (iii) Preparation of Lease Documents

The department is also responsible for preparing all the lease documents. Since the FY 200/07, the department has been performing this function, and the figure 3.25 shows the number of lease documents that have been prepared each financial year against the set target for that particular year.

**Figure 3.25: Number of Lease Documents Prepared**



**Source:** MLHUD Annual Performance Reports (2006/07 – 2014/15)

Figure 3.25 reveals that the number of lease documents prepared from FY 2006/07 to FY 2007/08 against the set targets for each financial year. In FY 2006/07, 2,880 documents were prepared below the set target of 4,000 documents. 3,000 documents were prepared in FY 2007/08 against a target of

4,500; 3,755 lease documents in FY 2008/09; and 2,787 documents in FY 2009/10; 1,596 documents in FY 2010/11 against a target of 2,900 lease documents, and 1,467 documents in FY 2011/12. The number of lease documents prepared in FY 2013/14 was 1,909 above the target of 800 lease documents. This performance above the target is attributed to the introduction of the Land Information System leading to an increase in number of land transactions. The number of lease documents prepared also exceeded the target by 200 documents in the FY 2014/15. In totality, 20,744 lease documents have been prepared since the FY 2006/07, against a target of 29,100, representing a 71% achievement. Meanwhile, the failure to meet the targeted number of lease documents in some periods was due to the expiry of tenure of some District Land Boards, delayed approval of new DLBs and delayed release of funds to purchase stationery and other materials.

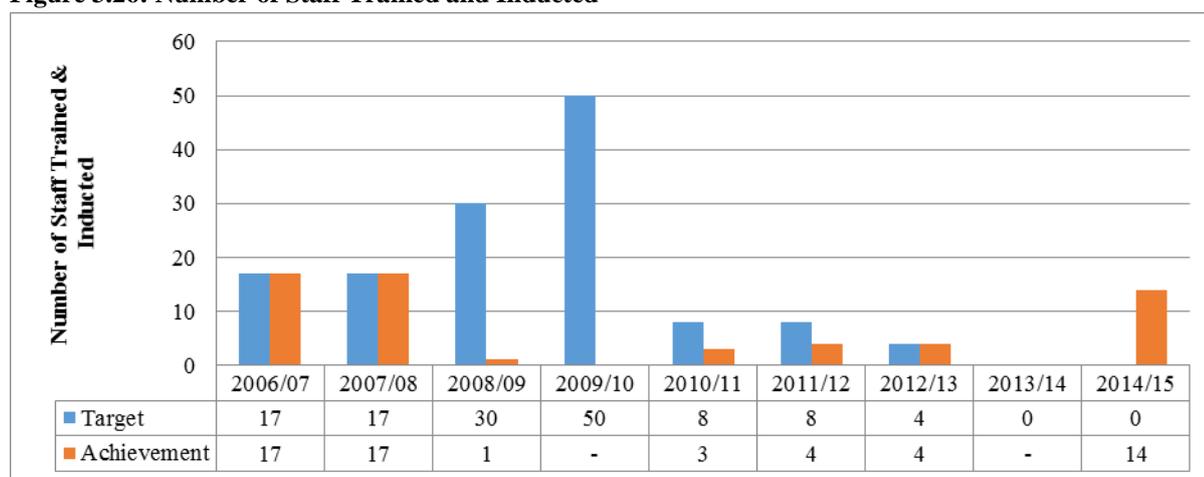
## 2) Train and Equip Staff, Conduct M&E, and Handling Land Related Conflicts

The department's second strategic objective is to train and equip staff, conduct monitoring and evaluation, and handling land related conflicts through court appearances. In order to actualise this objective, the department has had to conduct a number of activities, in which it has realised several achievements highlighted below;

### (i) Training and Induction of Staff

To enhance staff capabilities so as to improve efficiency in service delivery, the department trains and re-tools its staff. In the FY 2006/07 and 2007/08, 17 staff were trained for each year. In FY 2010/11, 3 district registrars of Soroti, Kamwenge and Kampala, out of the targeted 8 registrars. In the FY 2011/12, 4 district registrars of Kampala, Kibaale, Kamuli and Buikwe were trained. During FY 2014/15, staff from 14 Physical Planning Committees of Districts and Municipalities of Kibaale, Kamwenge, Kyegegwa, Kyenjojo, Kabarole, Dokolo, Nebbi, Arua, Maracha, Yumbe, Koboko and Lira were successfully trained. There is however a need to trained more manpower and equip them with the required skills.

**Figure 3.26: Number of Staff Trained and Inducted**

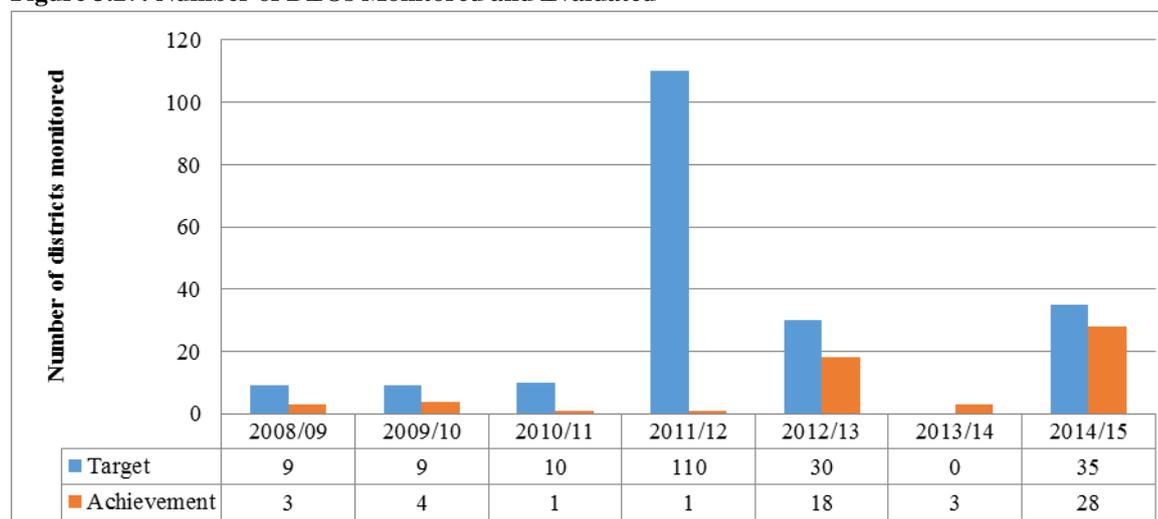


**Source:** MLHUD Annual Performance Reports (2006/07 – 2014/15)

### (ii) Monitoring and Evaluation of District Land Offices (DLOs)

The department is mandated to monitor and evaluate the functions and activities of the District Land Offices (DLOs). The execution of this activity has been very low compared to the targets set as depicted in figure 3.27. In totality only 59 DLOs out of 112 DLOs have been monitored and evaluated since the FY 2008/09. For instance in the FY 2008/09, only 3 out of targeted 9 districts were monitored, and in the FY 2009/10, only four (4) districts land offices out of the targeted 9, were monitored. In the FY 2011/12 only Mukono district was successfully monitored against a target of 110 districts. In 2012/13, 18 out of the targeted 30 districts were monitored; and in 2013/14, the subsector monitored and evaluated 3 MZOs; while 28 against 35 districts were monitored in 2014/15. The low performance of the subsector in monitoring of the DLOs was mainly attributed to low levels of financing and logistical support to the department; and inadequate manpower at the headquarters to conduct this activity.

**Figure 3.27: Number of DLOs Monitored and Evaluated**



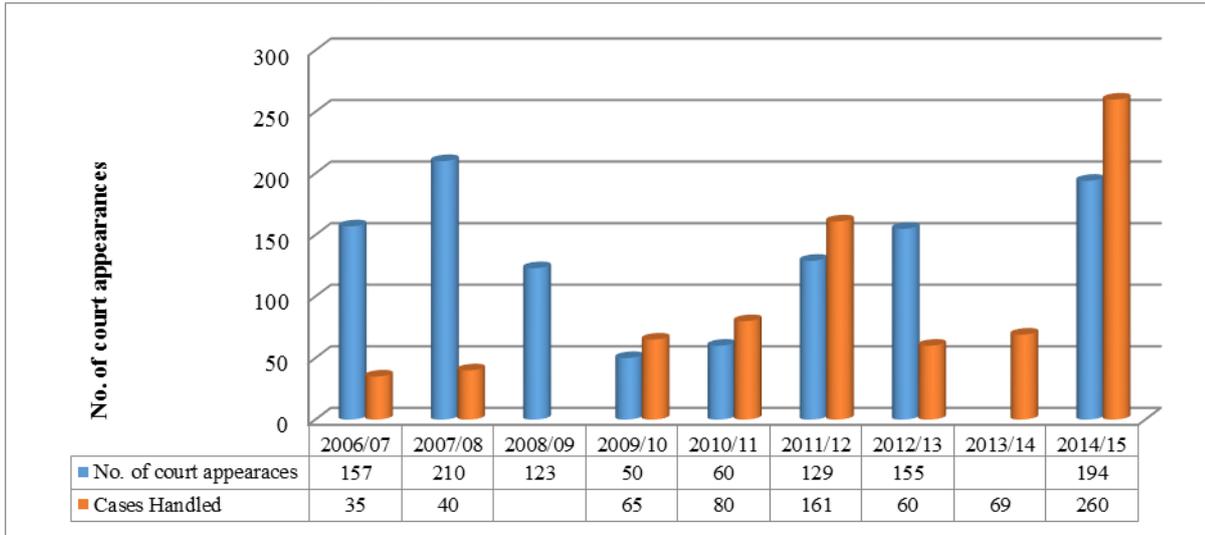
**Source:** MLHUD Ministerial Policy Statements & Annual Performance Reports (2006/07 – 2014/15)

### (iii) Court Appearances

The department is working tirelessly to reduce land conflicts in the country. It's occasionally invited in court to testify in land related cases. It is also expected to handle several land related cases. Figure 3.28 shows the number of court appearances the department has made between the FY 2006/07 and FY 2014/15; and the number of cases handled in the same timeframe. Over the years, the numbers of court appearances have been increasing intermittently. In the FY 2008/09, the department appeared in 123 cases, this reduced to 50 in FY 2009/10, slightly increased to 60 in FY 2010/11, 129 in the FY 2011/12 and subsequently to 194 in the FY 2014/15.

However the department's performance in handling land related cases has been growing alternately. From 35 cases in FY 2006/07 to 161 cases in the FY 2011/12, then pulled back to 60 in the following financial year and sharply rose to 260 cases in FY 2014/15.

**Figure 3.28: Number of Court Appearances and Cases Handled**



**Source:** MLHUD Annual Performance Reports (2006/07 – 2014/15)

### **3.3.5 The Performance of the Digital Mapping Project**

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

The main objective of the project was to develop a National topographic GIS to facilitate the graphical visualization of economic and social activities nationwide at a glance on a computer screen in regard to spatial distribution, volume and infrastructure developmental progress.

#### **(i) GIS Data Collection**

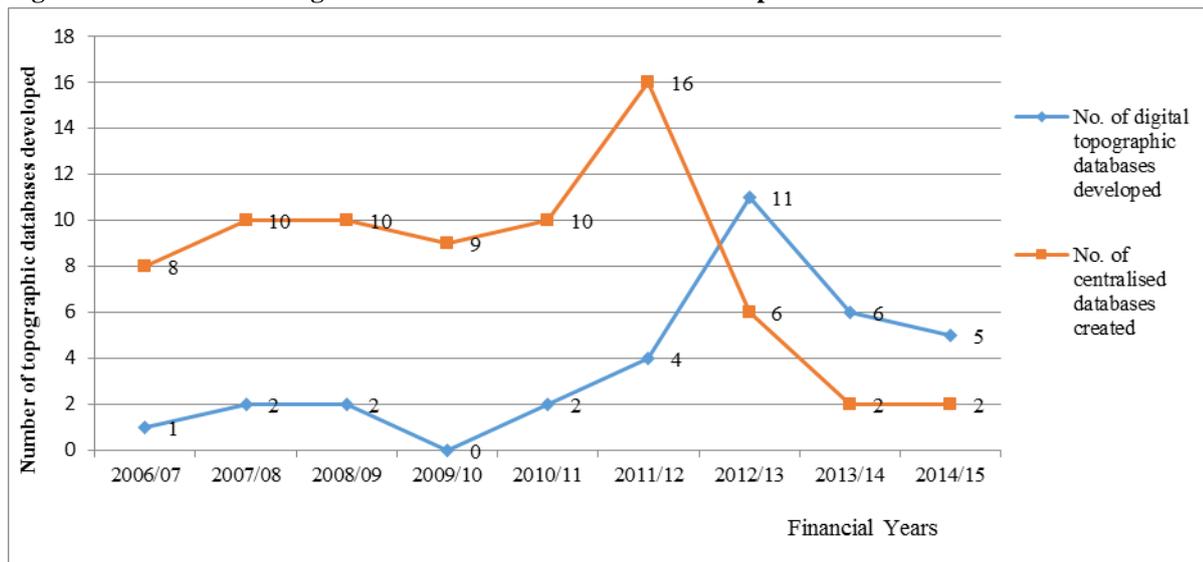
Under this digital mapping project, the department was to survey all the GIS data for all the districts in the country. However this activity was hampered by insufficient funds, and hence it has not been performed sufficiently hence only 36 districts were surveyed between the FY 2006/07 and the FY 2010/11.

#### **(ii) Development of Databases**

The project was also set to develop both topographic district digital and centralised databases. Figure 3.29 below shows the number of databases that have been developed since FY 2006/07. In totality, 73 centralised databases were created between the FY 2006/07 and FY 2014/15; and 33 digital topographic databases developed in the same period. These were developed as follows. The subsector started with developing eight (8) centralised databases in FY 2006/07. In the FY 2010/11, 10 centralised databases were created to be integrated into the national topographic database, and two (2) digital district topographic databases. In the following financial year, 2011/12, 16 centralised data bases were created for generation of maps to be integrated into national topographic database, the highest number of databases developed; and 4 district databases were updated to provide current information for social activities in the country.

In FY 2012/13, 6 centralised databases were created to be integrated into national topographic database. Also in the same period, 11 topographic district databases information was updated for Nakapiripirit, Amudat, Mayuge, Apac, Oyam, Kole, and Amuria among other districts for generation of maps. Also the database development for Mukono, Kayunga, and Sembabule districts was done. The creation of centralized database is on-going by the end of the FY 2012/13.

**Figure 3.29: Number of Digital and Centralised Databases Developed**



**Source:** MLHUD Annual Performance Reports (2010/11 – 2014/15)

Meanwhile in FY 2013/14, two (2) centralised databases were created and 6 topographic databases for the districts of Lwengo, Masaka and Kiruhura and others, for generation of maps. In FY 2014/15, only two databases were developed for Bushenyi district and Nsiika Town Council and five (5) topographic district digital databases developed for the Districts of Soroti, Serere and Buikwe. The actual fulfilment of this objective has however been hampered by the insufficient financial challenges.

**(iii) Creation and Dissemination of Thematic Maps**

The project also intended to create and disseminate district thematic maps for all districts to plan for social and economic activities. Since the FY 2007/08, 220 thematic maps have been created and disseminated to different districts. In the FY 2007/08, 4 thematic maps were created and in 2011/12, 126 maps were disseminated to the districts to avail topographic data. In the FY 2012/13, 72 district thematic maps were created and 8 districts availed with topographic maps. Out of these, the department printed and disseminated 47 thematic maps for three districts of Mukono, Kayunga and Sembabule and also sensitised district staff on how to use them. These maps were disseminated because districts lacked trained personnel to handle digital data. In the FY 2013/14, the department created and produced 52 thematic maps for Administrative units, Education, Health, Population, Tourism, Agriculture and Industry, Recreation, Religious and Transportation for Kiruhura, Masaka and Lwengo each with a set of 9 maps; and in 2014/15, 45 thematic maps produced and disseminated to Soroti, Serere and Buikwe districts.

**(iv) Sensitising District Officials in the Use of Thematic Maps**

The project has been sensitising district officials on how to use thematic maps. They were sensitised due to lack of trained personnel to handle digital data at the district, such that they are more familiar with the use of maps for planning. In 2011/12, 112 districts officials were trained; and in the following financial year, 144 were trained, making a total of 256 district officials trained. There is

need for more rigorous training to ensure that all district planning personnel well versed with using the use of thematic maps.

**(v) Staff training in data generation and utilisation**

The project also trained staff in generating, managing and utilising geo-information. In all, 20 project staff were trained including 3 officers from the department of survey and mapping, who were trained in centralised database. Due to inadequacy of funds, not all the targeted number of staff could be trained.

### **3.3.6 The Performance of the Land Tenure Reform Project**

The project aimed at reforming the land sub-sector by implementing the Land Sector Strategic Plan (LSSP), which provides the operational, institutional and financial framework for the implementation of sector wide reforms including the implementation of the Land Act. The specific objectives are:-

- (i) Creating an inclusive and pro poor policy and legal framework for the land sector;
- (ii) Putting land resources to sustainable productive use;
- (iii) Increasing availability and use of land information;
- (iv) Improvement of livelihoods of poor people through equitable distribution of land access and ownership, and greater tenure security for vulnerable groups;
- (v) Establishing and maintaining transparent, accessible institutions and systems for decentralized delivery of land services;
- (vi) Mobilizing and utilizing public and private resources effectively for the development of the land sub-sector.

The project has realised several achievements and accomplishments under each of the specific objectives. These are highlighted below;

#### **(i) Creating an inclusive and pro poor policy and legal framework for the land sector**

In order to create an inclusive and pro-poor policy and legal framework in the lands sector, the projects had two main key outputs, namely; (a) Developing and disseminating the National Land Policy; and, (b) Reviewing and Revising Land related laws, regulation and guidelines.

##### **(a) Developing and Disseminating the National Land Policy**

The project facilitated the developing and disseminating the National Land Policy, 2013. The processes of developing the National Land Policy (NLP) started with conducting national consultations in 2007/2008, in which 3 regional consultative workshops were held in Fort Portal (Mid-West), Masaka (Buganda I), and Mukono (Buganda II). By 2009/10, 85% of the NLP was completed and the 5<sup>th</sup> draft of NLP was in place. In the same period, the NLP stakeholders' conference was held to discuss the draft and incorporate inputs from the stakeholders. In the FY 2013/14, it was finally completed and launched. The project also supported the dissemination of both the National Land Policy and National Land Use Policy. The dissemination process began with 450 copies disseminated to Members of Parliament and key stakeholders. The National Land Policy and National Land Use Policy materials were distributed to Kiruhura, Ntungamo, Rubirizi, Bushenyi, Buhweju and Mitooma districts.

##### **(b) Reviewing and Revising Land Related Laws, Regulations and Guidelines**

The project facilitated the review and revision of several land related laws and regulations. In the FY 2006/07, the project supported the process of reviewing the Mortgage and physical planning bill which were later submitted to cabinet. In FY 2010/11, the project facilitated the development and gazettelement of 4 regulations for mortgages and physical planning. In the FY 2011/12, 4 Mortgage and Physical land bills were approved by cabinet and submitted to Parliament. With the help from the project, the subsector prepared the proposed principles for the Survey and Mapping Bill, RTA (Amendment) Bill, Surveyors Registration (Amendment) Bill, Land Information and Infrastructure Bill, and Land Acquisition (Amendment) Bill in FY 2012/2013. In the same financial year, the Land

regulations 2004 were also reviewed and the Mortgage Act and regulations disseminated in Lira, Dokolo and Alebtong Districts.

### **(c) Dissemination of the Land Sector Strategic Plan II (LSSP II)**

The Final draft of the Land Sector Strategic Plan II (LSSP II) was in place by 2012/2013 and the project facilitated its dissemination which commenced in 2013/14 and continued throughout the following financial year.

#### **(ii) Putting land resources to sustainable productive use**

In order to support the proper utilisation of land resources to sustainable productive use, the project assisted in the development of the National Land Use Action Plan (NLUP). The plan was developed between 2006/07 and 2007/08. In the FY 2009/10, the dissemination process began and was distributed to 86 Local Governments including Kampala, Mbale, Wakiso, Gulu, Mubende, and Mityana; and to all Members Parliaments, and Town Councils.

#### **(iii) Increase the availability, accessibility, affordability, and use of land information for planning and implementing development programs**

This strategic objective has four key outputs; (a) facilitating the rehabilitation of the Land Registry, (b) development and Implementation of the LIS, (c) facilitate the rehabilitation of the National Geodetic Network rehabilitation, and (d) Systematic demarcation of land.

#### **(a) Rehabilitation of the Land Registry**

The project facilitated the rehabilitation of the land registry offices in the country. This included the provision of office furniture, computers and all computer accessories, rehabilitation and computerisation of 3 districts; 30 handheld GPS receivers among others.

#### **(b) Land Information and Management**

The project facilitated the preparation of the preliminary and final Land Information Systems (LIS) designs. The process involved LIS working group to provide guidance and technical support to the LIS development process. By 2009/10, 9% of the final LIS design was completed and by the end of 2010/11, 25% was completed. In 2011/12, the LIS development was adopted and operationalised in all the 9 LIS sites in the following financial year. In the same financial year, three (3) technical procedures were developed; Quality Control and Quality Assurance was done in Kampala Headquarters and Mukono production lines.

In 2013/14, transactions started to be carried under the LIS at MLHUD headquarters, at the MZOs in Mukono, Jinja, Wakiso, Mbarara, Masaka and KCCA. This increased registration of land transactions and in the FY 2014/15, 26,889 land transactions were registered at MLHUD headquarters, Mukono, Jinja, Wakiso, Mbarara, Masaka and KCCA. The project also facilitated routine capacity building on LIS and the production and dissemination of the technical and operation reports. The LIS has enabled the reduction of timeliness in accessing of information and improved service delivery.

#### **(c) Facilitation of the Rehabilitation of the National Geodetic Network**

The project also facilitated the rehabilitation of macro Geodetic Network that was completed in 2012/13. The Geodetic network provides the framework for all survey and Geo-information work.

#### (d) Implementing the Systematic Demarcation Programme

The project was also involved in systematic demarcation through, (a) piloting, (b) adjudicating, demarcating and surveying plots, (c) training members of the adjudication teams, (d) and, training surveyors & cartographers. Table 3.2 shows the project performance in these activities. Under demarcation, in the first three financial years, 1,000 plots were systematically adjudicated per financial year. In FY 2009/10, the plots increased to 5,500 and among these were the 1,350 and 500 plots adjudicated in Mbale and Kibaale respectively. In FY 2010/11, 6,500 plots were systematically adjudicated, demarcated and surveyed, which part of them were the 3,500 and 2,000 plots in Mbale and Kibaale respectively. In the same financial year 10 adjudication teams' members were trained (5 Mbale, 5 Kibaale), and 7 surveyors and cartographers trained in equipment handling, (5 Mbale, 2 Kibaale). However, the number of plots demarcated reduced to 800 in 2011/12, but regained in the subsequent three financial years and reached its highest at 7,500 plots, every financial year. Between FY 2012/13 and FY 2014/15, the performance was outstanding because the sizes of parcels were so small that many more plots were adjudicated, demarcated and surveyed.

In FY 2013/14, the 7,500 plots that were demarcated, surveyed, and plotted included 2,700 parcels, out of which 195 land titles were processed for beneficiaries in Mbale district; 1,670 parcels out of which 70 land titles were processed for beneficiaries in Kibaale district; and, 2,444 parcels out of which 480 land titles were processed for beneficiaries in Ntungamo district. It also included 200 titles for Mbale and 140 titles for Ntungamo.

Under the same project, a systematic demarcation strategy was developed and 100 cadastral plans for Kibaale district were produced. A report on overlapping surveys, which highlighted urban areas as the most affected and verification reports on cadastral data which recommended harmonisation of national grid, was also produced.

**Table 3.2: Systematic demarcation activities undertaken**

Performance Indicators	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15
Number of pilot areas completed	1	1	1	2	2	2	2	2	2
Number of plots adjudicated, demarcated and surveyed	1,000	1,000	1,000	5,500	6,500	800	7,500	7,500	7,500
Number of members of Adjudication teams trained	50	200	200	210	220	100	270	270	270
Number of surveyors & cartographers trained in equipment handling	4	15	15	7	10	10	40	40	40

**Source:** MLHUD Annual Performance Reports (2006/07 – 2014/15)

Table 3.2 also shows the number of surveyors and cartographers trained in handling equipment, with the highest number being trained in last three financial years. The project also helped in training adjudication teams. The highest numbers were also trained in the last three financial years.

#### (iv) Improving the livelihoods of poor people

The project also aimed at improving the livelihoods of the poor people, through equitable distribution of land access and ownership, and greater tenure security for vulnerable groups. In order

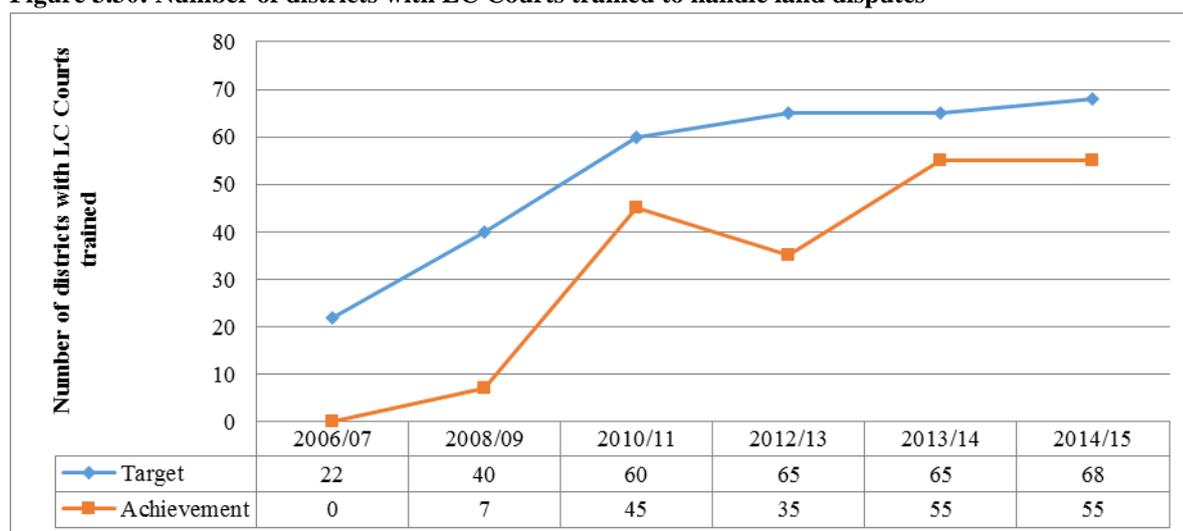
to achieve this, the project had a number of activities in which it registered several achievements. These are highlighted below;

**(a) Building the capacity of Local Council (LC) Courts to handle land-related matters**

A Number of districts with LC Courts have been trained to handle land disputes. The figure 3.30 shows the number of districts with LC courts that have been trained in this aspect. The project was however unable to train all the targeted number of LC council courts in all the financial years. This was because of the legal implications of LCs that were not yet elected due to legal complexities and financial inadequacies. In the FY 2006/07 and FY 2007/08, no LCs was trained simply because they had not been appointed then. In 2008/09, only 7 districts with LC courts were trained, this increased to 50 districts in FY 2009/10 before slightly reducing to 45 in the subsequent years. In the same financial year, 80 districts with LC courts were facilitated with guidelines.

In 2011/12, the number increased to 55, but still reduced to 35 in 2012/13, these included DLBs of Zombo, Gomba and Kalungu. This was particularly so because the LC courts were still not elected due to legal complications. The number thereafter has since increased and by 2014/15, 55 districts with LC courts were trained in handling land disputes.

**Figure 3.30: Number of districts with LC Courts trained to handle land disputes**



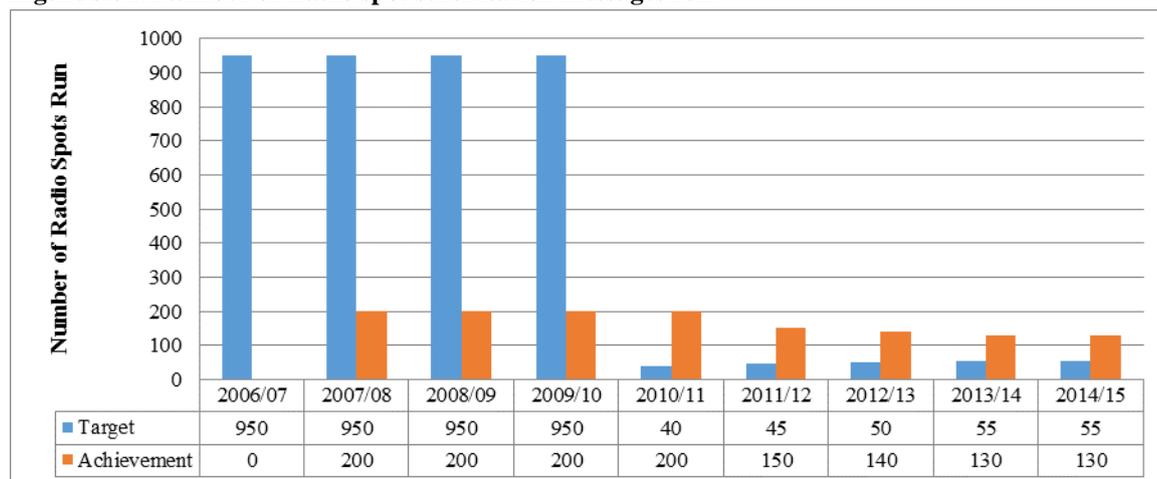
Source: MLHUD Annual Performance Reports (2006/07 – 2014/15)

**(b) Disseminating Public information on land rights**

Information on land rights has been disseminated to the public through the use of various channels such as the radio, news print, posters and printed booklets

**Radio spot sensitisation messages:** The land tenure reform project facilitated the running radio spot messages on radios stations countrywide on NLP. The number of radio spots and messages were however far below the targeted in the first four financial years. In 2006/07, no single radio spot or message was run. In the subsequent three financial years, 200 spots were played per year, against the targeted 950. This was because MoFPED reduced the budget for the activity and the resources re-allocated to resolving Migingo Island disputes between Uganda and Kenya. This prompted the subsector to reduce the targeted number of radio spots in the subsequent financial years. The figure 3.31 below shows the number of radio spot messages that have been run from 2006/07 – 2014/15.

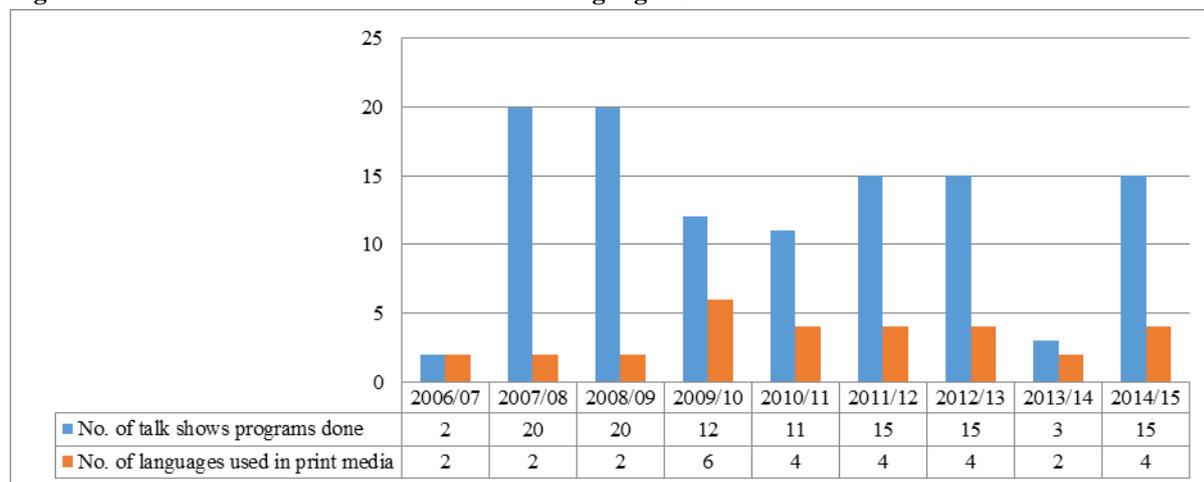
**Figure 3.31: Number of Radio spot sensitisation messages run**



**Source:** MLHUD Annual Performance Reports (2006/07 – 2014/15)

**Talk show programs done:** The project facilitated the organising of talk shows on various radio stations across the country on issues of land rights. In 2006/07, 2 talk shows were held and these increased to 20 in the subsequent two financial years. They however reduced to 12 in 2009/10 and to 11 in 2010/11. In the FYs 2011/12 and 2012/13, 15 talk shows were organised in each financial year. The project also facilitated 3 Radio talk shows on government land and on LIS in FY 2013/14, and 15 in 2014/15.

**Figure 3.32: Number of Radio Talk shows and Languages Used in Print Media**



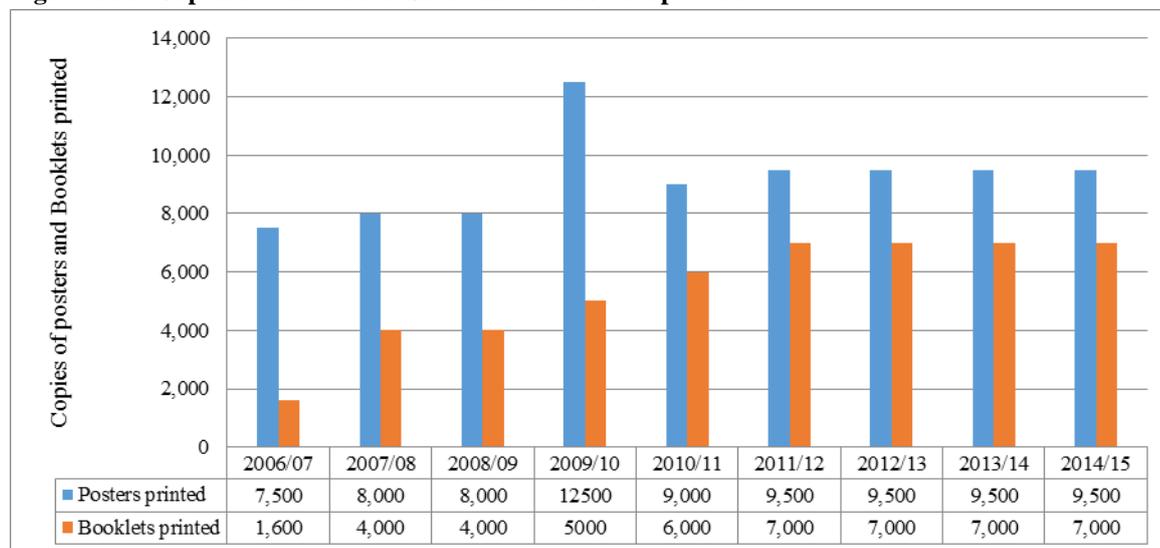
**Source:** MLHUD Annual Performance Reports (2006/07 – 2014/15)

**Print media:** The project facilitated the release of information to the public using various languages. Two languages were used in printing sensitisation booklets and printing information on land issues in the first 3 financial years. These increased to 6 languages in 2009/10 but reduced to 4 in the remaining financial years under review, except for 2013/14, when only 2 languages were used to carry out public awareness campaigns and education on Land Laws and Mortgage Act in Kabale and Bukedea districts (figure 3.32, above). The use of various languages helped to give a wider coverage to the information circulated around the country on land related matters.

**Copies of posters and Sensitisation booklets printed:** The project helped in printing posters on land related issues, and the highest copies of posters printed were in the FY 2009/10 with 12,500 posters

printed (figure 3.33 below). The project also published an average of 9,500 posters per financial year since 2010/11; and printed an average of 7,000 copies of sensitisation booklets in the same period.

**Figure 3.33: Copies of Posters and Sensitisation booklets printed**



Source: MLHUD Annual Performance Reports (2006/07 – 2014/15)

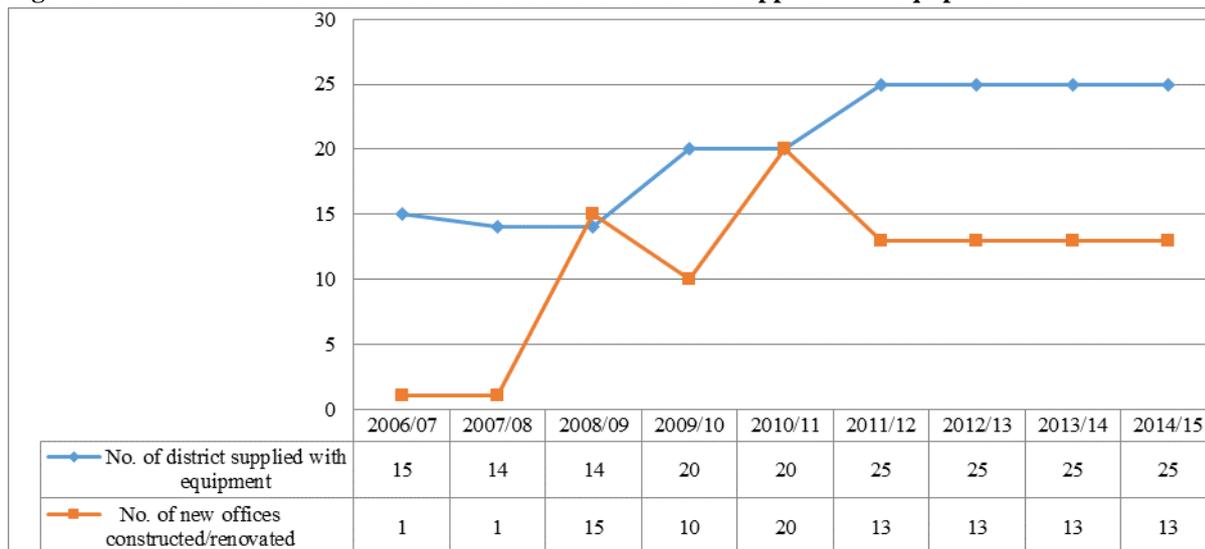
**(v) Establishing and maintaining transparent, accessible institutions and systems for decentralized delivery of land services**

In order to ensure transparent and efficient delivery of land services, the project facilitated a number of activities that included the facilitation of training of District Land Boards (DLBs), providing technical support to DLBs, facilitation of the Training of ALCs, facilitating the decentralisation of land administration services, providing specialised equipment for DLOs and undertaking staff training in support of Land Sector Reform.

**(a) Construction/renovation of land offices & supply of office equipments**

In order to support the decentralisation of land administration services, the project supported the construction/renovation of various land offices and the supply of specialised equipments. The figure 3.34 below shows the number of offices that have been either constructed or renovated and districts supplied with equipment since 2006/07. More districts have been supplied with equipments compared to the land offices that have been renovated or constructed.

**Figure 3.34: Number of land offices constructed/renovated and supplied with equipments**

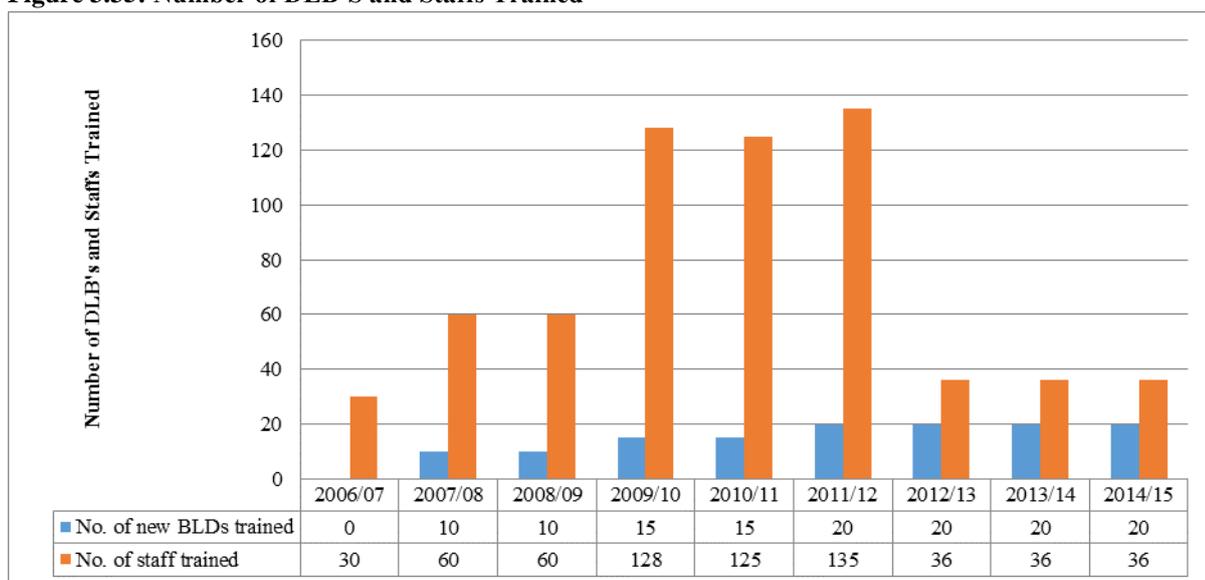


Source: MLHUD Ministerial Policy Statements & Annual Performance Reports (2007/08 – 2014/15)

**(b) Training of project staffs and DLB’s**

The project also facilitated staff and DLB trainings to equip them with the required skills. The highest numbers of staffs were trained between FY 2009/10 and FY 2011/12. In the FY 2010/11, one Officer graduated in Estates Management, 2 graduated in Land Valuation; 3 officers underwent post graduate training in physical planning; 6 officers attended short-term courses abroad, while majority have attended seminars and workshops within the country. In the period under review, at least 10 DLB’s were trained per year, except in the FY 2006/07, when no single DLB was trained. This was because most of the DLB’s had not been appointed. The DLB’s were trained to enable them carry out their duties. It required a lot of training since the last major training was done several years back. The Figure 3.35 below shows the number of staffs and DLB’s that have been trained under the Land tenure reform project.

**Figure 3.35: Number of DLB’S and Staffs Trained**

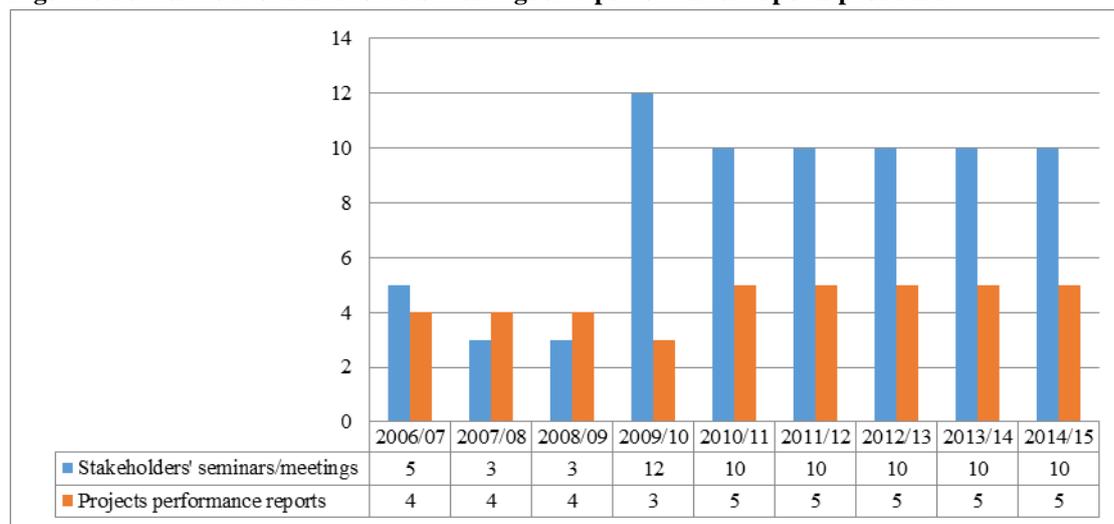


Source: MLHUD Annual Performance Reports (2006/07 – 2014/15)

**(vi) Mobilizing and utilizing public and private resources effectively for the development of the land sub-sector**

The land tenure reform project has been involved in mobilising and effectively utilising resources for land subsector programs. By the FY 2010/11, the project had mobilised over UGX 70bn from the PSCP II funding. This has been done by sharing project performance reports with stakeholders in meetings and seminars indicating the effective use of these resources. Since FY 2006/07, at least 4 performance reports have been shared with stakeholders in various meeting and seminars. The figure 3.36 above shows the number of meetings/seminars that have been organised every financial year and the number of performance monitoring reports that have been produced and shared with stakeholders every financial year.

**Figure 3.36: Number of stakeholders meetings and performance reports produced**



**Source:** MLHUD Annual Performance Reports (2006/07 – 2014/15)

### **3.3.7 Performance of the Land Sector Reform Coordination Unit**

The purpose of the Land Sector Reform Coordination Unit (LSRCU) is to coordinate land sector reforms including implementation of the Land Sector Strategic Plan (LSSP); and to plan, facilitate, provide technical backup support and monitor the process of implementing the reforms in the land sector for sustainable utilisation of land resources. The objectives of the unit are;

- a. To coordinate the land sector reforms for sustainable utilisation of land resources;
- b. To develop and facilitate implementation of the land sector strategic framework for efficient and effective delivery of land services;
- c. To facilitate the implementation of the new Land Amendment Act including increasing availability of associated public information on land rights.

The unit has registered several achievements in the following areas:

#### ***(1) Coordinate the land sector reforms for sustainable utilisation of land resources***

In FY 2009/10, the unit coordinated the passing of three (3) land related laws by parliament; the Mortgage Act, 2009, the land Amendment Act 2010, and the physical planning Act 2010. The unit also coordinated the developing of the National Land Policy, and in the same period, the 5<sup>th</sup> draft of the National Land Policy was also in place. In FY 2013/14, the unit coordinated the development of principles for land related laws including the Survey and Mapping Bill, Registration of Tittles (Amendment) Bill, Land and Infrastructure Information Bill, and the Land Acquisition (Amendment) Bill. This was done through stakeholder consultations meetings. These principles were finalised submitted to cabinet for approval in FY 2014/15.

In the FY 2013/14, the unit coordinated the developing of the Action Plan for the implementation of the NLP and the costing for the implementation of the NLP, which were finalised in the FY 2014/15. The unit also developed a kit for the second phase of the Land Information Systems; and undertook sensitisation and verification of owners land titles against the computerised LIS in central Buganda region.

#### ***(2) Develop and facilitate implementation of the Land Sector Strategic Plan (LSSP I)***

The development of the LSSP I aimed at providing the operational, institutional and financial framework of sector wide reforms, including the implementation of the Land Act, 1998. It provided for the rehabilitation of land records and the development of a modern Land Information System as a prerequisite for the growth of an effective land market in both rural and urban areas and for citizens to obtain access to the benefits of property ownership.

The plan has been implemented in phases with Phase One designed to concentrate on establishing the basic policy, institutional and technical frameworks within which developments were expected to take place, and a number of processes and techniques developed and piloted. Phase Two was to consolidate and expand upon the processes and techniques developed during Phase One. The LSSP was therefore structured to strengthen the policy and legal framework for land administration, to remove barriers to smooth delivery of land services, and to build the professional and technical capacity for sustained management of Uganda's land and natural resources, among other things.

In keeping with the implementation approach utilized, two phases for the LSSP implementation progress are clearly discernible: Phase 1, 2002-05, established the LSSP secretariat, initiated basic policy review and reforms, established the LSSP institutional and technical frameworks and tested a number of processes and techniques. Phase 2: 2006-2012, continued the reviews and made sustained

efforts to consolidate and expand the processes and techniques for which broad strategic directions have been identified.

### **LSSP activities**

The activities financed under the LSSP I are concerned mainly with land administration and land management and they include:

- Land policy development, land use policy development and legislative reform.
- Public information and sensitization on land rights.
- Improvement of access to justice in land cases.
- Operationalization of the Land Fund.
- Rehabilitation of land records and development of Uganda's land information system.
- Capacity building for decentralization of land services and strengthening of land administration institutions in order to support decentralization.
- Identification, assessment, inventory of government land including support for land and rental markets

The LSSP I provided a clear 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 initial government funding provided through PEAP and PMA, the case for public investment in the LSSP I was based upon its potential contribution to the four overarching goals of the PEAP, namely:

Goal 1: Rapid and sustainable economic growth and structural transformation.

Goal 2: Good governance and security.

Goal 3: Increased ability of the poor to raise their incomes.

Goal 4: Enhanced quality of life of the poor.

Fourteen priority action areas were identified for achieving the strategic objectives of the LSSP I. Although not all fourteen priority action areas were funded, the LSSP I achieved differential successes under each strategic objective.

### **Key achievements under LSSP I**

The results of the LSSP assessment suggest that, the land sector is of central importance to all the four public investment goals upon which the plan was based and would have made an even more significant contribution to economic growth, good governance and poverty eradication had funding been provided at the levels established by the LSSP Investment Plan.

The following are some of the notable achievements of the LSSP:

- *Physical Capacity for Delivering Land Services:* Major civil works to improve and modernize the environment for delivering land services were accomplished. District Land Offices were renovated in 12 districts. With additional funding provided by the Private Sector Competition (PSCP-II), eight modern purpose built and five up-graded land offices designed to accommodate LIS based delivery of land services, a National Land Information Center (NLIC), a Records Storage Center and one Academic Resources Center for the Institute for surveying and Land Management were also completed.

- *Policy Formulation:* Final Draft of the National Land Policy (NLP) was completed by the second quarter of FY 2009/2010 and approved by cabinet on February 7 2013. Also completed and available are several NLP thematic studies.
- The National Land Use Policy was approved by Cabinet in May, 2007 and was launched by the President in March, 2008. Issues Paper for the National Land Use Plan was completed and the Concept Note for the National Physical Development Plan converted into a roadmap and Terms of Reference for funding and action.
- *Review of Laws:* The activities of the Law Review Working Group, which was set up to support the review and revision of all land related laws, are coordinated under the Land Reform Tenure Project (LTRP) and resulted in the approval of the following laws and regulations: The Mortgage Act, 2009; The Physical Planning Act, 2010; The Land Amendment Act, 2010; the Physical Planning Regulations, 2011; and the Mortgage Regulations, 2012.
- *Land Information System (LIS) Development* is on track to complete installation and operation of GIS based land delivery services in six pilot districts by February 2013. The existing 500,000 land records have been rehabilitated and digitized to facilitate electronic storage and retrieval. The newly developed LIS platform has enabled the entire land registration business process to be re-engineered to improve security, enhance transparency, accessibility and efficiency of the land registration system. It has replaced the existing manual registration system with a fully computerized system in the six most active land offices serving Kampala, Wakiso, Mukono, Jinja, Mbale and Mbarara.
- Under the *Land Fund Operations*, 59,228.78 hectares of land was purchased from registered land owners from 2003 to 2012. However, none of this land was redistributed to meet any of the Land Fund objectives in accordance with Article 239 of the Constitution. These include land acquisition for resettlement of the displaced, the purchase and redistribution of land (*from absentee landlords*) for lawful and *bonafide* land occupants, facilitating land readjustment in mailo areas to enhance productivity, and piloting loans on a small scale to identify sustainable approaches. Failure to operationalize the Land Fund has been attributed primarily to the absence of a guiding policy, law and regulations for managing land belonging to government. A draft Government Land Policy has been developed with the expectation that, its approval will lead to the enactment of a Government Land Management Act, Regulations and Guidelines to facilitate the operations of Uganda Land Commission.
- *Systematic demarcation:* The exercise of systematic demarcation of the land parcels began on 2<sup>nd</sup> August 2006. The process involves identifying, ascertaining, establishing and recording existing land rights in a given administrative area. An initial baseline study was conducted in 2004 and methodology, guidelines for field operations developed, tested and lessons learned analyzed in 2010. The SD technique resulted in the demarcation and survey of 1,079 customary land parcels in Iganga, 1350 in Mbale, 1,000 in Kibaale and 2,500 in Ntungamo Districts respectively.

### ***(3) Development & facilitation of the implementation of the Land Sector Strategic Plan (LSSP II)***

The second Land Sector Strategic Plan (LSSP II – 2013 – 2023.) provides a broad framework for implementing the mandate of MLHUD, guided by the principles that find origin in the National Land Policy and the provisions of the Land Act Cap 227 as amended subsequently. The plan is intended to

provide the operational framework for advancing land sector reforms necessary to frame and safeguard Uganda's land tenure system and rights for land users; streamline and modernize land delivery; encourage optimal use of land and natural resources; and facilitate broad-based socioeconomic advancement without overburdening and threatening the national ecological balance. The LSSP-II aims to enhance land sector service delivery effectiveness and assure public confidence in a system of land tenure and land administration institutions that respect the land rights of citizens. The plan identified six objectives and key intervention strategies which will help achieve the mission of the sector and full realization of the sector's contribution to national development. The objectives of the plan are;

- (i) To create inclusive policy frameworks for land administration and land management;
- (ii) To ensure efficient management, utilization, and protection of land and land based resources for transforming Uganda's economy;
- (iii) To improve equity in access to land, livelihood opportunities and tenure security of vulnerable groups;
- (iv) To increase availability, accessibility and affordability of land information for planning and development;
- (v) To ensure transparent land rights administration, accountable and easily accessible institutions and strengthen systems and capacity for delivery of land services;
- (vi) To promote a business approach to the delivery of land services through Multi-sectoral participation.

Like its predecessor, LSSP II will also be implemented in two phases. Phase One (2013 to 2018), will prioritize rolling out the LIS to complete the nationwide network of cadastral service centers. However, with the approval of the NLP, the thrust of LSSP-II shifts to development of the legal, regulatory and institutional frameworks within which future sector development will take place. Particular attention will be devoted to sub-national implementation levels of land policy and physical development planning and in strengthening the capacity of land administration institutions.

Phase Two (2019 -2023) will commence after mid-term review of the LSSP-II, to allow lessons learned to be incorporated into Phase Two priorities and planning. Activities during Phase Two will consolidate and expand upon the processes and techniques designed during Phase One to achieve the implementation targets and the desired LSSP-II outcomes by the end of the LSSP-II life cycle.

#### ***(4) Facilitate the Implementation of the New Land Amendment Act***

In FY 2013/14, the unit carried public sensitisation on land related matters including cabinet and Mukono district. Also, the Land (Amendment) Act 2010 was implemented and disseminated in 8 districts of Jinja, Mbale, Kabale, Bududa, Manafwa, Kapchorwa, Sironko, and Arua. The unit also distributed and disseminated land eviction sensitisation materials in English and 5 local languages at the Investors Domestic Expo and Buganda Land Board Real Estate Exhibition.

In FY 2014/15, sensitisation in the land related matters was done in seven (7) districts of Kumi, Kapchorwa, Bukedea, Kaberamaido, Amuru, Lira, and Kasese. The Land (Amendment) Act 2010 was also disseminated to 4 districts of Kasese, Arua, Amuru, and Gulu.

### 3.3.8 Major Performance Challenges in the Lands Subsector

An assessment of the lands subsector indicates that there several challenges impeding the achievement of the sector targets. The internal analysis of the sector has revealed a cluster of challenges that need to be addressed. These include but are not limited to:

(i) *Problems caused by archaic policies, laws and regulations, gender imbalance, and poor enforcement of existing laws:*

Though the policy and legal framework for land administration was established in LSSP I, there are a number of land related laws, regulations and guidelines that still pending. These include Registration of Tittles Act, Land Information Systems Act, Survey Act, Surveyors Registration Act, and Land Acquisition Act and their standing regulations and implementation guidelines. These need to be finalised as soon as possible to smoothen the regulatory environment of the sector.

(ii) *Inadequate mapping capacity:*

Mapping capability to support national development has not been upgraded since the 1960s. The National Geodetic network (survey beacons/pillars) damaged during 1970's & 80's has not been restored. The National Atlas has never been updated since the 1960s, yet so many developments have taken place, which need to be captured in the National Atlas. The updating of other mapping related documents is either not done or done in piece meal due to lack of adequate funds. District Land Boards lack up to date survey equipment, technical capacity, and records which makes them dependent on the central government for most of the decentralized land services.

(iii) *Inadequate Skilled Professional Staff:*

Modern land administration and land management requires highly skilled professional staffs that are in high demand in the private sector. Consequently, poor remuneration of land officers, poor working environment and low budget support poses a serious threat to staff retention especially in the face of increasing technological demands in the surveying (geomatics), land administration and land management professions. Problems of limited capacity for policy analysis and planning, corruption and inefficiency in land services delivery, poor capacity for enforcement of land use, physical planning and housing regulations, paucity of skilled survey and land management manpower and proliferation of informal settlements, all hinder the smooth delivery of land related services.

(iv) *Inadequate Land Dispute Resolution Mechanisms:*

Conflicts and disputes over land and land based resources are on the increase due to population pressure on land. This has sometimes led to violent land evictions, loss of property and lives. The land tribunals which were created by the 1995 constitution and the Land Act cap 227 were abolished by the judiciary in 2006 due to lack of financial resources. Land cases have continued to pile in the courts as the manpower in the courts cannot handle all the cases brought before them.

Other land dispute resolution for example institutions have also not been effective, leading to duplication of mandates and sometimes the complainants find themselves with no option but to move to all institutions hoping that their complaints will be handled, only to be referred to the courts of law, which at times take long to dispose off the land cases. The frequency of violent land disputes and evictions is increasing. A clear strategy is needed to address the root causes of conflicts and disputes beyond the use of land courts.

(v) *Inadequate funds for land administration system:*

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

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

(vi) *Inadequate decentralization of land registration services:*

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

### 3.4 Performance of the Physical Planning and Urban Development Subsector

The Directorate of Physical Planning and Urban Development comprised of the office of Director, Physical Planning and Urban Development; the Department of Physical Planning; the Department of Urban Development and the Department of Land Use Regulations and Compliance. This Vote Function is responsible for budgeting, resource allocation and monitoring of the Physical Planning and Urban Development Subsector. It is also responsible for coordination of policy, legal and regulatory framework development in the subsector. The major aim of this vote function is to attain an orderly, progressive and sustainable urban and rural development as a framework for industrialization, provision of social and physical infrastructure, agricultural modernization and poverty eradication.

#### 3.4.1 Recent Developments in the Physical Planning and Urban Development Subsector

**Urban population Growth:** There has been a remarkable increase in the urban population in Uganda. It has increased from less than one million persons in 1980 to about 3 million in 2002, and to over 7 million in 2014, representing 44.7% in urban population growth rate. Between 2002 and 2014, the urban population further increased to 7.4 million, contributing 12% to the national population.

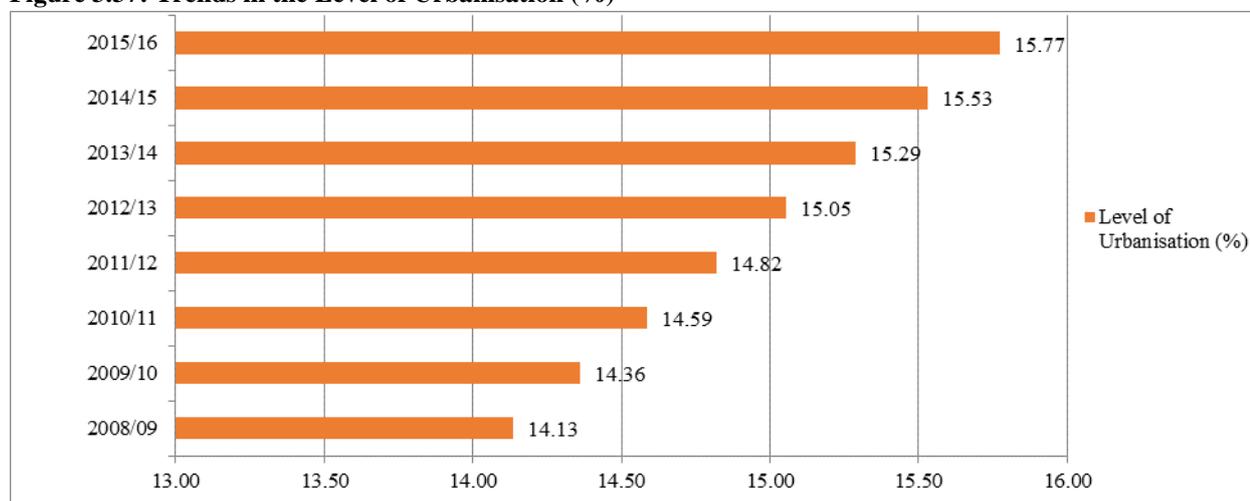
**Table 3.3: Proportion of Urban and Rural Populations in Uganda 1969 – 2014**

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

Source: Uganda National Population and Housing Census, 2014

**Urbanisation Level:** The subsector has witnessed steady progress the rate of urbanisation in the country, from 14.3% in the FY 2008/19 to 15.77% in the FY 2015/16 (figure 3.37). This is projected to reach 17.04% by the FY 2020/21. This calls for rigorous physical urban planning and subsequent effective delivery of services.

**Figure 3.37: Trends in the Level of Urbanisation (%)**



**Source:** Directorate of Housing, MLHUD

*Urban Development Centres:* The country's urban centres have increased to one (1) city, 22 municipalities and 174 town councils and 209 town boards.

**Table 3.4: Summary of the physical development planning status of Uganda**

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

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

\* Includes Kampala's five (5) divisions

### **3.4.2 Office of Director, Physical Planning and Urban Development**

The office of Director, Physical Planning and Urban Development is responsible for ensuring that there is orderly, progressive and sustainable urban and rural development in the country. The office is also responsible for budgeting, resource allocation and monitoring of the Physical Planning and Urban Development Sector. The office of the director was created during the FY 2007/08 without substantial budget provision until 2010/11. It's has since then been coordinating and preparing directorate plans and budgets.

The office also developed the IEC strategy for the National Land Use Policy (NLUP) and the Physical Planning Standard and guidelines. This activity involved organising meetings and workshops with stakeholders and partners. By the end of the FY 2012/13, the draft IEC Strategy was in place. The Urban Campaign materials (newsletters, posters) were still under development.

In FY 2012/13, the Directorate started monitoring, supervising and supporting the physical planning activities in the country with a trip to Mbarara. In FY 2014/15, the directorate conducted Monitoring and supervision of Local Government Physical Planning and Urban Development in central region, particularly in Masaka district and Greater Kampala Metropolitan Areas (GKMA).

In the area of research and development, Research areas of urban unemployment, urban crime, urban resource mobilization that affect slum dwellers in the 5 Municipalities were selected. Within the same financial year, the office managed to publish state of Land use compliance report, in the FY 2014/15.

In Capacity building, the two (2) officers underwent training in long term courses in the field of urban planning at MUK and UMI. The office also attended the International Obligation of Naples, Italy for the World Urban Forum.

### **3.4.3 Performance of the Physical Planning Department**

The Department of Physical Planning is responsible for policy making, standard setting, national planning, regulation, coordination, inspection, monitoring and back-up technical support relating to urban and regional planning. The strategic objectives of the department are;

- a) To have an orderly and controlled development
- b) To develop the policy and legal framework for urban, district and regional plans
- c) Undertake Physical planning activities in the country within the stipulated national guidelines and regulations
- d) Provision of technical support of land use management services.

Under each of the strategic objective, the department has had several activities from which it has realised the following achievements in the period under review;

#### ***1) Ensuring Orderly and Controlled Development of the Albertine Graben Zone***

One of the major achievements was to declare the Albertine Graben Zone as a planning area. The process began in the FY 2006/07 with a trip by officials from MLHUD and Ministry of Energy and Mineral Development (MEMD) to Norway to understand the best practices in declaring areas around oil resources, planning areas. The department was to produce a plan for Albert Oil Region & declare the area a planning area. However, this was hampered by lack of resources, and the activity never took off until the FY 2012/13, when the situation analysis report on the Albertan Graben was carried out.

#### ***2) Develop, Review and Implement the policy and legal framework for urban, district and regional plans***

The department is mandated to develop the policy and legal framework for the urban development. In the FY 2006/07, the department embarked on the activity of reviewing the Obsolete Town and Country Planning Act, which was submitted to the Ministry of Justice for legal advice. In the same financial year, the department finalised and submitted the National Land Use Policy (NLUP) to cabinet, which was approved. In the same year, the draft planning standards were produced, but the planning guidelines were pending, awaiting the enactment of the physical planning bill. However, due to insufficient funding, only two (2) out of the targeted four (4) workshops to discuss the draft planning guidelines standards were held. Thus the planning guidelines and standards were not accorded the required time and commitment from all the stakeholders.

In the FY 2012/13, the department disseminated the National Land Use Policy and the Physical Planning Act 2010 in the districts of Jinja, Iganga, Kamuli, Bugiri, Mayuge, Pallisa, and Namayingo in Eastern Uganda; Arua, Nebbi, Yumbe, Adjumani, Koboko, Maracha, and Moyo in the West Nile. The Physical Planning Act 2010 was also disseminated to 10 districts of Mbarara, Mitooma, Sheema, Rubirizi, Ibanda, Isingiro, Bushenyi, Kiruhura, Buhweju, and Lyantonde in Southern Uganda. The two frameworks were also disseminated to 10 districts in west Nile. In the FY 2013/14, they were also disseminated to Mbarara, Kabale, Rukungiri, Kisoro, Ntungamo, Bushenyi, Mitooma, Sheema, Ibanda and Kiruhura, Soroti, Katakwi, Kaberamaido, Bukedea, Kumi and Ngora, Tororo, Busia, Butaleja.

### ***3) Undertake Physical planning activities in the country within the stipulated national guidelines and regulations***

This is intended to have well guided planning operations in the country. The department ensures that urban councils comply with the set standards and policies; and on average, 60% of the urban councils are able to comply within the period under review.

The department is also mandated to ensure that the public is well informed on issues of physical planning and land development in Uganda. This is done through sensitisation meetings and workshops. However, due to limited funds, it only managed to hold one sensitisation workshop instead of the 10 that had been planned for 2006/07; and in 2008/09, the department held 12 town and country board meetings.

In FY 2012/13, the Physical Planning Board was approved but no single National Physical Planning Board meeting was held due to insufficient funds. In the 2014/15, only one (1) meeting of the National physical Planning Board was held.

In 2007/08, the department managed to secure funds to develop a structure plan for Kampala and Greater Kampala Metropolitan Area (GKMA); and the terms of reference to develop the structure of the plan finalised in 2008/09. However, in the FY 2010/11, KCCA took over the activity of developing the structure plans for Kampala and GKMA.

### ***4) Provision of technical support supervision and field inspection of land use management services***

It's the function of the department to provide technical support of land use management service. In FY 2006/07, the department made planning inspection trips to 76 urban councils to guide them in urban planning. The department also undertook 40 inspection tours all-over the country in both 2007/08 and 2008/09. In 2010/11, 12 inspection tours were made and this reduction was attributed to late release of funds. This also happened in 2011/12, were only two (2) inspection tours were held.

In FY 2012/13, 15 districts were monitored and the Physical Planning assessment was carried out in Yumbe, Arua, Koboko, Kayunga, Apac, Dokolo, Nakasongola, Mubende, Nebbi, Mityana, Buikwe, Lugazi, Mukono, Tororo, and Lira. In the same financial year, the Physical Planning Committees of Jinja, Iganga, Kamuli, Bugiri, Mayuge, Pallisa, Ibanda, Mbarara, Isingiro, Sheema, Lyantonde and Namayingo were trained on issues related to physical planning. The target was however not achieved due to insufficient funds.

In FY 2013/14, the Monitoring, Supervision and Physical Planning needs assessment was done for 14 Municipalities of Mukono, Hoima, Lira, Masaka, Arua, Kabale, Jinja Mbale, Tororo, Moroto, Iganga, Masindi, Gulu, Bushenyi, and Mbarara. In the same financial year, the Physical Planning Committees of the following districts trained: Lira, Gulu, Kitgum, Lamwo, Soroti, Katakwi, Kumi, Ngora, Bukedea, Kaberamaido, Amuru, Abim, Napak, Oyam, Dokolo Mbale, Sironko, Bududa, Bulambuli, and Manafwa.

In FY 2014/15, the training of Physical Planning Committees (PPCs) in district Local Governments /Urban Councils was conducted; and also a field exercise was undertaken by National Physical Planning Board (NPPB) to assess Karuma Hydro Power Project.

### **3.4.4 Performance of the Department of Urban Development**

The Department of Urban Development was established in FY 2006/07. It is responsible for; (a) Developing, Reviewing and Implementation of appropriate urban policies, regulations, guidelines and setting standards to enhance orderly urban development; (b) Approving, regulating and controlling the purpose, the way and standards of public and private sector land use; (c) Together with the local governments, enforce urban development decisions; (d) Carry out education and information programmes to create public awareness for organised urban land development; and, (e) Recommend to local governments the interventions and measures needed to stop unplanned activities on land. The Department of Urban Development has realised several achievements in the following areas:

#### ***2) Attainment of Sustainable, organised and planned urban development***

*Developing of the National Urban Policy (NUP):* In order to attain sustainable, organised and planned urban development, the department developed the National Urban Policy (NUP). The development of the NUP was however hampered by the lack of funds and was not done until the FY 2007/08, when the terms of reference were prepared. The activity still stalled, until the FY 2010/11, when UNDP supported the production of the Situation Analysis report and the actual development of the NUP in the FY 2011/12. The policy was finalised and approved in the FY 2015/16.

*Development of the Urban Solid Waste Management Strategy:* In the FY 2012/13, the department started on the process of developing the Urban Solid Waste Management Strategy to arrest the deteriorating public health and the environment as a result of poorly managed urban solid waste. The department organised Consultative workshops on Urban Solid Waste Management held in Mbarara, Mbale and Tororo. The Draft Issues Paper on the Solid waste management was also developed. By the end of FY 2014/15, the strategy was still at second draft stage. Its accompanying IEC strategy was also at the draft stage.

*Establishment of Municipality Development Forums (MDFs):* In FY 2012/13, the department established Urban Development Forums in 9 municipalities of Moroto, Masaka, Gulu, Lira, Fortportal, Hoima, Tororo, Soroti and Entebbe. The department also conducted field inspection and prepared a field inspection report to establish the functionality of the MDFs for Mbale, Mbarara, Kabale, Jinja, and Arua. The report indicated that the Municipalities need funds to enable smooth running of the MDFs (administrative costs). In the FY 2014/15, the department continued supporting the MDFs for 14 Municipalities.

#### ***3) Enhance Public awareness on urban and land development***

It's the responsibility of the urban subsector to sensitise and enhance public awareness on urban and land development related issues. As part of this mandate, in the FY 2011/12, the department disseminated 1,500 copies of National Solid Waste Management (SWM) guidelines; held two panel forums on NTV; and, also started TV and radio programmes on urban campaign.

#### ***4) Support supervision and technical backstopping***

*Urban Sector Profile:* In the FY 2007/08, the department embarked on the process of drafting the Urban Sector profiling report in the FY 2007/08. The progress of this activity was however hampered by the delayed and inadequate funding. In the FY 2009/10, with funding support from UNDP, the department prepared the Urban Sector profiling report indicating the state of the urban

subsector. In the FY 2012/13, the department drafted the urban indicators database to help monitor the urban subsector. In the same financial year, the World Urban Forum Report State of the Urban Sector Report 2012 was produced.

*Support supervision, monitoring and technical backstopping of the local governments:* In the FY 2007/08, the department made two (2) out of the four (4) visits to local governments; it also made other two (2) visits in the following financial year to conduct this activity. This activity has been continuously hampered by the inadequate funding. The subsector made three (3) monitoring visits in FY 2010/11. In the FY 2011/12, the urban subsector undertook monitoring trips and produced urban sector performance reports for Lira, Alebtong, Kole, Otuke, Jinja, Buikwe, Namutumba, Iganga, Gulu, Kitgum, Pader, Bundibugyo, Ntungamo, Kasese and Fort portal.

In the FY 2011/12, the department embarked on the activity of developing the Strategic Urban Infrastructure Plan. It thus undertook the exercise to prepare an inventory on Strategic urban infrastructure investment plan in 14 municipalities. This was intended to support the development of the Municipal Infrastructures project – the Uganda Support to Municipal Infrastructure Development (USMID).

*Monitoring the Operationalisation of the Community Upgrading Fund (CUF):* In the FY 2012/13, the department conducted three (3) training and orientation workshops of the 14 MDFs on Community Upgrading Fund and other issues. Also CUF Projects were implemented in each of the 5 Municipalities – 5/6 in each of the MCs. In the FY 2014/15, the department reviewed and disseminated the Operational manuals for CUF. These operational manuals were circulated to all relevant members and monitored the performance of Community Upgrading Projects.

*Capacity Building:* In the FY 2011/12, the department trained two staff in Integrated Urban Planning in and Land Management in Sweden and China respectively. It also trained two (2) staffs in Street Mapping. In the FY 2014/15, 2 staffs were also trained in the management of urban development.

### **3.4.5 Performance of the Department of Land Use Regulation and Compliance**

The Department of Land Use Regulation and Compliance was established in F/Y 2007/08. Its mandate is to ensure that the land use regulatory framework is complied with countrywide. Some of the department's activities include;

- i) Introduction and Issuance of comprehensive documents guiding, assisting, and when necessary compelling Local Governments to comply with the land use regulatory framework and also enforce compliance by all developers.
- ii) Regularly reviewing the land use regulatory framework to keep abreast with new realities.
- iii) Conducting and facilitating sensitization seminars (education & outreach programmes) to educate all levels of Local Governments, Organizations and citizens on the land use regulatory framework.
- iv) Providing compliance assistance to Local Governments through provision of technical support and supporting training on matters regarding regulation of rural and urban land use and its compliance to the regional land use regulatory framework.
- v) Responding to reports and/or complaints of possible land use violation from Local Governments, other organizations and citizens.
- vi) Regularly inspecting Local Governments to assess compliance to the land use regulatory framework.
- vii) Maintaining & periodically publishing data on compliance to the land use regulatory framework in different Local Governments countrywide.

Since its establishment the department has registered substantial achievements since its establishment, amidst the various challenges it has faced. It should be noted that since establishment in FY 2007/08, the department continued to operate up to the FY 2009/10 without a substantial budget, hence in this period, the department registered no substantial achievements. The department is operating under the following strategic objectives;

- a) Increased compliance to use the Land Use regulatory framework;
- b) Ensure coordinated and planned environment in urban and rural growth centres that is sustainable;
- c) Increase awareness of the LU regulatory framework; and,
- d) Improve performance of the ministry and Local Government staff involved in LU regulation and compliance activities.

#### ***(i) Increased compliance to use the Land Use regulatory framework***

*Printing and dissemination of land use compliance regulatory framework:* In order to increase compliance to land use regulatory framework, the department held consultative workshops and dissemination of compliance brochures, noncompliance indicators and manuals. In the FY 2009/10, the department held only two (2) workshops. Because of the inadequate finances, the department couldn't print the manuals/brochures and compliance/noncompliance indicators, they were however made ready for printing, when funds allow. In the FY 2011/12, funds were released for only two workshops; the department was also able to print the compliance/non-compliance indicators and the manual brochures.

In the FY 2012/13, the department printed 600 copies of the National Physical Planning Standards. These copies were disseminated in the workshop held in Mbarara, and 15 districts in Northern

Uganda. In the same financial year, 500 copies of Land use regulation tools were also reprinted; the Physical Planning Standards and plans were disseminated to 5 Municipalities namely; Mukono, Entebbe, Jinja, Mbarara and Gulu Municipalities; and 10 Town Councils, namely; Kira, Wakiso, Buvuma, Nakasongola, Mubende, Luwero, Nwoya, Amuru, Oyam and Kakiri Town Council.

In the FY 2014/15, the department also printed and distributed 250 copies of the State of land use compliance report to all the stakeholders; and 500 copies of Land Use regulation tools.

***(ii) Ensure coordinated and planned environment in urban and rural growth centres that is sustainable***

The department is mandated to ensure planned environment in urban and rural growth centres that are sustainable. In order to achieve this, the department conducts a number of activities that includes field visits, supervision and monitoring. In the FY 2009/10, the department visited 32 urban councils, 30 urban councils in the FY 2010/11, and 30 urban councils in the FY 2011/12. However, in all these financial years, the department was unable to cover the planned targets, and this was primarily a result of the logistical resources, including the funds, manpower, and vehicles.

In the FY 2012/13, the Compliance inspection was carried out in 7 Town Council and 5 Municipalities namely; Mukono, Entebbe, Jinja, Mbarara and Gulu Municipalities. The Town councils are Kira, Wakiso, Buvuma, Nakasongola, Mubende, Luwero, Amuru, and Kakiri. In the same period 20 districts, 25 Town Councils and 8 municipalities were inspected for compliance to the Land use regulatory framework.

***(iii) Increase awareness of the Land Use regulatory framework***

It's the function of the department to create public awareness on the land use regulatory framework through sensitising the general public and selected stakeholders on land use regulations and compliance. This was planned to be done through TV and Radio programs, and Newspaper adverts. However, due to resource constraints, none of these activities was done in the period under review.

***(iv) Improve performance of the ministry and Local Government staff involved in Land Use regulation and compliance activities***

It's the role of the department to ensure that the ministry and local government staffs involved in land use regulation and compliance activities have the required capacities to execute their duties. This is done through capacity building and support supervision to enhance their capacity and consequently improve on their performance. In the FY 2009/10, the department trained 3 officers in GIS and one (1) officer was supported to attend an International Forum (WUF) in Naples, Italy. Due to resource constraints, no single officer was trained at the local government level. In the FY 2010/11, there was no activity conducted under this strategic objective because of lack of funding. In the FY 2011/12, only one officer was supported to attend the International Forum in Naples, Italy.

In the FY 2012/13, 4 staffs were trained in aspects of land use regulation and compliance. The department also conducted group training for 20 Local Government staff in aspects of land use regulation and compliance that was held in Gulu. The department also organised a Capacity building workshop for Local Government staff responsible. In the same financial year, 2 Land Use Regulation Compliance (LURC) staffs trained in GIS applications (Israel); and, 2 LURC staffs were undertaking a Master's Degree in Physical Planning and Urban Design (MUK).

### **3.4.6 Uganda Support to Municipal Infrastructure Development (USMID) Project**

This project supported by the World Bank is designed to enhance institutional performance of 14 Municipal Councils so as to improve urban service delivery. The 14 include the Municipalities of Arua, Gulu, Lira, Soroti, Moroto, Mbale, Tororo, Jinja, Entebbe, Masaka, Mbarara, Kabale, Fort Portal and Hoima. The project strategic objective is *to enhance the Functional Capacity for Municipal Physical, Development Planning and Budgeting*. The Project is expected to produce the following two set of results:

- (i) 14 municipal local governments with enhanced capacity in generating own source revenues, in urban planning, and in managing their financial, procurement, environmental and social systems; and,
- (ii) Expanded urban infrastructure investments.

The 5 year project which started in 2013 is slated to end in 2018. It has so far registered several achievements in the following areas;

#### ***1) Capacity Building and Training***

- The project supported the review of the capacity building plans of 14 Municipalities in which gaps were identified. Municipalities were advised to revise their capacity building plans and address the identified gaps. The gaps included failure to address challenges identified by the independent verification agency, the new assessment areas, the seven results areas, failure to follow the laid down format, among others.
- The project built the capacity of 7 target offices in procurement in procurement, engineering, environmental assessment, resettlement action planning, and engineering designs.
- MLHUD and the Uganda Institute of Professional Engineers (UIPE) agreed on a tailor-made training programme for Municipal Engineers. The Terms of Reference (TORs) for the development of training modules for key infrastructure staff were prepared. In the FY 2014/15, the integrated Planning Training Manual was developed and disseminated to 7 municipal councils (Entebbe, Jinja, Mbarara, Masaka, Kabale, Hoima, and Fortportal).
- Held sensitisation workshops in Lira and Mbarara Municipality on program implementation. The workshops were attended by about 240 participants.
- Start-up support meetings were conducted in Lira and Mbarara Municipalities and attended by over 240 participants from both the central and the local governments. The meetings were used to disseminate the Municipal Assessment Reports, and the salient features of the USMID operational Manual. In the meeting, actions for performance improvement were also agreed on.
- Review of municipal capacity building plans. A three day meeting to review the municipal LG's capacity building plans was conducted. The meeting was attended by all the key staff of the municipal LGs technical staff from MLHUD, MoLG and PST. During the meeting, the gaps and good practices in the implementation of the FY 2013/14 capacity building plans were discussed; and also the capacity building plans for the FY 2014/15 were reviewed. The meeting also brainstormed on the minimum standards for the software, hardware and equipment required for the municipal staff required to perform their urban development functions.

- Training courses undertaken by MHLUD staff. The project has supported the capacity building and training of MLHUD staff as follows; 48 MLHUD staff trained in Records Management, 1 staff from Human Resource Development trained in administrative law at LDC, 1 staff from Housing directorate trained in FIDIC contracting modules by UACE, while other staff were still undergoing training by the end of FY 2014/15, with a Post Graduate Diploma in Project Planning and Management at UMI, Monitoring and Evaluation at UMI, Urban Design Training at Makerere University, Records Management and Training in ICT.
- MLHUD Staff Participation in professional forums. The project facilitated ministry staff to participate in professional forums. The accounts staffs attended World Congress of Accountants in Rome, Italy and Public Sector training in Arusha, Tanzania. Human Resource Department staff attended an International Human Resource Management Conference; the Urban Development Commissioner attended the Start City expo world conference, and the UN conference on Housing in USA.

**2) Procurement, Transparency, accountability, communication, Budget execution, Environment and Social systems**

- *Support to Municipal Local Governments in Procurement of Contractors for Civil Works and Supervision Consultants:* The project held a meeting with the Town Clerks, Engineers, Procurement officers and Environmental Officers of the USMID Municipalities was conducted in November 2013, during which the engineering designs, environmental assessments and resettlement action plans were reviewed. The meeting also agreed on the procedures of civil works for the infrastructure projects and the procurement of the supervisor of works. The capacity of participants was built in the process of Joint Procurements, environmental assessments, resettlement action plans and the engineering designs. Also, three (3) meetings were convened with key stakeholders (Mayors, Municipal Town Clerks, Municipal Engineers, Environmental Officers, Procurement Officers, and Community Development Officers) and agreed on joint procedures for joint procurement of civil works contracts. Pre-bid meetings with prospective contractors of civil works and prospective consultants for supervision of works were also convened. The meetings were attended by Municipal Engineers. Bid closing records were signed simultaneously in all the 5 clusters of Gulu, Mbale, Entebbe, Mbarara and Moroto. Overall 33 bids for civil works and 26 for supervision were received. The proposal for joint procurement of civil works contractors and consultants in clusters was also endorsed.

In the FY 2014/15, 12 Municipal Councils of Arua, Lira, Gulu, Moroto, Tororo, Mbale, Soroti, Jinja, Entebbe, Masaka, Fort Portal and Hoima engaged civil contractors and supervision consultants. The Municipal Local governments of Kabale and Mbarara were yet to identify civil works contractors and were still being supported.

- In the FY 2013/14, the OPM gave the clearance to procure 17 vehicles of capacity not more than 3000cc for station wagons, 2800cc for pickups, and 2000cc for saloon cars. An advert for procurement was published and bids issued in April 2014. The contract to supply equipment and furniture for the Programme Support Team (PST) was also awarded. And the contract for the hiring of office space was also signed. Within the same time, the framework documents for the purchase of furniture and equipment for the MLHUD were developed.

- *Provision of Technical support to Municipal Staff in Financial Management:* TORs based on the KEBU reports and Annual Performance Appraisal report with a detailed budget was prepared. The field visits to 14 Municipalities to diagnose and agree on corrective measures for the underlying causes of deficiency in the municipal accounting systems were also undertaken. In the FY 2014/15, hands-on technical support to Municipal Staff in Financial Management was provided in the municipal LGs of Jinja, Fort Portal, Hoima, Entebbe, Mbale, Soroti and Tororo, Arua, Kabale, Gulu. The support provided was based on the KEBU report and annual Performance Appraisal Report.
- *Technical Support to Internal Audit Staff:* In the FY 2014/15, MLHUD Internal Audit Staff provided technical support to Municipal Internal Audit staff of 12 Municipal Councils of Arua, Gulu, Lira, Mbarara, Kabale, Moroto, Tororo, Mbale, Soroti, Mbarara, Entebbe and Masaka in the implementation of audit recommendations. In the same financial year, inspection and review of USMID internal audit activities in the municipal councils of Entebbe, Masaka, Kabale, Arua, Gulu, Lira, Moroto, and Mbarara.
- *Establishment of Complaints and Grievance Handling Systems:* In the FY 2014/15, the municipal LGs of Jinja, Hoima, and Mbarara were supported to develop the grievance handling strategies with a forward and backward information sharing. The guidelines for handling of complaints at the municipal LGs were also developed.
- *Communication and Publicity:* This was undertaken through the print media as a way of stepping up participation, transparency and accountability.
- *Support in the customisation of LG good governance and anti-corruption framework:* Technical support was provided to all the 14 municipal LGs in the customisation of the good governance and anti-corruption framework after it was identified as a gap during the mock assessments of minimum conditions and performance measures.
- *Elections of Municipal Development Forum (MDF) Executives:* In the FY 2014/15, the plans to support the elections of MDF executives were in advanced stages, under the support of the project, as the teams of most of them had expired.
- *Support to Municipal Staff in Environmental and Social Safeguards Management:* Staffs of the municipal LGs of Hoima, Mbarara, Masaka, Jinja and Mbale were mentored in environment and social management, implementation of resettlement action plans, land acquisition and complaints handling.
- *Land Acquisition and Compensation:* Municipal LGs were supported at the beginning of the program to develop Resettlement Action Plans (RAPs) that showed that Project Affected Persons (PAPs) identified by the municipal LGs had been resettled by the end of January 2015.
- The TORs for the engineering designs, environmental assessments and resettlement action plans for batch II sub projects in the 14 municipalities were developed and approved.
- *Review of Infrastructure Plans and Budgets:* Infrastructure Master Plans of municipal LGs covering the transport plans, drainage and neighbourhood plans were reviewed to ensure their coherence with the five year development plans.

### **3) Field Inspection and Technical Support**

- The first PTC meeting for the USMID was held in Entebbe municipality in December 2013. It attracted MLHUD staff, representatives from the World Bank, political and technical leaders

from Masaka, Entebbe, and Jinja municipalities. Prior to this meeting, prioritised infrastructure projects in these municipalities were inspected, data on their status collected, discussed and municipalities given guidance on the way forward. The meeting also approved the Independent Verification Agency (IVA) report, which included the assessment of the municipalities' for minimum conditions and performance measures and the allocation to each municipality for the FY 2013/14, which were based on the municipality performance.

- The second USMID PTC meeting was held in Gulu municipality which prioritised projects in Lira and Gulu to be inspected during the PTC meeting in April 2014.
- Reporting formats for key MC staff, members who are expected to provide hands-on support to the municipalities.
- Needs assessment for the development and installation of a GIS based urban development system was also conducted in the FY 2014/15. Also, the GIS benchmarking study in South Africa was conducted and six (6) officials from MLHUD participated in August, 2014.
- Infrastructure projects prioritised for the construction of municipalities in Soroti, Mbale, Tororo, Jinja, Masaka, and Entebbe were inspected to assess the readiness of the Municipalities to start implementation. A report on their status was prepared.
- In the FY 2014/15, the project embarked on the process of reviewing of the Ten-year Municipal Physical Development Plans, with providing technical support to Tororo and Lira Municipalities in the formulation of ToRs for preparation of urban development plans. Technical support was also provided to the Municipal Local Governments of Gulu, Fort Portal and Moroto to review their development plans. Also, the TORs for the integration of physical development plans and 5 development plans were developed.
- *Own source revenue, financial management systems:* In a bid to help local governments to own resource revenues, the USMID participating municipal councils were supported in the use of the local revenue data base developed by the LGFC. The draft guidelines for setting up reserve prices for outsourcing local revenue collection were developed. They will be pretested before they are finalised and pretested.
- The project also extended financial support to MoFPED for the Rollout of IFMS to 12 municipalities.
- *Renovation of the MLHUD Headquarters:* In the FY 2014/15, the Ministry requests were availed to consultants.
- *Development of the Physical Planning Registration Bill:* In the FY 2014/15, meetings were held with Uganda Institute of Physical Planners and with the Kenya Physical Planning Registration Board in Uganda. The TORs were developed and data collected from the local government to inform the Physical Planners Registration Bill.
- The preparation to commence the development of the National Resettlement Policy also commenced.
- *Mentoring of technical staff:* The project facilitated the mentoring of the technical staff in Municipal LGs of Moroto, Soroti, Mbale, Tororo, Jinja, Masaka, Entebbe, Gulu, Lira, Arua, where civil works were underway.
- *Monthly Site meetings:* Monthly site meetings were undertaken in all the municipal LGs where infrastructure projects were undertaken. The site meetings were attended by all the stakeholders and provided an opportunity to address the identified challenges.

- *Study tour to the Federal University of Technology Akure (FUTA) – Nigeria: Four (4) officials from MLHUD participated in the study tour in FUTA in March 2015.*

### **3.4.7 Support to National Physical Development Planning Project**

The project aims at ensuring orderly, coordinated, harmonious and progressive development of the Albertine Graben. This would be achieved through;

- a) The preparation of the National Physical Development Plan to support orderly and sustainable urbanisation, services and infrastructural development.
- b) Preparation of a physical development plan for the Albertine Graben Special Planning Area;
- c) Set up a web based functional land use information centre.

Since the inception of activities in the financial year 2013/14, the project has registered various achievements in the following areas;

#### **1) *Development of Physical Development Plans***

In the FY 2013/14, the consultant to prepare the Albertine Graben Physical Development Plan was procured. One (1) national consultative workshop to validate the situation analysis was held in Hoima district. The physical development plans for Butiaba TC, Buliisa TC, and Sebigolo TC within the Albertine Graben were prepared.

In FY 2014/15, the Albertine Graben Regional Physical Development Plan was developed. Three (3) physical development plans for three (3) selected urban growth centres for Sebigolo, Butiaba and Buliisa were also developed during this period. The project also procured a consultant to prepare the physical development plans for Nebbi, and Panyimur in the Albertine Graben region and an inception report was prepared.

#### **2) *Training and Capacity Building***

In FY 2013/14, two (2) staffs were trained in spatial planning. In the FY 2014/15, one (1) staff trained in Certificate in Office Computing/Graphic Digital Design (COC/GGD) specialising in GIS.

### 3.4.8 Major challenges affecting performance of the Physical Planning and Urban Development Subsector

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

*Demographic and urban challenges:* Uganda has a population of 34.6 million - 51% of which is under the age of 18 years - and an annual population growth rate of 3.03%<sup>1</sup> making it one of the fastest growing countries in the world. Like many other developing countries, Uganda is also in the relatively early stages of its demographic and urban transition, when urban growth rates are most rapid and the challenges deriving from these most acute. While the overall urbanization level which has been gradually increasing is estimated at 15.8% and is projected to reach 17.04%, by the year 2020/21, the overall service delivery in urban centres is not growing at a similar rate. There's a need to revamp the service delivery in urban centres to match the needs of the growing urban population.

*Inadequate Infrastructure and service provision:* There is an obvious mismatch between infrastructure and service provision on one hand, and population distribution on the other. Investments in urban infrastructure and services have not kept pace with the growing demographic and economic importance of urban centres, resulting in the growth of unplanned settlements, urban poverty, inadequate basic urban services, and deteriorating urban environment. For example, the backlog of bituminized roads in the 14 Municipalities which form the focus of the USMID Program is estimated at around 80%<sup>2</sup> and only 35% of garbage in urban authority areas overall is collected weekly on average.<sup>3</sup> It is also important to note that while urban local governments bear an increasing share of the service-delivery burden for both enterprises and households in Uganda, they are not funded accordingly.

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

*Weak Governance Capacity:* There is inadequate capacity to implement the physical development plans. Physical planning has not been given the due attention it deserves both at national and local government levels yet its tools (Structural and detailed plans) provide development control function to manage and regulate property development to ensure that all development takes place at an appropriate time and place and in such a manner that it conforms to a pre-determined set of policies or standards. Most LGs cannot meet the Physical planning costs yet numerous Rural Growth Centres (and town boards) are rapidly springing up and some declared as municipalities, town councils or town boards without any form of planning. Where such plans exist, they are neither enforced nor

---

<sup>1</sup> Uganda National Population and Housing Census, 2014, Provisional Results

<sup>2</sup> USMID PAD

<sup>3</sup> USMID PAD

implemented satisfactorily. In most cases, LGs have no funds earmarked for this important exercise yet physical development plans should precede any other form of development interventions. Most urban centres are characterized by serious urban sprawl, poverty, informality and environmental deterioration.

*High Urban Poverty Levels:* Due to the planning challenges that are experienced by the LGs and planning institutions, the urban centres are found to being ill-prepared to provide services to the ever increasing urban population. This has contributed to the urban poverty evidenced in the development of slums characterized by the poor housing conditions, high urban crime rates, homelessness, poor medical care, among others. Even though the poverty rates (headcount) seems to be low in urban centres compared to rural areas, the gini index of inequality shows that there is huge income disparities amongst the people in urban centres compared to rural folks, between 2005/2006 and 2009/2010 though this gap seemed to have slightly reduced in 2012/2013.

### 3.5 Housing and Estates Management Subsector

#### 3.5.1 Introduction

The Directorate of Housing is comprised of the Office of Director/Housing, the Department of Human Settlement and the Department of Housing Development and Estates Management. The Vote Function of Housing is responsible for formulating Housing and Estates Management policies, legislation, procedures, setting standards, monitoring, supervision and evaluation of implementation of housing policies and programs and also providing technical back up support to Local Governments in order to increase the stock of affordable and decent housing aimed at enhancing the quality of life and safety of population as well as to guaranteeing the security of tenure for all especially the vulnerable in society. It is also responsible for the facilitation of policy, legal and regulatory framework development in the sub sector.

The subsector's strategic objectives are:

- i) Provide overall guidance on the Housing sector;
- ii) Improve the quality of Housing in Uganda;
- iii) Increase Home Ownership;
- iv) Improve the security of housing tenure for all especially the vulnerable in society;
- v) Increase public awareness on human settlement development;
- vi) Build capacity among stakeholders for housing development and management, and;
- vii) Promote networking, local; and international.

#### 3.5.2 Recent Development in the Housing and Estates Management Subsector

The housing subsector has realised several developments and achievements and achievements in the period under review;

**Trends in Housing Stock:** The housing trends show a steady increase in housing stock in the country, both in rural and urban areas. The table 3.5 indicates the trends in housing stock for both the rural and urban centres. The housing stock has been increasing overtime, however this is slow as compared to the housing need in the country. There is a need to facilitate the development of programs that will ensure the establishment of housing schemes and reduction of the housing deficit.

**Table 3.5: Trends in Housing Stock ('000')**

	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15
<b>Kampala</b>	384	400	417	433	451	470	489	509
<b>Other Urban</b>	461	482	504	528	552	577	604	632
<b>Rural Areas</b>	4,824	4,944	5,068	5,195	5,325	5,458	5,594	5,734
<b>National</b>	5,669	5,827	5,989	6,156	6,328	6,505	6,687	6,875

**Source:** Directorate of Housing, MLHUD

**Housing Needs:** with the growing population and the level of urbanisation, the need for housing in the country has increasingly been growing overtime. Nationally, 6.3 million houses were need by 2007/08, and this has risen to 7.8 million houses needed in the whole country (Table 3.6). When compared to the housing stock, it creates a housing deficit of over 900,000 by the FY 2016/17.

**Table 3.6: Trends in Housing Needs ('000')**

	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16
<b>Kampala</b>	442	460	479	499	519	540	563	586	610
<b>Other Urban</b>	553	579	605	633	662	693	725	758	793
<b>Rural Areas</b>	5,306	5,439	5,575	5,714	5,857	6,003	6,153	6,307	6,465
<b>National</b>	6,301	6,478	6,659	6,846	7,038	7,237	7,441	7,651	7,867

**Source:** Directorate of Housing, MLHUD

**Housing Backlog:** Housing backlog too has been increasingly growing over the last ten years. In the FY 2007/08, the national housing backlog was 632,000 houses, which risen over the period on nine years to 799,000 houses by the FY 799,000. This is however not surprising compared to the housing stock and developments in the country. The rural areas have the highest housing backlog compared to the urban centres. Like other urban centres the housing backlog for Kampala has also been steadily increasing in the period under review. There is hence a need to put in place and implement strategies in the country that will help to reduce the backlog growing rate.

**Table 3.7: Trends in Housing Backlog ('000')**

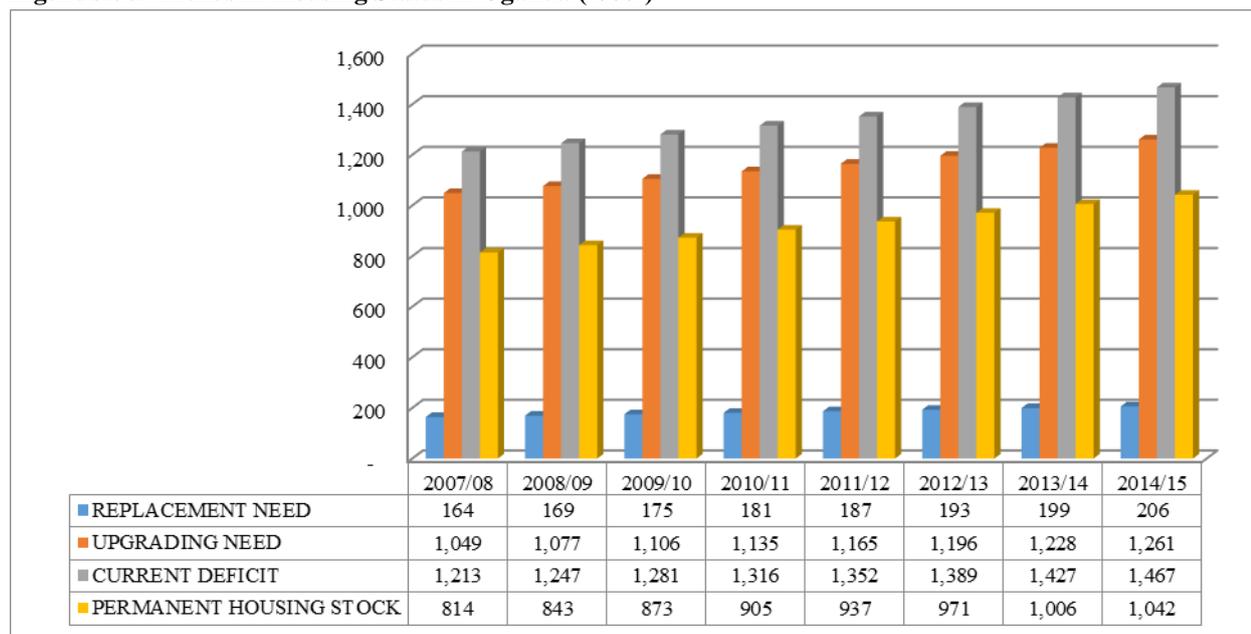
	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16
<b>Kampala</b>	58	60	62	65	68	70	73	76	80
<b>Other Urban</b>	92	96	101	106	106	115	121	126	132
<b>Rural Areas</b>	482	494	507	519	532	546	559	573	588
<b>National</b>	632	606	670	690	711	732	754	776	799

**Source:** Directorate of Housing, MLHUD

**Housing Status:** The status of housing in the country in the period under review requires laborious work to improve the housing conditions of Ugandans. Figure 3.38 below shows the trends in the Housing Status in the country, considering indicators such as the Replacement need, Upgrading Need, Current housing Deficit and the Permanent Housing Stock.

The number of houses that require replacement has been gradually increasing from 160,000 houses in the FY 2007/08 – 206,000 houses in the FY 2014/15. Houses that require upgrading also increased from the 1 million in FY 2007/08 – 1.2 million houses in the FY 2015/16, while the current housing deficit has also increased in the period under review. This has increased from 1.2 million in the FY 2007/18 to 1.4 million houses in the FY 2015/16. The permanent stock of houses has also increased from 814,000 to 1 million houses in the country for the period under review. These are however still low compared to the housing deficit of 1.4 million houses. More efforts are required to significantly reduce the deficit and improve the housing conditions of Ugandans.

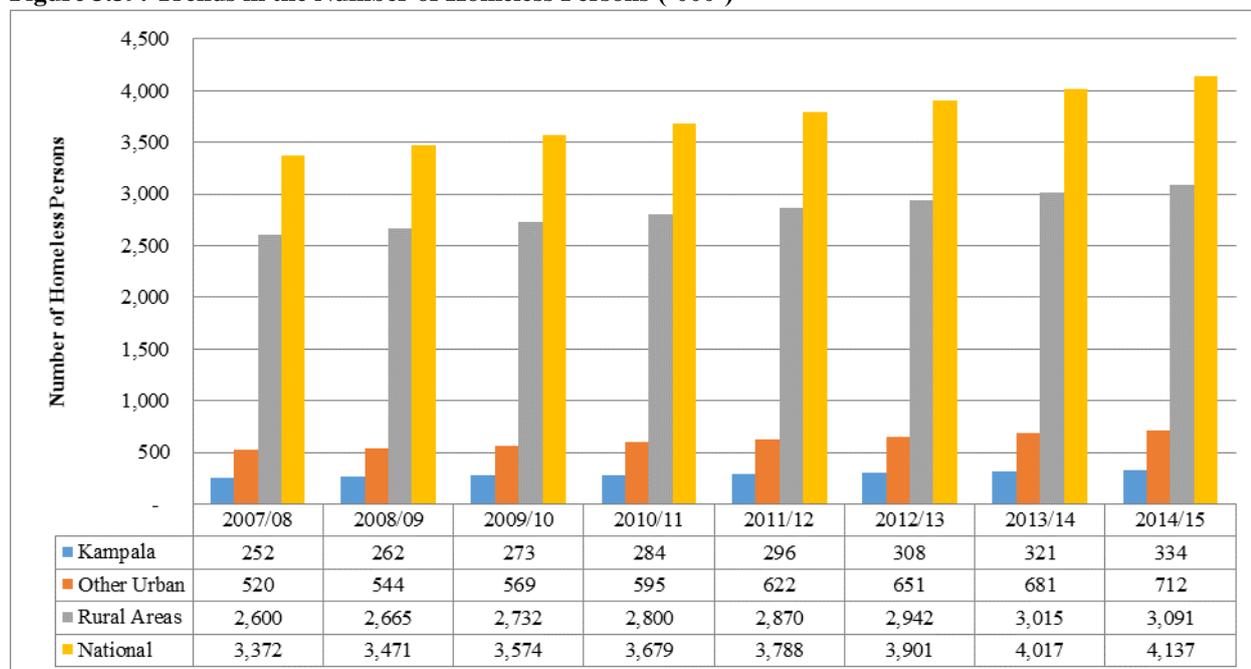
**Figure 3.38: Trends in Housing Status in Uganda ('000')**



Source: Directorate of Housing, MLHUD

**Number of Homeless Persons:** The house need in the country is cemented by the increasing trends in the number of homeless persons in the country, nationally but also more significantly in the rural areas. Nationally, the number of homeless persons has increased from over 3 million persons in the FY 2007/08 to over 4 million persons in the FY 2014/15, while in rural areas; the number of homeless people has increased from 2.6 million persons in the FY 2007/08 to over 3 million persons. In urban areas, over 300,000 persons are homeless and over 700,000 persons in other urban centres.

**Figure 3.39: Trends in the Number of Homeless Persons ('000')**



Source: Directorate of Housing, MLHUD

### 3.5.3 Office of the Director of Housing

The Office of the Director, Housing was created in 2007/08 and is responsible for budgeting, resource allocation and monitoring of the Housing sector. The Office also coordinates the functions of Housing and Human Settlement in the country. The performance of the Office of the Director, Housing falls under the following strategic objectives:

- i) Co-ordination of the development of strategic plans and strategies for the subsector;
- ii) Oversee implementation of policies, laws, and standards in the subsector; and
- iii) Coordination of management of the Housing Information System.

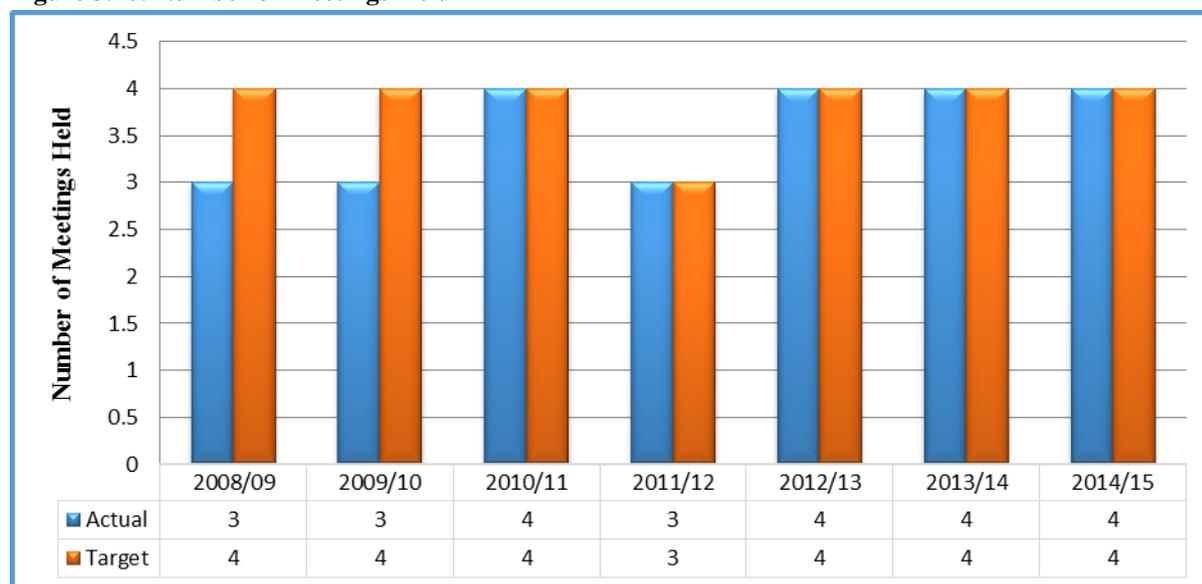
#### *(1) Coordination of Development of Strategic Plans and Strategies for the Subsector*

The office coordinates the development of strategic plans and strategies for the subsector, and this is done through conducting meetings and workshops. In addition, the office also produces annual reports on behalf of the whole subsector.

#### **(a) Number of Meetings Held**

Under the strategic objective of coordination of development of strategic plans and strategies for the Directorate, the Office of the Director held meetings to develop strategic plans and budgets. The directorate held three (3) meetings in FY 2008/09 and FY 2009/10 and this was below the target of four (4) meetings, attributed in insufficient funds. On average, four (4) meetings were held between FY 2010/11 and FY 2014/15 (Figure 3.40).

**Figure 3.40: Number of Meetings Held**

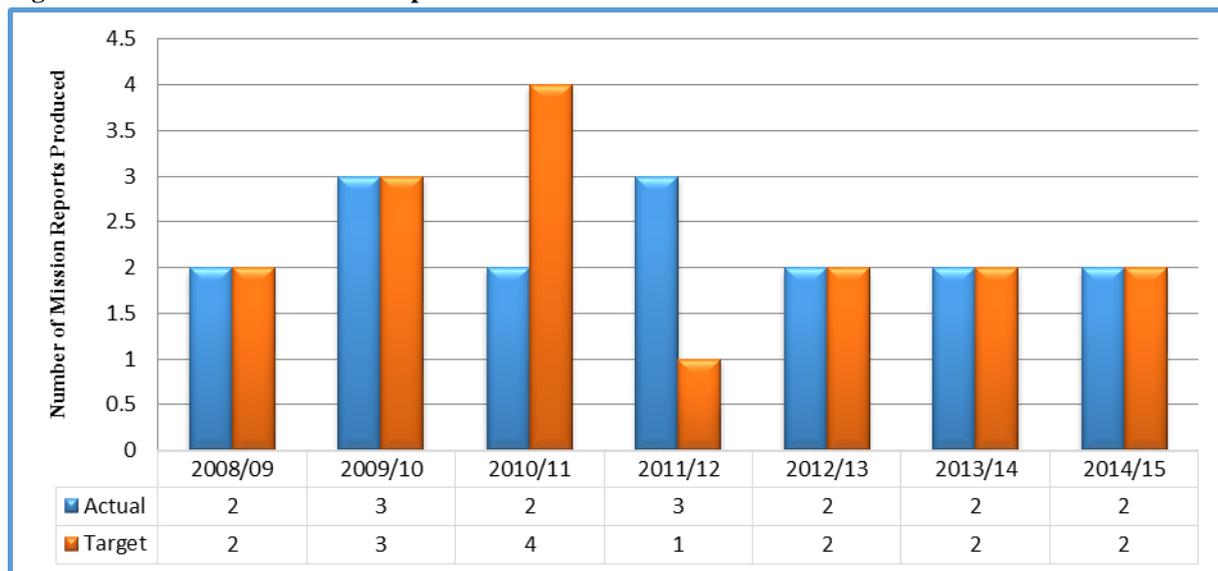


Source: MLHUD Annual Performance Reports, FY 2006/07 – 2014/15

#### **(b) Number of Reports Produced**

In order to oversee the implementation of policies, laws and standards in the Housing Sector, the Office of the Director, Housing produces annual reports. Two (2) reports were produced in FY 2008/09, FY 2012/13, FY 2013/14 and FY 2014/15 respectively and three (3) reports in FY 2009/10. During FY 2010/11, only two reports were produced and three (3) mission reports produced FY 2011/12. On average, two reports were produced between 2008/09 and 2014/15 (figure 3.41).

**Figure 3.41: Number of Mission Reports Produced**



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

***(2) Coordination of management of the Housing Information System***

To coordinate management of housing information, the Office of the Director, Housing created a Housing Information System in FY 2011/12. Prior to this development, the database on some housing aspects was started in FY 2008/09 through FY 2009/10.

**3.5.4 Department of Human Settlements**

**1.0 Background**

The Department of Human Settlement is responsible for formulating policies, legislation, procedures, setting housing standards, monitoring and evaluation of implementation of housing policies and providing technical back up support in order to increase the stock of affordable and decent housing that enhances the quality of life and safety of population as well as to guarantee the security of tenure for all especially the vulnerable in society. The performance of the Human Settlement Department can be explained under the following strategic objectives:

- i) Facilitating increased housing stock.
- ii) Improving the security of housing tenure for all especially the vulnerable in society.
- iii) Increasing the quality of housing and human settlements in urban areas.
- iv) Increasing public awareness on sustainable human settlements.
- v) Formulating policies and programs aimed at improving the housing conditions.
- vi) Promoting local and international networking

**1.2 Facilitating Increased Housing Stock**

To increase the housing stock, the Human Settlement Department undertook the following actions;

**i) Developing of the National Housing Policy, Strategic Plans and Reports**

To facilitate the increase in housing stock, the Human Settlement Department initiated the process of preparing a National Housing Policy and a 10 year Housing Strategic Plan. In the FY 2007/08, the Ministry procured the services of the consultant to develop the National Housing Policy and a 10 year Housing Strategic Plan. An Inception Report and Situation Analysis Report on the Review of the National Housing Policy were produced during this period. Consequently, the review of the

National Housing Policy and development of a 10 year Strategic Plan commenced during FY 2007/08.

In FY 2008/09 and FY 2009/10, an issue paper was prepared, and this was followed with four (4) consultative workshops to discuss the draft National Housing Policy in FY 2010/11; which was later reviewed by the National Conference. It was developed into the final draft of National Housing Policy in FY 2013/14. Meetings were also initiated to discuss the first draft Housing Strategic Investment Plan. However, the final Housing Investment Plan is yet to be produced.

#### **ii) Preparation of the Housing Bill**

In the FY 2012/13, the process of drafting the Housing Bill commenced. In FY 2013/14, the principles of the Land Lord Tenant Bill were approved by cabinet but copies of the Bill were not produced and none was disseminated to stakeholders. The draft Housing Bill is however yet to get the approval of cabinet. An implementation action plan for the National Housing Policy was also developed.

#### **iii) Housing Project Revitalization and Implementation**

To revitalize and implement housing projects in Oli, Maluku and Masese, a number of project monitoring and assessment reports were produced and committee meetings were held. Between the FY 2008/09 and 2009/10 three (3) project reports, four (4) monitoring reports were produced; also two (2) committee meetings were held.

#### **iv) Support to Cooperatives**

In FY 2010/11, the department supported ten (10) Housing Cooperatives. The department also compiled the performance report on the existing Housing Cooperatives was produced it in the FY 2012/13. This showcased the performance of the housing cooperatives that were supported in the FY 2010/11.

#### **v) Loan Recovery in Masese**

The government extended loans to the residents of Masese Housing Project to easily access housing in the Masese Housing estate. In the FY 2008/09, 10% of this Housing Loan was recovered. A cost benefit analysis of new housing projects indicated that loan recovery in Masese had increased by 4% in FY 2013/14 and 2014/15. In addition, a monitoring Report for the survey and titling of land under Masese project was produced.

#### **vi) Sale of Pool Institutional Houses and Condominium**

In FY 2007/08, 390 housing units were disposed including 190 units under the Condominium Properties Act under the Government Pool Housing Sales Programme. Two hundred and seventy (270) government pool properties were valued for sale out of the target of 500 properties in FY 2012/13 and FY 2013/14. In the same, the reversal policy to sale all government properties earmarked for sale stalled the sale of all the institutional pool houses that were earmarked for sale.

### **1.3 Improving the Security of Housing Tenure of all especially the Vulnerable in Society**

#### **(i) Surveying and Titling Land under Masese and Maluku Housing Projects**

A monitoring report for the survey and titling of land under Masese project was produced in FY 2013/14. Three hundred and seventy four (374) pool plots were surveyed against the target of 600. In addition, Sixty seven (67) titles were processed for beneficiaries and Roads were opened and named in the housing projects.

## **(ii) National Action Plan on Secure Tenure and Urban Governance**

The campaign for the National Action Plan was launched in Jinja in July 2007. The Global Campaigns for secure tenure and good governance were launched in FY 2007/08.

### **1.4 Improving the Quality of Housing and Human Settlements in Urban Areas**

#### **i) National Slum Upgrading Strategy**

The strategic objective aimed at achieving 100% completion of the National Slum Upgrading Strategy in FY 2006/07. However, only Local governments in target areas were mobilized. Technical delays in procuring consultants negatively impacted on this activity. In FY 2007/08, the development of the National Upgrading Strategy commenced. In addition, slum upgrading activities for Malukhu Housing Project of 477 housing units were completed.

#### **ii) Kisenyi 1, 11, 111 Upgrading Initiatives**

Kisenyi Communities were mobilized to save in FY 2006/07. The amount of money saved increased to 25 million. The addition of new partners on board to support slum upgrading positively impacted on this activity.

#### **iii) Upgrading Roads in Namuwongo Low Cost Housing to Bitumen**

The department facilitated the upgrading of Six (6) km of roads to bitumen in FY 2006/07 in Namuwongo, a suburb of Kampala. The drainage of 100m was constructed in the area during the same period.

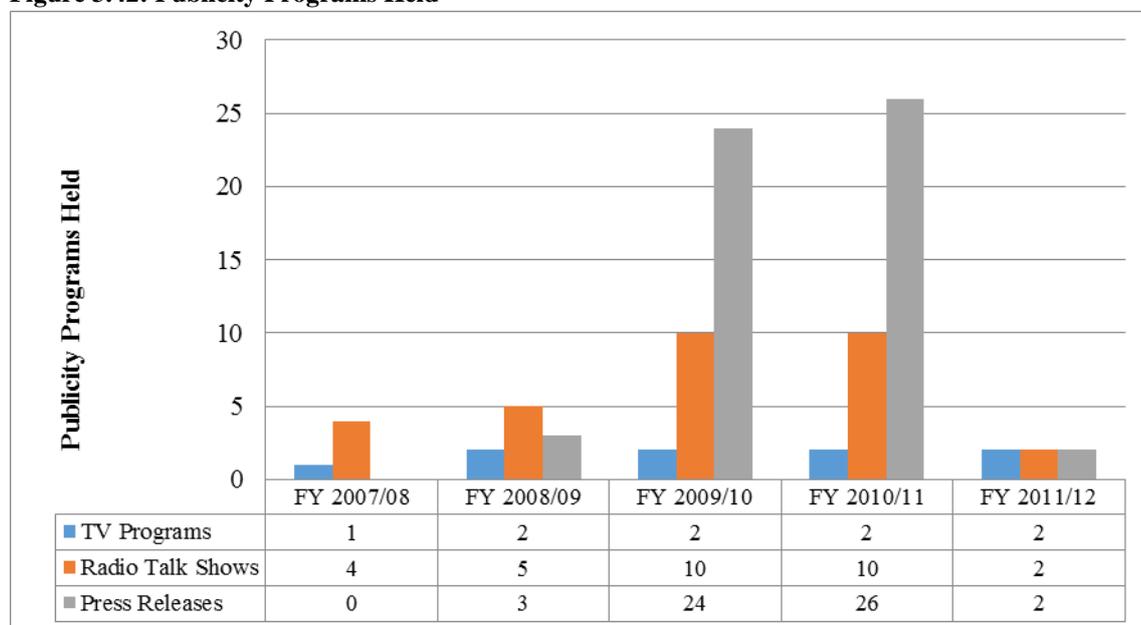
### **1.5 Increased Public Awareness on Housing Issues**

It's the function of the project to ensure public awareness of sustainable human settlements programs through various communication channels. These programs includes holding monthly radio and TV programs, conducting home improvement campaigns, building demonstration houses, producing a documentary on housing issues, compiling housing and urban indicators for major urban centres, updating data on housing projects, completing a shelter status report, and celebrating the World Habitat Day.

*Celebrating the World Habitat Day:* In the FY 2006/07, the World Habitat Day was celebrated in Kampala. In FY 2007/08, this day was celebrated under the theme “*A Safe City is just a City*”. The World Habitat Day was celebrated in Gulu (Kaunda Grounds) in FY 2008/09. For FY 2009/10, the World Habitat day was celebrated in Tororo. In FY 2010/11, The World Habitat Day was celebrated in Entebbe. For FY 2011/12, the World Habitat Day was celebrated nationally. In FY 2012/13, the World Habitat Day was supposed to be held in Kiryandongo but due to limited funds, it was held in Seeta, Mukono District. The World Habitat Day was celebrated in Tororo Municipality in FY 2012/13.

*Publicity Programs Held:* 4 radio talk shows and 1 TV programs were conducted in the FY 2006/07. In FY 2007/08, five (5) radio talks shows, 2 TV radio programs and 3 press coverage. In the FY 2009/10, 10 radio shows, 2 TV programs and 24 press coverage and in FY 2010/11, 2 TV programs, 10 radio programs, and 26 press releases were achieved. In 2011/12, the publicity programs included 2 TV programs, 2 radio shows and 2 press releases. No publicity programs (TV, radio and media) are reported in FY 2012/13, 2013/14 and FY 2014/15. Lack of funds negatively affected this activity.

**Figure 3.42: Publicity Programs Held**



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

### **1.6 Promote Networking, Local and International**

This strategic objective was aimed at establishing networks locally and internationally to enhance information sharing on issues related to housing. This is achieved by attending international seminars and through contributions to organizations that promote housing issues. In FY 2006/07, 4 international seminars were to be attended but this was not achieved due to financial constraints. In addition, contributions worth over 9 million were made to UN-Habitat. The Department of Human Settlement was expected to benefit from UN-Habitat. However, no outputs are reported between FY 2007/08 and 2014/15.

### **3.5.5 Department of Housing Development and Estates Management**

#### **1.0 Background**

The Department of Housing Development and Estates Management is responsible for formulating policies, legislation, procedures on Estates, supervising housing development and estates development. This Department was created under the Ministry of Lands, Housing and Urban Development after the transfer of a number of staff from the former Department of Building that used to be under the former Ministry of Works, Housing and Communications during FY 2007/08. The members of staff that made up the department were transferred to the Ministry without an operational budget; hence it did not do much during the FY 2007/08.

The performance of the Department of Housing and Human Settlement are analysed under the following Strategic Objectives.

- a) To provide support supervision and technical backstopping to other Government Departments on matters regarding housing;
- b) To formulate policies and programs aimed at improving the performance of the housing estates in the country;
- c) To control the operations of Estate agents and estates development to ensure adherence to acceptable housing conditions;
- d) To advise Government on matters regarding Housing Development and Estates Management;
- e) To improve the safety and accessibility to affordable shelter for all;
- f) To increase public awareness on housing related issues; and

## **1.1 Technical Support Supervision and Administrative Services**

### ***(i) Production of Monitoring and Evaluation Reports and Plans***

Ten (10) M&E Reports were produced in FY 2009/10 while Nineteen (19) districts were reviewed during the same period which was below the target of 24 districts. In the FY 2013/14, the department carried out M&E on the performance of the Real Estate sector in Kampala area.

### ***(ii) Production of Prototype Plans***

The department is responsible with the production of prototype plans applicable to cultural backgrounds and socioeconomic activities. In the FY 2009/10, 50 prototype plans were produced and disseminated. In FY 2010/11, 38 prototype plans were produced and disseminated. In FY 2011/12, 35 prototype plans were prepared per region over the target of 15 plans. In the FY 2012/13, 15 prototype plans were produced for the districts of Masindi, Hoima, Kiryandongo, Kamwenge, Kabarole, Bundibugyo, Ntoroko and Kyegegwa in FY 2012/13. The department also carried out public awareness campaigns on the presence of prototype plans in Toro and Bunyoro regions.

In FY 2013/14, prototype plans were produced for 10 districts of Nebbi, Pakwach, Arua, Adjumani, Moyo, Amuru, Gulu, Zombo, Kole and Yumbe; while 100 prototypes were disseminated to 9 districts of Nabbi, Arua, Pakwach, Zombo, Yumbe, Gulu, Kitgum, Amuru and Adjumani. In the same financial year, the department also carried out public awareness campaigns on the presence of prototype plans in Toro and Bunyoro regions. Also in the FY 2013/14, 10 prototype plans were produced and fifty (50) prototype house plans were disseminated in the same year to 5 districts of Nebbi, Arua, Pakwach, Zombo and Yumbe. In the FY 2014/14, 180 prototype plans were disseminated in the districts of Mbarara, Bushenyi, Kiruhura, Kabale, Rukungiri, Ibanda, Ntungamo, Kisoro and Kanungu.

### ***(iii) Technical Support for Housing Infrastructural Development***

During FY 2010/11, guidelines for infrastructural developments in estates development were developed and the first draft of these guidelines was produced. In addition, a number of 8 out of 10 estates were assessed for improvement and the Road infrastructure in Kakungulu Estate was developed. In the FY 2013/14, 85 plans of the condominium properties were registered at KAR road in Kampala (30 units); 1 plan (11 units) – Kakungulu road; 1 plan (32 units) Naguru upper hill close; 1 (4 units) Mutebi Road Wandegaya, 1 plan (8 units) Bandari Close. In the FY 2014/15, technical support was offered to different MDAs and government departments such as the AIDS Commission, Office of the Auditor General, Ministry of Defence, Insurance Regulatory Authority among others.

## **1.2 Policy Formulation to improving Performance of Housing Estates**

### ***(i) Development of Guidelines and Policies***

To ensure adherence to acceptable housing conditions, the process of developing Estates Guidelines was initiated and the procurement of the consultant to develop guidelines on estates development. Draft guidelines were developed in FY 2008/09 and this exercise continued in FY 2009/10. During FY 2010/11, guidelines for infrastructural developments in estates development were developed and the first draft of these guidelines was produced. In FY 2012/13, the Housing Development and Estates Management initiated the development of a Draft Estates Policy to guide and control the operations of Estate agents and estates development to ensure adherence to acceptable housing conditions. In the FY 2014/15, the review of the National Housing Policy was finalised and it was submitted to cabinet for considerations and approval. The drafting of the landlord tenant bill was also finalised in the same financial year. By the end of the financial, it was awaiting submission to cabinet for consideration and approval before submission to parliament to debate.

***(ii) Registering and Vetting Condominium Plans***

Eleven (11) out of twelve (12) condominium plans were vetted in FY 2009/10. No condominium plans were vetted between FY 2010/11 and FY 2011/12 because the Condominium plan preparation team was undergoing further sensitization. In FY 2012/13, 80 condominium plans were vetted. In the FY 2013/14, the department carried out public education and awareness campaigns on the implementation of the Condominium law and also 30 condominium properties were registered. In the FY 2014/15, a workshop was conducted to sensitise technical officers of the districts of Mbale and Jinja on the condominium law and its regulations; and 10 condominium plans vetted comprising of 151 units.

**1.3 Safety and Accessibility of Affordable Shelter for All**

This strategic objective is aimed at promoting affordable shelter through the production and dissemination of prototype plans; conducting field surveys and compiling housing indicators and developing and disseminating the inventory of building materials in Uganda.

***(i) Inventory of Building Materials Produced and Disseminated***

The primary objective is to establish an inventory of building materials in Uganda. A draft field report of the inventory of building materials covering 24 districts was prepared in FY 2009/10. Data was collected from 30 sample districts and a draft report was produced in FY 2010/11. The process of developing a data base for all building materials in Uganda commenced in FY 2011/12.

***(ii) Number of Districts Assessed***

To improve safety and accessibility to affordable shelter for all, the Housing Development and Estates Department conducted assessments in various districts in the country. Twelve (12), Twenty four (24) and Ten (10) districts were assessed in FY 2011/12, FY 2012/13, and FY 2013/14. In the FY 2012/13, the department carried out carried out M&E and technical supervision on mortgage and divestiture in the districts of Mbarara, Kabale, Fort Portal, Kasese, Jinja, Tororo, Mbale and Soroti;

***(iii) Increase Public Awareness on Housing Issues***

To increase public awareness on housing issues, the department carries out public education and awareness campaigns on housing related issues through organizing annual exhibitions. One exhibition was held in FY 2009/10 and the Directorate of Housing not only organised but participated as an exhibitor of different activities under the Directorate. Two (2) exhibitions were held with other stakeholders in FY 2010/11, FY 2011/12. In the FY 2012/13, the department organized and participated in the construction exhibition held at UMA show grounds in collaboration with  
Mengo  
government.

### 3.5.6 Supports to Earthquake Disaster Victims Project

#### 1.0 Background

The project was set up to enhance Earthquake Disaster Management through sensitization to build capacity of the population and demonstration to enhance construction techniques in earthquake prone areas. The specific objectives of the project included:

- i) Developing guidelines for construction in earthquake prone areas;
- ii) Increasing awareness of the public about seismic safety in order to mitigate the effects of earthquake disaster using both print and electronic media;
- iii) Training personnel in earthquake resistant construction techniques; and
- iv) Enhancing formulation of self-sustaining Disaster Management Systems at all levels of leadership, which would not only coordinate dissemination of information, relief and evacuation in the event that disaster strikes but also continue sensitizing their communities on Disaster Management.

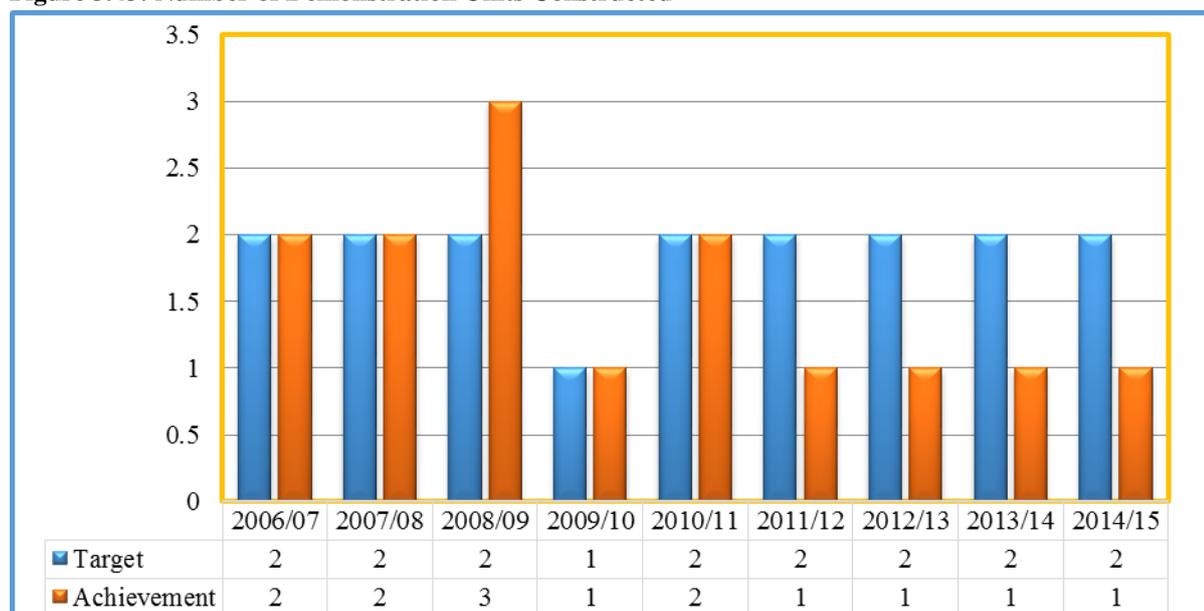
The Support to Earthquakes Disaster Victims (EDV) Project has one strategic objective which is to “improve safety of persons and property in earthquake prone areas through mitigation of earthquake disaster. There are there key outputs for analysing the performance of this project and these include:

- i) Construction of demonstration units with earthquake resistant technology;
- ii) Building capacity of Earthquake Disaster Management; and
- iii) Increase public awareness on Earthquake Disaster Management.

#### *i) Construction of Demonstration Units*

Three demonstration units were constructed in Tubur County, Soroti District in FY 2006/07 and two (2) training of trainers seminars were held during the same period. In the FY 2008/09, three demonstration units were constructed in Gulu. Two units were constructed in FY 2010/11 (Figure 3.43 below). One demonstration unit was constructed in FY 2011/12 and the construction of the model earthquake resistant house continued in Bundibugyo district. The project carried out a review of the Earthquake Disaster Management Project and a successor project was designed code named: Community Based Housing Disaster Management.

**Figure 3.43: Number of Demonstration Units Constructed**

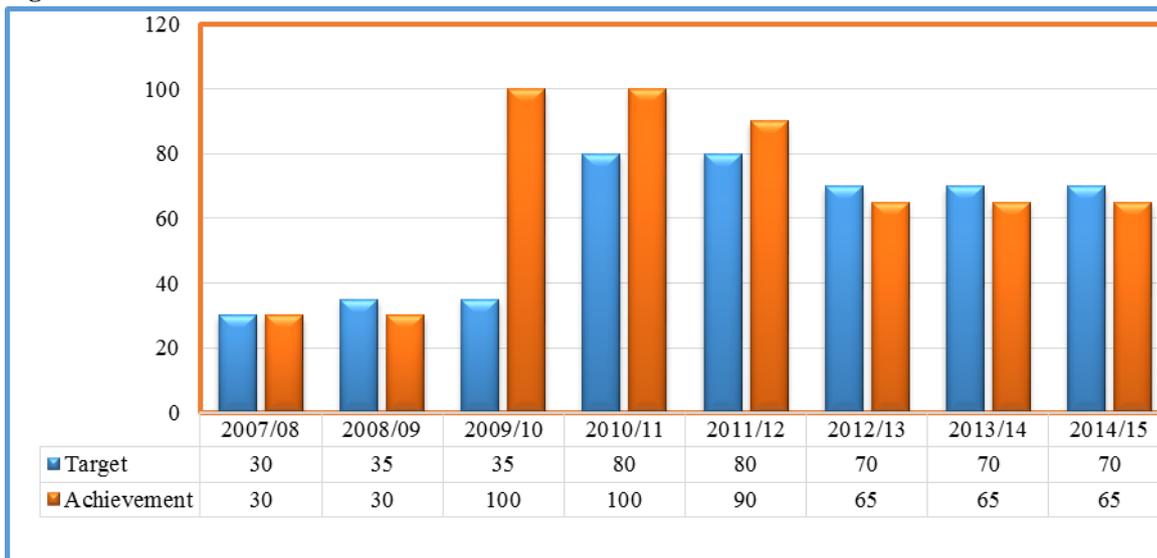


Source: MLHUD Annual Performance Reports, 2006/07 – 2014/15

**ii) Capacity Building for the Earthquake Disaster Management**

To mitigate the effects of earthquakes in earthquake prone areas, the Support to Earthquake Victims Project conducted capacity building aimed at equipping trainees with skills to manage disasters caused by earthquakes. Thirty (30) individuals were trained in FY 2007/08 and FY 2008/09 and one hundred (100) individuals were trained in FY 2009/10 and FY 2010/11. Ninety (90) trainees were recruited in FY 2011/12 against targets of 35 and 80 trainees respectively. In both cases, the project received more participants than had been anticipated. The project trained and recruited 65 individuals in Earthquake Disaster Management between FY 2012/13 and FY 2014/15 respectively (Figure 3.44).

**Figure 3.44: Number of Trainees Recruited**

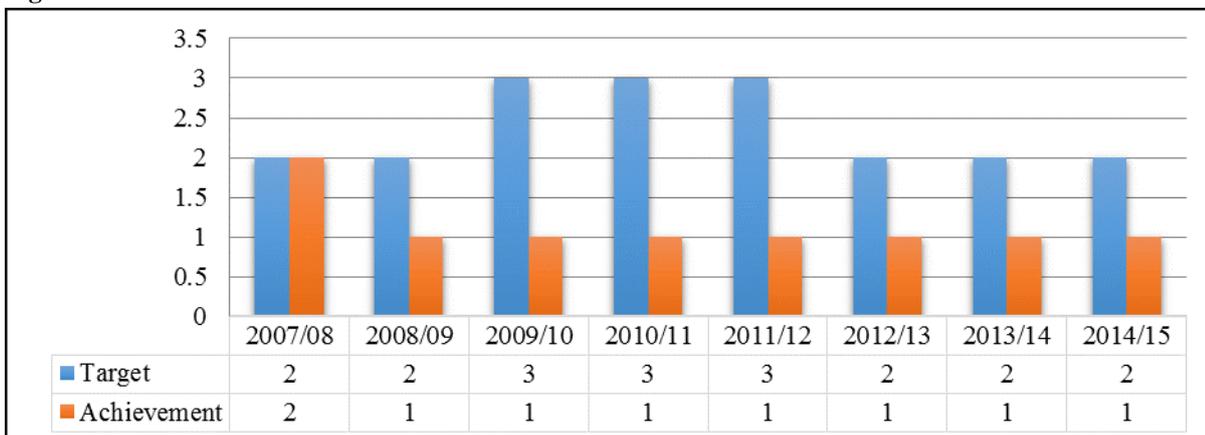


Source: MLHUD Annual Performance Reports, FY 2006/07 – 2014/15

**iii) Formation of Disaster Volunteer Teams**

To improve the safety of persons and property in earthquake prone areas and mitigate the effects of earthquake disaster, the Support to Earthquake Victims Project supported the formation of Volunteer Teams to achieve their objective. One (1) volunteer team was formed in Bundibugyo in FY 2007/08 and FY 2008/09. Similarly, one volunteer team was formed FY 2009/10 and FY 2010/11. Only one volunteer team was formed between FY 2013/14 and FY 2014/15. However, in all the years, except for FY 2007/08, all the targets were not achieved (Figure 3.45).

**Figure 3.45: Number of Volunteer Teams Formed**

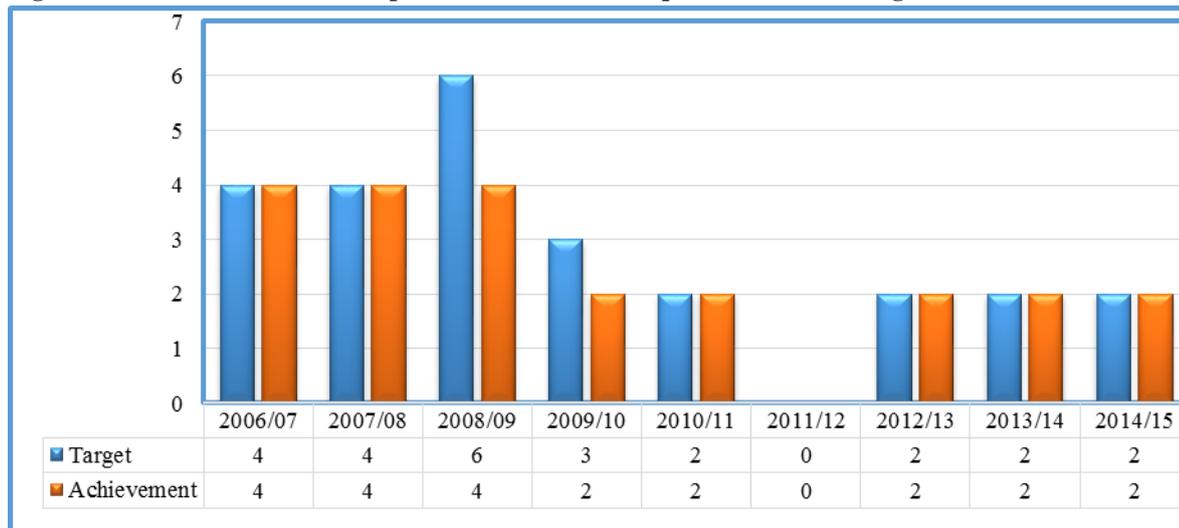


Source: MLHUD Annual Performance Reports, FY 2006/07 – 2014/15

***iv) Conducting Sensitization Workshops on Earthquake disaster management***

A number of sensitization workshops were held to increase the awareness of the public regarding mitigation of Earthquake Disaster. Four (4) workshops were held in FY 2006/07 and 2007/08. Four workshops were conducted in FY 2008/09 and the target of 6 workshops was not achieved (Figure 3.46). Two (2) workshops were held between FY 2009/10 and FY 2014/15. Over 250 people were sensitized during FY 2014/15.

**Figure 3.46: Number of Workshops Conducted on Earthquake disaster management**



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

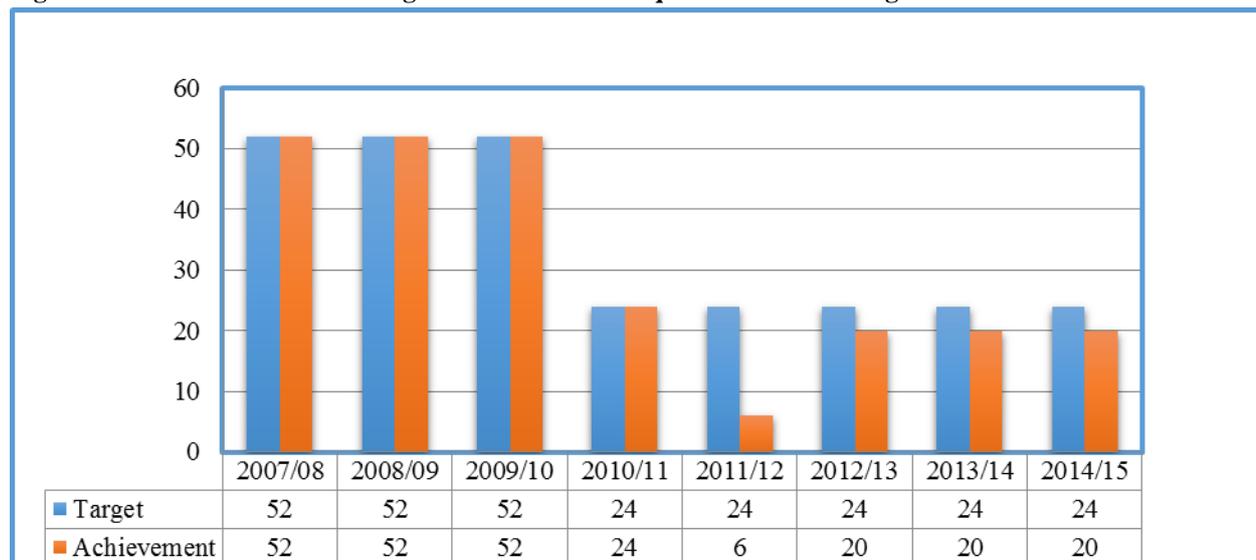
***v) Number of Exhibitions on Earthquake disaster management***

The Support to Earthquake Victims Project participated in exhibitions as a way of promoting safety of persons and property in earthquake prone areas. Since the FY 2009/10, the project has been organising and participating in an earthquake exhibition.

***vi) Number of Radio Programs Aired***

Fifty two (52) radio programs were aired in FY 2007/08, 2008/09 and FY 2009/10 on earthquake disaster management. Twenty four radio programs were aired in FY 2010/11. Only 6 radio programs were aired in FY 2011/12; 20 programs were aired in FY 2012/13, FY 2013/14 and FY 2014/15.

**Figure 3.47: Number of Radio Programs Aired on earthquake disaster management**



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

### **3.5.7 Kasooli Housing Project**

This Housing Project was in Tororo District begun in 2007 and aimed at:

- i) Providing security of tenure to 250 households
- ii) Providing access to basic infrastructure and services to 250 households.
- iii) Providing access to housing finance to 250 low income earners.
- iv) Increasing the capacity for income generation for the housing association members.

#### ***(i) Providing Security of Tenure to 250 households***

The physical layout of the Kasooli settlement was completed in FY 2010/11 and the area was surveyed during this period. Out of the targeted 250 plots, 188 plots were surveyed in FY 2010/11. In FY 2012/13, 125 plots were titled. In 2013/14, the project monitored the construction of low-cost houses. The construction of 125 houses commenced during FY 2014/15. To monitor progress of Kasooli settlement, 4 M&E trips were conducted and the activity was completed during this period.

#### ***(ii) To Provide Access to Finance to 250 Low Income Earners***

A socioeconomic study of the Kasooli community was conducted and completed in FY 2010/11. The Kasooli community was mobilized for savings and the Kasooli Savings SACCO put in place. Two hundred and fifty (250) households were mobilized and trained in income generating activities and in savings and book keeping. However, UN Habitat did not release funds and loans were not advanced to the intended 250 beneficiaries.

#### ***(iii) To Increase the Capacity for Income Generation for the Kasooli Community Members***

Two hundred and fifty (250) households were trained in savings and income generating activities in FY 2011/12 and FY 2012/13. In the FY 2013/14, UGX 22,576,000 loan based income enhancement/stabilisation project was provided to the beneficiaries of the Kasooli project. Also sensitisation on savings mobilisation, business identification and growth gender mainstreaming was undertaken. During FY 2014/15, a meeting was held to sensitize the Kasooli community on housing community livelihoods. Two demonstrations on income generating activities were held and 150 people participated and acquired skills.

#### ***(iv) To Provide Access to Basic Infrastructure and Services to 250 Households***

To improve access of the physical urban infrastructure of Kasooli Settlement, the process of putting in place 1km of road, 1km of street lights and 2km of drainage commenced in FY 2010/11. Two kilometres (2km) of drainage and 1km of road were opened in FY 2014/15.

### **3.5.8 Major Challenges encountered by the Housing and Estates Management Subsector**

#### ***Inadequate Policy, Legal and Regulatory Framework for the Housing Sub Sector:***

The sub sector is guided by Physical Planning Act (2010), and the Public Health Act (1964), which contains the building code. The subsector should finalize and implement the laws and policies to enable the smooth implementation of housing activities. These include the National Housing Policy, the National Real Estate Policy, and the Landlord-Tenant Bill, among others.

#### ***Irregularities in the Regulation of the Private Sector***

The real estate sector is not properly regulated and yet it grows at a faster rate. The sector has been growing at an average of 4.9 per cent per annum and contributing an average of 4.0 percent on

Uganda's GDP, between 2010/11 and 2014/15. This is attributed to rapid population growth, macroeconomic stability, increase in disposable income, increase in foreign direct investment immigrant remittances, and economic growth. With all this growth, the sector however, doesn't conform to planning regulations and building standards and other services requirements such as the management of solid waste, access roads, water and sewerage, electricity and other. The available regulatory framework to manage such challenges has been defied by the private sector. The coming into place of the National Real Estate Policy is anticipated to manage these challenges, but however there is need for strong institutional framework and capacities to make it operational and meaningful.

*Increasing housing backlog and housing need:*

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

*Lack of a Standardized Building Materials and Database:*

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

*Housing Congestion:*

The majority of households in Uganda are characterized by congestion, which creates higher health risks. According to the UNHS 2012/13, 44% of households occupy dwellings with one room for sleeping; 30% occupy dwellings with two rooms for sleeping while 26% occupy dwellings with more than two rooms used for sleeping, an increase from 24% in 2009/10. A higher percentage of households in urban areas had dwellings with one room for sleeping (56%) compared to rural areas (40%). On the other hand rural areas had higher percentages of households using two or more rooms for sleeping (28%) compared to urban areas (20%).

*Uncontrolled Growth of Slums and poor quality houses:*

There is rapid development of unplanned settlements leading to overcrowding and creation of slums and informal settlements. Uganda's population growth rate is 3.05 percent, one of the highest in the world. Although urbanization is still low, the low capacity of the urban authorities to provide the required services, control and guidance has led to the growth of informal settlements and rapid creation of slums.

*Limited Financial Markets:*

The inadequacy in housing finance mortgage institutions in the country to provide housing finance services coupled with the high and unaffordable interest rates has led to lack of housing facilities and acquisition of poor and low quality but affordable houses. There is a need to engage private

partnership to provide housing finance mortgage services to the low income earners to enable them acquire decent and affordable housing units.

### **3.0 UGANDA LAND COMMISSION (ULC)**

The Uganda land commission (ULC) was established by the 1995 Constitution of the Republic of Uganda. The constitution provides for the setting up of Uganda Land Commission as an autonomous body. At the commencement of the financial year 2006/2007, Ministry of Finance Planning & Economic Development created a vote for Uganda Land Commission coded; 0251 Government Land Administration.

#### **3.1 Vision, Mission and Objectives**

##### **4.1.1 Vision**

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

##### **4.1.2 Mission Statement**

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

##### **4.1.3 Objectives**

- (i) To ensure the effective and efficient management of all Government land & property thereon.
- (ii) To ensure that all Government land is titled and secured.
- (iii) To develop and maintain an updated inventory and data base for all Government land and property.
- (iv) To ensure proper use and accountability of the land fund.
- (v) To enable bonafide and lawful occupants acquire registrable interest.

In this report, the performance of ULC is analysed along the main objectives. Hence, the commission registered the following achievements, amidst the challenges;

#### **1) Ensure the Effective and Efficient Management of All Government Land**

In order to ensure the effective and efficient management of all government land, the commission undertook the following activities;

##### ***i) Acquisition of Land by Government***

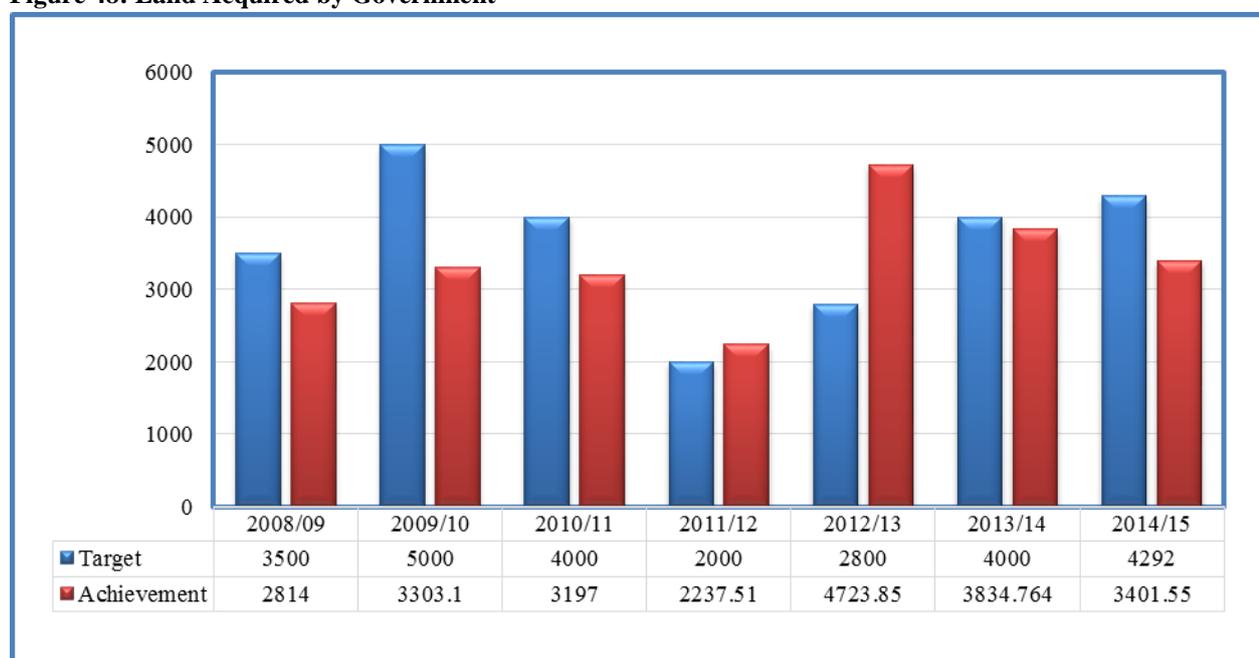
The 1964 Referendum on the counties of Buyaga and Bugangaizi in Kibaale District, returned territorial affiliation and administrative responsibility to Bunyoro, but never addressed land ownership rights held by absentee landlords in mailo tenure that the counties lost. Thereafter, there were resentments, political tensions and violent clashes. The government enacted the Land Act (Cap 227), that gave it the mandate to buy out the absentee landlords with a view to resolving this historical injustice. This task was assigned to the ULC. However, due to limited budget allocations the bigger part of mailo is yet to be bought.

In the FY 2008/09 ULC acquired and compensated 2,814 hectares of registered land in Kibaale district. Similarly, ULC acquired and compensated 3,303.1 hectares of land in Kibaale in FY 2009/10, and 3,197 hectares in FY 2010/11, which was however below the target of 4,000 hectares. During this time, compensation was planned at UGX. 650,000 per hectare but payments were made at the Chief Government Valuer’s rate of UGX. 580,388 per ha. In FY 2011/12, ULC acquired and

compensated 2,237.51 hectares, at an average of UGX 900,000, slightly lower the planned 1 million per hectare, thereby compensating more hectares than planned.

ULC acquired and compensated 4,723.85 ha of land instead of the planned 2,800 ha of land in FY 2012/13. Delays to approve the Land Fund Regulations meant there was no guide on how to proceed with the registration of bonafide occupants which meant that funds were used to compensate for more hectares of land. The government acquired and compensated 3,834.764 ha of land in FY 2013/14. This was below the planned target of 4000 ha. The variation between the planned and actual compensation value was due to the Chief Government Valuer’s reports. Similarly, government compensated 3,401.55 ha of land in FY 2014/15. The planned target was 4,292 ha of land. The variation in hectares of compensated land is attributed to appreciation in the value of land as well as its location. In the same period, the commission also registered and sensitised 1,000 bonafide occupants on land acquired by the government.

**Figure 48: Land Acquired by Government**



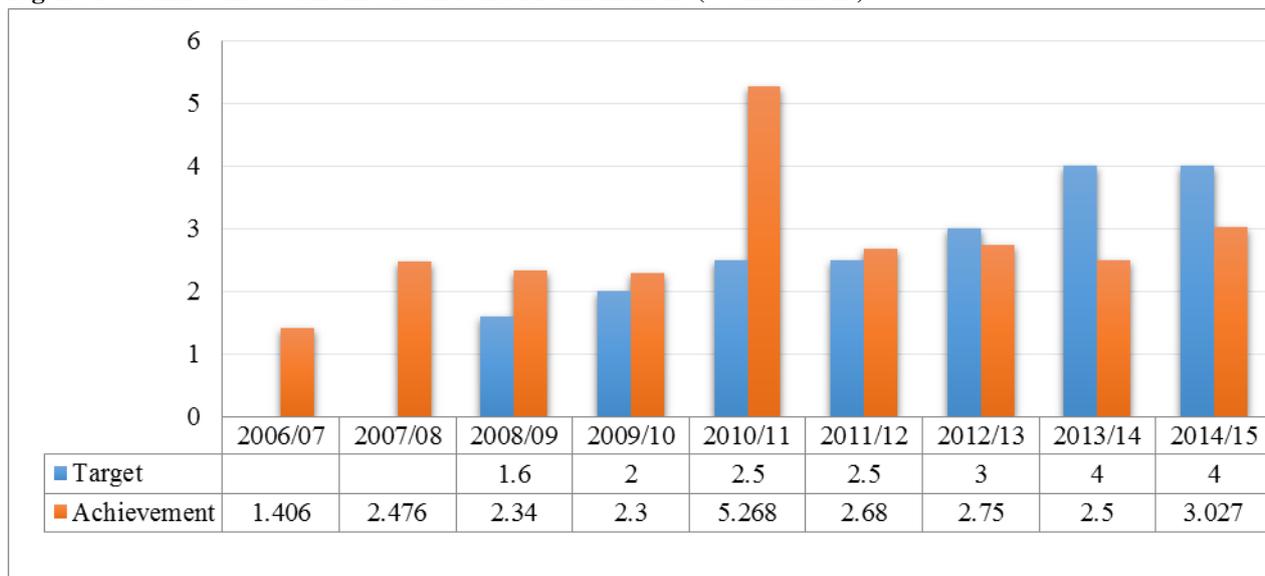
Source: MLHUD Annual Performance Reports, 2006/07 – 2014/15

***ii) Collection of Non Tax Revenues (NTR) from Premium and Ground Rent***

ULC collected Non Tax Revenues from entities that were leased to government land and property as a means of effectively and efficiently managing these resources. ULC collected UGX 2.34 billion of NTR in FY 2008/09 well above the planned UGX 1.6 billion. In FY 2009/10, ULC collected UGX 2.3 billion of NTR which was 115% achievement. In FY 2010/11, UGX 5.268 billion worth of NTR was collected. In FY 2011/12, UGX 2.68 billion of NTR was collected and this represented 107.2% achievement. In FY 2012/13, UGX 2.75 billion was collected representing 92% achievement, above the planned target of UGX 3 billion of NTR.

In FY 2013/14, ULC collected UGX 2.5 billion of NTR and this was below the planned target of UGX 4 billion. ULC was unable to meet the planned NTR targets because it did not issue out all the leases it processed due to the Ministers directive to the ULC to stay transactions on Government Land. NTR worth 3.027 billion was collected in FY 2014/15 and this was below the planned target of UGX 4 Billion of NTR because there were delays by lessees to pay ground rent and premium despite the continuous reminders from ULC (figure 4.2, for details).

**Figure 49: NTR Collected from Ground and Premium Rent (UGX Billions)**



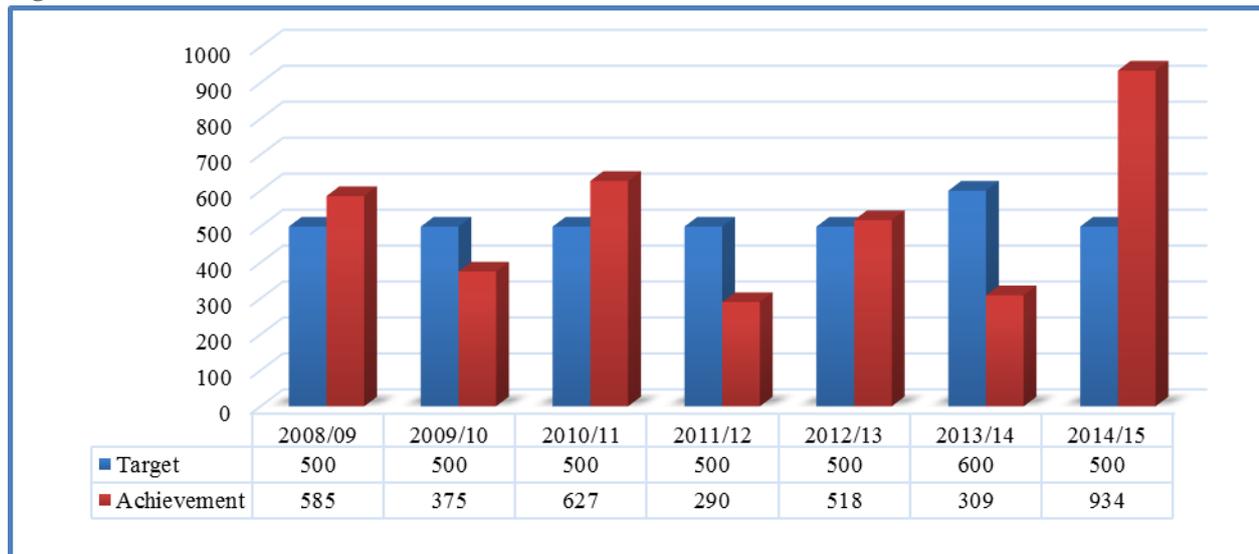
Source: MLHUD Annual Performance Reports, FY 2006/07 – 2014/15

## 2) Ensure that All Government Land is Titled and Secured

In the period under review, the commission titled and processed the leases of the all government land to ensure that it's secured. In the FY 2009/10, ULC planned to process 500 leases but it processed 585 government land leases. Similarly, 375 land leases or 75% of the target were processed in FY 2009/10. 100 other leases were being processed but not completed by the end of the financial year. ULC proceeded 627 government land leases in FY 2010/11 which was above 100% of the planned target; and 290 leases during FY 2011/2012 which was below the target because of the delays in processing leased documents and the process was affected by external factors from other institutions such as Survey, Physical, Valuation, land disputes and delayed payment of premium and ground rent.

Five hundred and eighteen (518) government land leases were processed by ULC in FY 2012/13 and 309 land leases processed in FY 2013/14. The Commission processed 726 leases on government's land for investment, housing development and farming but issued only 309. 417 leases were caught up by the Minister of Land's directive to the Commission to stay transactions on Government Land. 934 government land leases were processed in FY 2014/15 which was by far above the target 500 leases. In FY 2014/15, the government advertised a number of pool houses for lease to public servants. The response was huge and this led to a performance over the planned target.

**Figure 50: Number of Government Land Leases Processed**



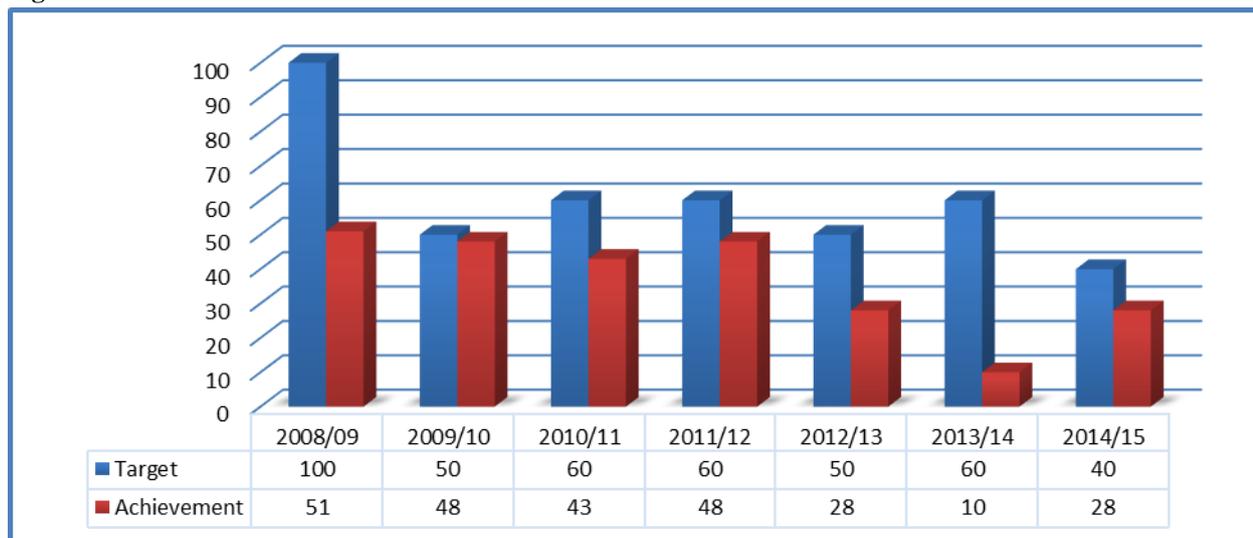
Source: MLHUD Annual Performance Reports, FY 2006/07 – 2014/15

### 3) Government Land Inventory

ULC undertook the activity of securing and titling of Government land to ensure that government land inventory is updated. 51 land titles were processed in FY 2008/09; and 48 government land titles were processed and secured in FY 2009/10. 43 land titles were processed in FY 2010/2011; 60 government land titles were processed in FY 2011/12 and this was 80% of the planned target. Other land titles were being processed at the end of this financial year; 28 land titles were processed in FY 2012/13 and the target of 50 titles was not achieved because the computerization process in land registration offices delayed the process.

In FY 2013/14, 10 government land titles were processed and this was below target of 60 land titles. The Commission approved processing of 48 requests for titling Government land. 10 were fully processed and the rest were in different stages of completion. In FY 2014/15, 28 land titles were processed reflecting 70% of the planned annual target of 40 titles. Other titles were still being processed in various district land offices. Trend analysis shows that numbers of government land titles processed reduce with time, yet there is a lot of government land whose titles urgently need to be secured, hence the need to revitalise this urgency. In the FY 2014/15, the commission developed an electronic data base management system for the government land inventory.

**Figure 51: Number of Government Land Titles Processed**



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

#### 4) Develop Regulations and Guidelines and Manage the Land Fund

##### (i) *Uganda Land Commission Bill*

In the FY 2010/11, the commission commenced the process of drafting the Land Commission Bill, with drafting and Issue paper and conducting consultations with various stakeholders. In FY 2011/12, the commission submitted the proposed Principles for the ULC Bill to Cabinet for consideration and approval under Cabinet Memorandum CT (2012) 138. In FY 2012/13 a Cabinet Memo for the ULC bill was developed and submitted to cabinet. In the following financial the Drafting of the bill took was underway and was submitted to cabinet for approval in the FY 2014/15.

##### (ii) *Land Fund Regulations*

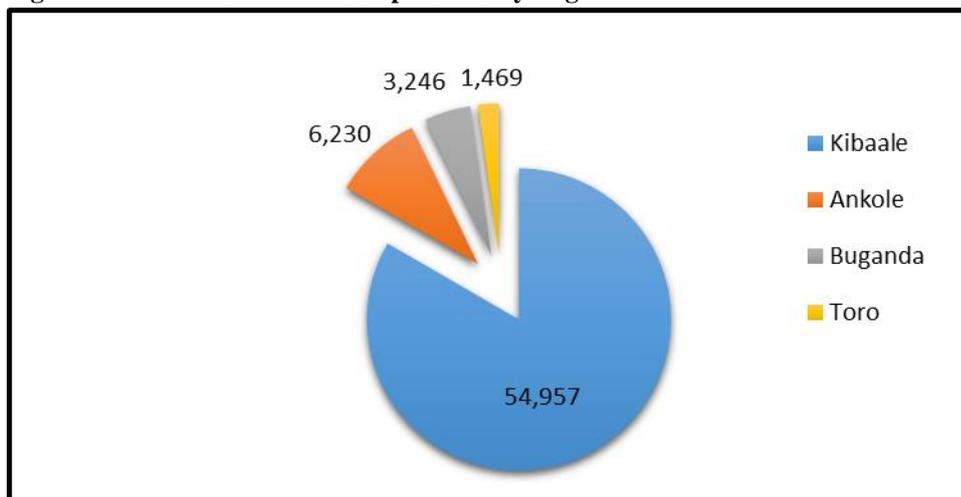
ULC is mandated to develop regulations and guidelines aimed at promoting the effective use and accountability of the land fund. In FY 2008/09, ULC planned to finalize the land fund regulations and submit them to cabinet. The draft regulations were forwarded for legal clearance by the Ministry of Justice and Constitutional Affairs. In FY 2009/10, the draft land regulations were finalized and the legal clearance was obtained from the Ministry of Justice and Constitutional Affairs. In FY 2011/12, ULC planned to publish the land fund regulations and guidelines and conduct sensitization about the regulations in Bunyoro, Toro, Ankole, and Buganda. This target was not done but the Land Fund regulations were submitted to cabinet for consideration and approval under the cabinet Memorandum CT (2011) 138. By this time, regulations were still in cabinet for consideration, and later approved in the following financial year. The regulations were submitted to parliament for approval in FY 2011/12 and in the FY 2013/14, the land fund regulations were gazetted. In the FY 2014/15, the commission published and printed 2,000 copies of the land fund regulation; and sensitised the public about these regulations.

To reduce tensions in Kibaale District and elsewhere which were reportedly rising due to the delay to resolve the historical land issues in the absence of the Land Fund which was awaiting gazettelement of the regulations, ULC under government project: *Support to Uganda Land Commission*, has been acquiring land from land owners on willing seller-willing buyer basis as provided for under Section 41 (4b) and 6(a) of the Land as an interim solution to stop illegal evictions of the bonafide occupants. The activities involved in Land Compensation include:

- i) Identification of registered land, surveying, and boundary opening
- ii) Land title verification and certification;
- iii) Verification of other vital related documents such as letters of administration, court orders etc;
- iv) Sensitization of land owners, occupants, local leaders, and the public at large;
- v) Inspection of land parcels;
- vi) Valuation identified parcels of land for compensation;
- vii) Compensation as per Chief Government Valuer Report (CGV);
- viii) Transfer of Certificate of Title to Uganda Land Commission; and
- ix) Supervision and Monitoring;

Since 2002/03 to 2014/15, the commission has received funding totalling 37.5 bn and acquired 65,901.9 hectares of land with bonafide occupants to enable them register their land holdings. Overall, 232 landlords have been compensated and 309 Certificates of Titles for the acquired lands have been surrendered and transferred to government in the name of Uganda Land Commission. The hectares of land acquired and compensated in different regions of the country are shown in the figure below.

**Figure 52: Hectares of Land Compensated by Region**



Source: ULC Land Fund Management Report, July 2014.

According to assessment of the CGV, in 2002 when Land compensation started, Government required UGX. 1,767.57 bn to pay off the land owners of tenanted land who owned an estimated 1,944,008 ha; Kibaale (Bunyoro)-178,432 ha, Ankole-68,808 ha, Buganda-1,669,320ha, Toro-23,552 ha and Mbale-4,096 ha. Out of the estimated 1,944,008ha, the Commission has acquired 65,901.9ha.

### **(iii) Production of Country Blocks**

The Commission developed registers of Mailo land owners and produced maps for Bugaingaizi, Buyaga, and Buyanja showing land compensated by ULC. These maps will assist in identifying registered land owners for purposes of compensation and choice of parishes for systematic land demarcation now that Land Fund Regulations are in place and ULC has embarked on sensitization and regularisation of land ownership of occupants on land so far acquired beginning with Kibaale District.

### **Challenges of the Land Fund**

- i) Inadequate domestic resource allocation through the government budget. The Land Fund Project was allocated UGX 12.754 bn and yet UGX 1,767.57 BN is the amount required for land compensation to allow bonafide occupants regain land tenure security. This yearly allocation for land compensation is inadequate to cause any significant impact.
- ii) Inadequate staffing due to delay in approval of new ULC structure
- iii) Lack of Land Administration institutions (in some districts) to support land fund implementation. Full implementation of the Land Fund (redistribution, resettlement, of the landless, loan schemes) requires full and effective participation of Land Act Institutions.
- iv) ULC requires land from people having letters of administration of the estate of deceased landlords. Sometimes these letters are challenged in courts of law leading to placement of caveats thereby delaying the compensation process.

### **3.2 Challenges encountered by Uganda Land Commission**

In executing its duties to fulfil its mandate, the ULC has faced the following challenges;

#### **1) Human Resource Challenges**

- (i) The commission's human resource capacity (numbers and competence levels) is severely limited, considering the scope of its mandate. This also makes it impossible for the commission to manage the government land outside the country – though, it can be delegated to the missions abroad.
- (ii) The temporary nature of the position of the Commissioners implies that it's harder to maintain a common vision for the commission in the medium and long term, which affects the strategic planning and oversight of the role of the commission.

#### **2) Financial Challenges**

- (i) The commission's approved finances are far less than what the commission requires in order to deliver on its mandate, especially with regard to the Land Fund;
- (ii) The commission's planning and capacity for flexibility in response to crises and sudden changes within the sector is limited by the rigid confines of the Mid-Term Expenditure Framework.

#### **3) Institutional and Regulatory Framework Challenges**

- (i) The commission lacks a complete organisational structure. Its proposed human resource structure is yet to be approved by the Cabinet, limiting its capacity to carry out its mandate;
- (ii) A statutory framework that enhances the commission's revenue generation capacity is required to ensure it can complement its resource envelope from the government and finance its strategic and long term planning. The development of such a framework can be a long and arduous process because of the bureaucratic and lobbying action required;
- (iii) Due to lack of a specific law and comprehensive regulations, the commission is rendered weak and its mandate often split, usurped or duplicated by other MDAs including Uganda Properties Holdings Limited and the Uganda Investment Authority (UIA). This situation is exacerbated by the lack of clarity over the sale, disposal or allocation of government's land as result of non-alignment between the current provisions of the Land Act and the 2003 PPDA Act;
- (iv) The commission lacks a statutory budget that takes into account its supervisory role; extensive resources are required given the spatial, scattered and diverse nature of the

- commission's activities; and because they are not provided for it leaves the commissions severely unfunded;
- (v) The commission's offices are limited in terms of its administrative requirements. There not enough space for an efficient archiving or filing system and office space for the current staff;
  - (vi) The absence of a comprehensive land inventory significantly impacts on the commission's capacity to carry out its mandate. While the budget Act requires all MDAs and institutions to have a comprehensive record assets under their purview safely, most of the land under the Commission is neither surveyed nor titled;
  - (vii) The delay in the approval of the Land Fund regulations makes the operationalisation of the Land Fund difficult. The intricacies of executing the land fund and overseeing the guidelines and regulations suggest the need for a commissioner charged specifically with the management of the land fund. However, there is currently no commissioner specifically tasked with this oversight.
  - (viii) While allocating the government land to developers, the commission doesn't carry out Land Banking (the identification and purchase of land for current and future use with regards to settlement, urban development and government use). This leaves the government vulnerable to high rental costs and the possibility of re-purchase at much high prices when seeking to build its own premises.

## **4.0 LHUD SECTOR PERFORMANCE ON CROSS CUTTING ISSUES**

### **4.1 Introduction**

This section discusses how the implementation of sector policies and strategies have addressed and responded to the cross cutting issues of Gender and Equity; HIV/AIDS; and the Environment; and how the LHUD sector has performed on these issues between FY 2006/07 and FY 2014/15.

### **4.2 Gender and Equity**

The LHUD sector takes gender issues seriously and the pursuit of women's land rights stems in part from the recognition that, women have a key role to play in agriculture and food production. The sector promotes women's rights and allocates financial resources for sensitization workshops on gender mainstreaming and land rights sensitization seminars for marginalized groups in all its land management institutions.

The LHUD sector is also aware of the concerns of Persons with Disabilities (PWDs) particularly in the Housing Sector. The Ministry is in the final stages of building regulations regarding the provision of access for PWD in all building structures as well as planned toilet facilities for PWDs in public buildings including schools and health facilities. In addition, the planning regulations will be reviewed to include the concerns of PWD in the design of local development plans.

Regarding equity, there has been a strong case for improving women's rights over land for equity reasons to satisfy social justice. The Ministry is in the process of collecting gender disaggregated data particularly in the lands subsector which will be analysed to make informed policy decisions. To address the issues of mainstreaming gender, equity and equality and to ensure that all gender is treated equally while leasing land, the sector follows the Uganda Gender Policy (2007) to (a) facilitate inspections and process lease applications on merit; (b) ensure adequate budget for gender equality objectives, including sufficient resources for capacity building; (c) develop a clear strategy and action plan for promoting gender equality; (d) advocate for gender equality as a core

development objective; (e) ensure that the activities set forth in the work plan are sufficient to realise gender-equality objectives; and (f) enhance know your Gender Rights campaign.

### **4.3 HIV/AIDS**

The LHUD sector has been allocating funds for HIV/AIDS activities. The pandemic is posing a great challenge to the LHUD Sector, lowering the performance through illness, care and death of highly qualified and experienced staff and through the diversion of the limited resources to care for workforce affected by HIV/AIDS. The Sector developed the Sector HIV Workplace Policy, 2013 – 2018 with the purposes of ensuring a consequent and equitable approach to the prevention and treatment of HIV/AIDS amongst the sector employees and affiliated stakeholders; and the comprehensive management of the consequences of HIV/AIDS, including care and support for employees and immediate families affected by HIV/AIDS.

The Sector is in the process of coming up with a Strategic Plan for the management of HIV/AIDS in the sector. The Sector intends to carry out sensitization workshops for its staff and also come up with welfare programs for the affected and infected staff. The Sector is concerned that labour productivity of its individual employees and co-workers is affected by HIV/AIDS. To address this issue, the sector promotes workplace HIV awareness, prevention and counselling. In addition, the sector will:

- (i) Implement the Ministry's HIV Workplace Policy;
- (ii) Conduct HIV/AIDS awareness campaigns;
- (iii) Provide workplace HIV testing and counselling services;
- (iv) Develop awareness campaigns, provide information material, encourage media involvement and hold events that will educate the community on HIV/AIDS, sexually transmitted infections and sexual health;
- (v) Participate in research on prevention and care;
- (vi) Publish an annual HIV work place newsletter;
- (vii) Participate in related local/international meetings and network/associations in order to develop and maintain models of best practice;
- (viii) Provide HIV/AIDS related information on the Ministry Website;
- (ix) Provide outreach services to the affiliated institutions such as MZOs who are potentially at risk and who are not in contact with other services;
- (x) Prepare and publish leaflets, posters, brochures and booklets on sexual health matters for information and distribution to other health facilities, seminars, conferences etc.

### **4.4 Environment**

Issues of environmental management are important to the attainment of sustainable economic growth. The LHUD sector incorporates environmental management issues in all its programmes and activities. The sector trains land management institutions at local governments and environmental management, particularly Area Land Committees and District Land Boards are advised to bring up issues of environment in their respective areas. Land titles cannot be issued in environment protected areas. The sector has a Land Inspection Division which carries out inspection if it is not satisfied with the remarks by the lower land management institutions before a land title is processed. The LHUD sector conducts sensitisation of the land management institutions through training and induction of new Area Land Committees and District Land Boards on issues of environment.

The sector is also concerned that there is increased encroachment on wetlands and deterioration of the workplace environment through intoxication of air with carbonated substances and other harmful substances, contamination of water and haphazardly disposal of wastes. The sector promotes awareness, knowledge and attitudes of workplace environment in order to prevent deterioration of workplace environment. This is done through;

- (i) Coordinating regular meetings on protection of wetlands and produce inspection reports
- (ii) Promoting “Keep your environment Clean” campaign.
- (iii) Reducing the amount of waste generated and promoting reuse/recycling at the workplace;
- (iv) Procuring dustbins for disposal of wastes and label them accordingly; and,
- (v) Using of Environment friendly products.

## **5.0 AUTONOMOUS AND SEMI-AUTONOMOUS BODIES**

### ***(i) National Housing and Construction Company Ltd***

The company aims at creating the reality of home ownership in well-planned and permanent built environments.

### ***(ii) Housing Finance Bank LTD***

The bank provides affordable financing options for home development and acquisition, and promotes a culture of saving amongst Ugandans.

### ***(iii) The Town and Country Planning Board***

The Board is responsible for ensuring orderly, progressive and sustainable urban and rural development through appropriate physical planning.

### ***(iv) The Architects Registration Board***

The Board is responsible for regulating and maintaining the standard of architecture in the country through registering Architects, making By-Laws for the better carrying into effect the provisions of the Statute, regulating the conduct of Architects and promoting training in Architectural Science.

### ***(v) 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 practical licenses to surveyors.