



UGANDA LAND COMMISSION

STRATEGIC PLAN 2020/21 - 2024/25

Vision

“Excellent administration and management of government land, property and land fund for sustainable development”

Goal

“Effectively and efficiently manage Government land and property thereon for sustainable development”.

December 2020

FOREWORD

The five year Strategic Plan for the Uganda Land Commission has been developed for the period 2020/21 – 2024/25 financial years. In line with the National Development Planning requirements, the Strategic Plan is aligned to Uganda Vision 2040, the third National Development Plan (NDP III), the Programme Implementation Action Plans for the Natural Resources, Environment, Climate Change, Land and Water Management; Sustainable Urbanization and Housing; and Agro-Industrialization programmes in line with Government Programmatic approach to planning. This Plan has been developed against several strategic and policy backgrounds which include the 1995 Constitution, the Uganda National Land Policy 2013, The Land Act Cap 227, National Physical Planning Act 2010, as well as the new approved staff establishment structure for Uganda Land Commission.

The five year Uganda Land Commission Strategic Plan (2020/21 – 2024/25) continues the work of the previous Strategic Plan which elapsed with the second National Development Plan (NDP II) which covered the period 2014/15 – 2019/20. The Strategic Plan takes into account the statutory, structural and financial limitations and risk factors that have been identified and which affect the Commission's capacity to execute its mandate. The Plan none-the-less identifies Strategic Areas and Policy interventions that can be effected to mitigate the impact of these limitations or resolve them all together.

I would like to thank everybody and institutions that have been instrumental in putting together this plan namely: - the Commission Members and staff of Uganda Land Commission, National Planning Authority and stakeholders within the Programme Working Groups of Natural Resources, Environment, Climate Change, Land and Water Management; Sustainable Urbanization and Housing; and Agro-Industrialization. I would also like to thank the Consultants, Empower Consults Ltd who were contracted to spearhead and develop this five year Strategic Plan for Uganda Land Commission.

I thank you.



Hon. Byenkywa Beatrice Nyakaisiki
Chairperson, Uganda Land Commission

EXECUTIVE SUMMARY

The 1995 Constitution of Uganda and the Land Act cap 227, as amended establish the Uganda Land Commission (ULC) with the mandate to hold and manage any land in and out of Uganda vested in or acquired by the Government of Uganda. The Land Act partially operationalises the establishment of ULC, creates the Land Fund and places its management under ULC. However, these legal frameworks do not provide for the Commission's full establishment, thereby requiring a comprehensive a stand-alone law and regulations to holistically guide and govern the Commission's business. To address this gap, a bill was developed and is to be tabled before Cabinet for consideration. Currently, the smooth implementation of some of the Commission's operations and activities have been inhibited by the absence of comprehensive legal framework and this has posed various challenges.

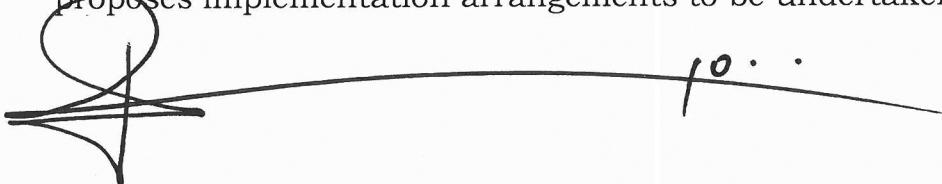
The planning process of Government is guided by the National Development Plan (NDP). The NDP III has adopted a Programme Planning Approach (PPA), a departure from the Sector Wide Approach (SWA) that had been embraced by Government since 1996. Under PPA, ULC belongs to three Programme Working Groups (PWGs) namely: Natural Resources, Environment, Climate Change, Land and Water Management; Sustainable Urbanization and Housing; and Agro-Industrialization. The PWGs finalised the formulation of the respective Programme Implementation Action Plans (PIAPs) for FYs 2020/21 – 2024/25. In implementing its mandate, ULC has aligned its Strategic Plan with the NDP III and PIAPs as required.

In developing this Strategic Plan, a range of strategic planning tools such as stakeholder- analysis, risk- analysis, strength- weakness- opportunity- threat (SWOT) analysis and others were applied. Policy and legal frameworks affecting the Lands, Housing and Urban Development Sector Budget Framework Papers, Ministerial Policy Statements, and Regional and International Conventions and Obligations to which Uganda is a signatory were reviewed.

The Strategic Plan serves the following purposes: provides a roadmap towards achieving the ULC vision, goals and objectives; is the basis for preparation and implementation of ULC annual work plans and budgets; acts as tool for resource mobilization; and operationalizes the new establishment structure and staffing to deliver the strategies.

The core cross cutting issues anticipated to impact the implementation of the planned initiatives include climate change, environment, gender, HIV/AIDS, human rights, social protection and population have been incorporated in the plan. ULC embraces and subscribes to a set of principles and norms that symbolize its moral fabric and culture and guide service delivery to all its stakeholders. The core values are *TACET*- Transparency, Accountability, Cooperation, Equity, and Time Management.

Through this Strategic Plan, ULC seeks to address the challenges and risk factors identified by providing strategic direction that it will implement over the 5 (five) year period of the NDP III. The plan details strategic objectives and proposes implementation arrangements to be undertaken.

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Barbara Imaryo
SECRETARY

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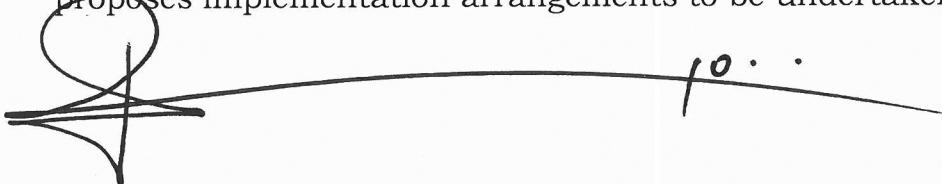
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1.0 INTRODUCTION

1.1 About the Strategic Plan

In line with the national development planning requirements, Uganda Land Commission has developed a five-year Strategic Plan aligned to Uganda Vision 2040, the Programme Implementation Action Plan (PIAP) for the natural resources, Environment, climate change, land and water management; sustainable urbanisation and Housing; and Agro-industrialization programmes and the third National Development Plan (NDP III).

ULC is the statutory organization responsible for management of government land and property thereon. Uganda Land Policy 2013 defines Government land as land vested in or acquired by the government in accordance with the constitution; or acquired by the government abroad; or land lawfully held, occupied and/or used by the government and its agencies, for the purposes of carrying out the functions of government.

The Strategic Plan will guide the ULC in executing its statutory mandate for the next five-year period spanning 2020/21 to 2024/25, replacing the current one that is expiring on 30th June 2020.

1.2 Rationale and Purpose of the Strategic Plan

1.2.1 Rationale

The need to provide guidance to the Uganda Land Commission in the implementation of the relevant Programmes of the third National Development Plan (NDP III) as well as the contribution of the Commission towards the PIAPs for the natural resources, sustainable urbanisation and agro-industrialisation programmes.

The Strategic Plan is required to provide a comprehensive framework for mainstreaming of land management matters in the Global and Regional development agenda such as Agenda 2030, Africa Agenda 2063 and East African Community Vision 2050.

1.2.2 Purpose of the Strategic Plan

The ULC Strategic Plan 2020/21 – 2024/25 is expected to serve the following purposes:

- Provide a roadmap towards achieving the Commission vision, goals and objectives.
- Help Uganda Land Commission to derive its annual work plans and budgets that are aligned to the NDP III thereby enhancing its score on annual compliance assessments.
- Provide a basis for performance management in the Commission by providing performance goals and targets for different departments, units as well as individual staff. This will in turn improve performance measurement and reporting, and accountability.
- Propose and operationalize the right organizational structure and staffing to deliver the strategy.

- Act as tool for adequate resource mobilization and financing of the Commission.

1.3 Integration of Global and Regional Development Agenda

Uganda is a signatory to the post-2015 United Nations (UN) Sustainable Development Goals (or UN Agenda 2030) which consists of a set of 17 goals and attendant targets. The UN Agenda 2030 embodies the aspirations of a world that is more equal, more prosperous, more peaceful and more just. In addition, aspirations adopted by or to which Uganda subscribes include those of the African Union (Africa Agenda 2063) and East African Community (EAC Vision 2050).

1.3.1 United Nations Agenda 2030

The Agenda 2030 contained a set of 17 development goals agreed upon as minimum development aspirations for UN countries for period 2015 -2030 commonly known as Sustainable Development Goals (SDGs). Under goals 1, 2, 14 and 15, there are targets on land management including ensuring equal access to land. The list of targets to be integrated and aligned to ULC Strategic Plan have been mapped as shown in **Table 1** below:

Table 1: Mapping Land Management goals and interventions to relevant SDGs Targets

No.	SDGs	Targets	Major Land Issue Addressed
1	End poverty in all its forms everywhere	1.4. by 2030 ensure that all men and women, particularly the poor and the vulnerable, have equal rights to economic resources, as well as access to basic services, ownership, and control over land and other forms of property, inheritance, natural resources, appropriate new technology, and financial services including microfinance	Ownership, and control over land
2	End hunger, achieve food security and improved nutrition, and promote sustainable agriculture	2.3. by 2030 double the agricultural productivity and the incomes of small-scale food producers, particularly women, indigenous peoples, family farmers, pastoralists and fishers, including through secure and equal access to land, other productive resources and inputs, knowledge, financial services, markets, and opportunities for value addition and non-farm employment	Secure and equal access to land
		2.4. by 2030 ensure sustainable food production systems and implement resilient agricultural practices that increase productivity and production, that help maintain ecosystems, that strengthen capacity for adaptation to climate change, extreme weather, drought, flooding and other disasters, and that progressively improve land and soil quality	Improvement of land and soil quality

No.	SDGs	Targets	Major Land Issue Addressed
5	Achieve gender equality and empower all women and girls	5.7. undertake reforms to give women equal rights to economic resources, as well as access to ownership and control over land and other forms of property, financial services, inheritance, and natural resources in accordance with national laws	Ownership and control over land and other forms of property
14	Conserve and sustainably use the oceans, seas and marine resources for sustainable development	14.1. by 2025, prevent and significantly reduce marine pollution of all kinds, particularly from land-based activities, including marine debris and nutrient pollution	Land Management
15	Protect, restore and promote sustainable use of terrestrial ecosystems, sustainably manage forests, combat desertification, and halt and reverse land degradation and halt biodiversity loss	15.1. by 2020 ensure conservation, restoration and sustainable use of terrestrial and inland freshwater ecosystems and their services, in particular forests, wetlands, mountains and dry lands, in line with obligations under international agreements	Land Conservation
		15.3. by 2020, combat desertification, and restore degraded land and soil, including land affected by desertification, drought and floods, and strive to achieve a land-degradation neutral world *taking into account ongoing WTO negotiations and WTO Doha Development Agenda and Hong Kong Ministerial Mandate	Land conservation
		15.8. by 2020 introduce measures to prevent the introduction and significantly reduce the impact of invasive alien species on land and water ecosystems, and control or eradicate the priority species	Land conservation – reducing impact of Invasive Alien Species (IAS)

Uganda land Commission in its Strategic Plan has identified measures to address Agenda 2030 –related land management targets falling within its jurisdiction.

1.3.2 Africa Agenda 2063

The Africa Agenda 2063 is 50-year continental commitment prepared through a people-driven process outlining the Africa We Want. Among the many targets for Aspiration 1: A Prosperous Africa based on inclusive Growth and Sustainable Development is putting in place measures to sustainably manage the continent's rich biodiversity, forests, land and waters and using mainly adaptive measures to address Climate change risks. Goal 5 of Aspiration 1 is about Modern Agriculture for increased productivity and production. The target intervention under priority 1: Agricultural productivity and production is to implement AU Land Policy Initiative while developing/implementing policies for reduction pollution of the ocean environment from both land and sea-based sources is a key intervention for Goal 6: Blue/ ocean economy for accelerated economic growth. One of the key interventions identified under priority 4; Modern and Liveable Habitats and Basic Quality Services is to develop/ implement policies for improved urban and territorial planning, land tenure, use and management systems.

The 2023 targets for Goal 7: Environmentally sustainable climate resilient economies and communities is to ensure that at least 30% of agricultural land is placed under sustainable land management practice. The proposed measures include implement fully the AU Framework Guidelines on Land Policy in Africa as well as Guiding Principles on Large Scale Land Based Investments in Africa; put in place sustainable land management practices including sound property rights and institutions to ensure security of tenure; promote the domestication of the CCNNR, Framework Guidelines on Land Policy in Africa; as well as the Guiding Principles on Large Scale Land Investments in Africa, and Implementation of the Great Green wall for the Sahara and Sahel Initiative (GGWSSI) as a framework against desertification and land degradation. ULC Strategic Plan will integrate the Agenda 2063 goals, strategies and interventions that are relevant to its Constitutional mandate.

1.3.3 East African Community Vision 2050

The Aspiration of EAC Vision 2050 is an upper-middle income region within a secure and politically united East Africa based on principles of inclusiveness and accountability. Mission statement is to widen and deepen economic, political, social and cultural integration in order to improve that quality of life of the people of East Africa. Development of the Vision takes cognizant of changing global, continental and regional development landscape and therefore the need to consolidate and integrate a number of Global, Continental and Regional Development Agendas into home grown aspirations.

The vision identified plenty of arable land among the key strengths of the region. However, it reveals that the issue of land degradation and drought are challenges of a global dimension and continue to pose serious challenges in parts of the Community. Vision 2050 will integrate actions of mitigating the effects of land degradation and drought, including restoring degraded lands, improving soil quality and water management, in order to contribute to improved land use in the region. The Vision 2050 will also emphasize and guide interests of the citizens in negotiating large-scale land-based investment agreements.

Vision 2050 emphasizes sustainable land management, particularly its contribution to biodiversity, sustainable agriculture and food security, eradicating poverty, empowerment of women, addressing climate change and improving water availability. Under Agriculture, Food Security and Rural Development, the Vision identifies land management and rural development as one of the strategies for promotion of sustainable agricultural production and productivity in the region. The initiatives during the period of the Vision 2050 will promote actions to better address the needs of rural communities through, *inter alia*, enhancing access to credit and other financial services, markets, secure land tenure, health care, social services, education, training, knowledge and appropriate and affordable technologies. In addition, efforts will be made to secure communal land rights, and accord the necessary farmer support to enhance agricultural growth in the region. At a Partner State level, concerns around rural development and the urgency for land reform will be emphasized and given high political commitment to

ensure balanced land distribution and ownership. The above aspirations, goals and strategies shall be integrated into the ULC Strategic Plan with emphasis to those assigned to national governments.

1.4 Linkages with National Development Planning Frameworks

As defined in the Comprehensive National Development Planning Framework (CNDPF), Uganda's development planning has since 2010 been guided by a 30-year national vision (Uganda Vision 2040), five-year National Development Plans (NDPs) with corresponding Sector/MDA and local Government Development Plans, and Annual Plans and Budgets. This section presents the alignment of ULC Strategic Plan with Uganda Vision 2040, NDP III and the Programme Implementation Action Plan (PIAP) of the Natural Resources, Environment, Climate Change, Land and Water Management Programme. Chapter three of the plan demonstrates the linkages between ULC Strategic Plan with the NDP III through adopted goals, objectives, Programmes and sub Programmes.

Under Government of Uganda Program-based approach to coordination and execution of policy, planning and budgeting processes, Uganda Land Commission largely contributes to three programmes, namely Natural Resources, Environment, Climate Change, Land and Water Management; Agro Industrialization and Sustainable urbanization. This strategic plan therefore integrates the Programme Implementation Action Plans (PIAPs) for the above three NDP III programmes. The alignment of ULC strategic plan to the third National Development Plan (NDP III) is as shown in the **Annex II**.

1.5 Principles of the Strategic Plan

The principles guiding this Strategic Plan and the consultative processes leading to the production of the plan include the following:

- i) Participatory and inclusive processes – development and execution of the Strategic Plan was participatory and all inclusive.
- ii) Alignment with global and regional agenda
- iii) Equity
- iv) Mainstreaming of cross-cutting issues

1.6 Organisation of the Plan

The Strategic Plan is organized in six chapters as follows: Chapter one provides an introduction—the context of the Strategic Plan. The second chapter is strategic analysis, which provides situational/contextual analysis and environmental scan. The third chapter presents the strategic direction, which includes ULC mandate, mission, vision, core values, goals, strategic pillars, strategic objectives, strategies and actions. Chapter four presents the implementation mechanism for the Strategic Plan, which includes critical success factors, institutional arrangement for Strategic Plan implementation, accountability and risk management, and communication strategy. Chapter five presents

financing strategy for the Strategic Plan. Chapter six presents monitoring and evaluation strategy for the Strategic Plan.

2.0 SITUATION ANALYSIS

2.1 The Policy Framework for Management of Government Land in Uganda

This section analyses the policy, legal, and institutional framework for land management in Uganda with particular emphasis to management of government land.

2.1.1 Uganda Vision 2040

The Uganda Vision 2040 aims at transforming Ugandan society from a peasant to a modern and prosperous country within 30 years. This involves transitioning from a predominantly low-income country, through a competitive middle-income country phase, to a competitive upper middle-income country within 30 years.

The Vision identifies land, as a crucial resource and important factor for enabling socio-economic transformation of Uganda. In addition, the vision identifies land use and management among the key fundamentals to rely on to harness opportunities in the primary growth sectors. The land management related issues and challenges sited in the vision, include small holding, land fragmentation, multiple land rights engendered by the tenure system, and gender disparities in access and control over productive resources like land.

The vision prioritizes a number of interventions in land holding and management. Below are those that have implication to works of the Uganda Land Commission:

- i) Make land reforms to facilitate faster acquisition of land for planned urbanization, infrastructure development, and agricultural commercialization, among other developments.
- ii) Ensure that land fragmentation is reversed to secure land for mechanization;
- iii) Designate land and develop appropriate infrastructure for development of a hi-tech city
- iv) Roll out a systematic land demarcation and survey the entire country over the Vision period to enhance titling on land.
- v) Computerize the land registration system to ensure efficient and effective land management.
- vi) Ensure that land acquisition is driven purely by market forces, within the framework of the zoning laws and with minimum distortion.
- vii) Revitalize land tribunals to provide redress for people or organizations that will feel aggrieved in land matters.

2.1.2 Third National Development Plan (NDP III), 2020/21-2024/25

The NDP III recognizes land as an important resource for national social economic transformation and development. About 80 percent of Uganda's land is arable, but currently only 35 percent is being cultivated. Addressing land acquisition and

compensation issues (high costs, cultural issues) was identified among lessons learnt from NDP II and key strategy for enhancing NDP III Programmes such as agro-industrialization, mineral development and, petroleum development and sustainability, as well as integrated transport infrastructure and services.

The key land management issues and challenges cited in NDP III include:

- Only 21 percent of the country's land is titled impacting investments, land transactions and supply of land for development. The low rate of surveyed land is largely attributed to limited budget outturn for the Sector
- Land acquisition delays were reported among the major factors that stalled and impeded the implementation of key NDPII projects resulting into immediate costs to government in form of idle equipment costs, penalties on non-utilized borrowed funds, and delayed realization of intended investment returns.
- Access to land is thus a key constraint to infrastructure development due to high compensation costs.
- Land transactions, land and property transfer and registry are key challenges for doing business by the private sector.
- Failure to enforce the Physical Planning Act (2010) and the National Physical Planning Standards and Guidelines (2011) has resulted in land fragmentation through unregulated land subdivision and transactions.
- Complex land tenure system prescribed by the Constitution, which vested land ownership to residents, with urban authorities no longer holding statutory leases, is a key factor responsible for inadequacies in physical planning.
- Land justice disputes continue to take up a large proportion of the load in terms of case backlog in the civil courts and have been noted to contribute to several criminal matters, including murders, arsons, assaults and trespass. The delay in disposal of these matters also means that vast assets are tied up in litigation for prolonged periods, therefore hindering economic development processes.

NDP III acknowledges that tackling land administration challenges in order to increase land available for productive use, is among key interventions for improving incomes of Ugandan population in subsistence economy as well as increasing government participation in strategic sectors. It spells the need to strengthen the capacity and operations of the commercial justice institutions to provide fast and effective dispute resolution in all the specialized areas and in the area of Alternative Dispute Resolution. Further, promoting sustainable land and environment management practices such as develop land and soil conservation practices in the prioritized commodities, and introduce and scale up Agro-forestry is key interventions under agro-industrialisation Programme. Others include improving land tenure systems that promote agriculture investments, through increase the number of farmers with titled land to ensure land tenure, and promoting the policy of non-fragmentation of Agricultural land among family members in all agro-ecological zones, and secure and efficiently use public agriculture

farmlands and ranches security. Matching the Commission's priority to the relevant NDP III Programme and sub-programmes is done in Chapter three.

2.1.3 National Land Policy 2013

The government of Uganda formulated the Uganda Land Policy 2013 to provide a framework for articulating the role of land in national development, land ownership, distribution, utilization, alienability, management and control. It provides framework for reforms geared towards having an efficient and effective land delivery system, which is a basis for poverty reduction, wealth creation and social transformation.

The policy harmonizes diverse views on historical land injustices, land management and land use, and contemporary land issues, and it protects the right of citizens on land as well. In other words, the policy introduces essential reforms for stemming off escalating land conflicts and land evictions, through re-institution of administrative land tribunals, creation of special divisions in administrative courts and High Court, and recognition of the dual operation of both customary and statutory systems in land rights administration, land management and land dispute resolution.

The Policy promises that Government shall set guidelines to Uganda Land Commission to lease or sell government land. Further to develop criteria for land adjudication and re-distribution of the land purchased by Uganda Land Commission, as stipulated by the land act and ensure equity in re-distribution.

The policy makes clear distinction between government land and public land where: Government land is defined as land vested in or acquired by the government in accordance with the constitution; or acquired by the government abroad; or land lawfully held, occupied and/or used by the government and its agencies; for the purposes of carrying out the functions of government, while Public land as land reserved or held and used for a public purpose, including public open spaces, public infrastructure and land with a reversionary interest held by the district land board under section 59(8) of land Act.

2.1.4 Other policies and guidelines

These include National Land Use Policy 2008, National Physical Planning Standards and Guidelines (2011), and guidelines on establishment of industrial parks and export free zones for investment and export promotion.

2.1.5 Key policy related issues

A few issues relating to policies and guidelines for government land management include:

- Inadequate policy guidelines for management of government land and property
- Lack of policy guidelines for management of the Land Fund
- Lack of clarity regarding to whose name to issue titles for government land. While ideally, all government land titles should have been issued in names of Uganda Land Commission, several agencies and local government prefer the same be issued bearing names of their respective entities.

2.2 The Legal and Regulatory Framework for Management of Government Land

The two principle legislations governing land ownership and management in Uganda are the Constitution, and the Land Act, Cap 227. The key provisions in the legal framework relating to government land management are as described below.

2.2.1 The Constitution

The 1995 Constitution of the Republic of Uganda is the principal legal basis guiding land holding and management in Uganda. The Constitution introduces fundamental changes in the ownership, management and administration of land, vesting ownership of land in the citizens of Uganda. It decrees that 'land belongs to the people' and introduces and specifies land holding and rights to include freehold, mailo , leasehold and customary land. Furthermore, the Constitution decentralizes management of former public land to the districts and charges Uganda Land Commission (ULC) with management of government land and property therein.

2.2.2 Land Act, Cap 227, Land Amendment Act, 2010

Several sections of the 1998 Land Act provide for and specify components, functions, structure, procedures and modalities guiding activities of the Commission. Sections 41 and 45 of the Land Act establish the Land Fund, the Secretariat, its composition, structure and appointment procedures of the Commissioners and Officers of the Commission.

2.2.3 The Physical Planning Act, 2010

The Physical Planning Act, 2010 is one of the government frameworks in place to guide the planning and use of land. The Act among others establishes the district and urban physical planning committees; to provide for the making and approval of physical development plans and for the applications for development permission; and for related matters. The Act does not clearly pronounce its linkage with Uganda Land Commission save from its advisory role to the Commission on matters concerning alienation of land.

In the Physical Planning Regulations 2011, that operationalize the above Act, 2010 there is no articulation on what the advisory role entails despite Uganda Land Commission's

critical mandate concerning government land and property management. This is a gap that ought to be addressed going forward to ensure that land is planned, managed and used for the benefit of the present and future generations.

2.2.4 Land Regulations, 2004

The Land Regulations 2004, further provide guidance on the functions of the Committees, Board and Commission; parcel demarcation and land demarcation, registration of land, land occupancy and related transactions and Mediation. The regulations articulate the procedures on the listed areas clearly delineating the roles of each of the players on land and property matters.

The regulation provides clarity on the procurement or acquisition of certificates of title for freehold, in the case of land vested in the Commission or acquired by government and leasehold, for land held by the commission. There is however, a level of ambiguity when it comes to the allocation of land to persons. At district level, persons may apply to the district board to be allocated land not owned by anybody with in that district. The regulations on the other hand give the Commission the power to allocate land only held by it to applicants. In the case where the Commission has no audit of the land resource under their custody with in the districts, there is a looming threat of land grabbers taking advantage of this ambiguity in the regulations.

2.2.5 Other Land Management Laws and Regulations

Other legislations and regulations relating to management of public land include but not limited to the following: Land Acquisition Act, the National Environment Act; the National Planning Authority Act (NPA) 2001; the Local Government Act Cap 243; Registration of Titles Act Cap 230; and the Land Fund Regulations 2014. Furthermore, the Traditional Rulers (restitution of Assets and Property) Act 1993, which instantly returned some assets and property specified in the Schedule to the Act, and the Uganda Land Commission Bill (2017), which is meant to operationalise Article 238 and 239 of the Constitution of the Republic of Uganda 1995 (Amended 2005).

2.2.4 Key legal and regulatory issues

The key issues arising from the analysis of the legal framework are as below:

- The existing legal framework is not adequate to guide the operations of Uganda Land Commission. There is thus an urgent need to enact into law the ULC Bill 2017 to enable operationalization of the Constitutional provisions creating the Commission.
- There is a lacuna in the law in regard to definition and composition of government and public land.
- By entrusting the mandate of management of formal public land to districts, the current law decimates the mandate and functions of the new Uganda Land Commission compared to that of the 1960s.
- The Constitution Decree that land belongs to the people interferes with development aspiration of the country especially in urban areas and in relation to acquisition of land for development projects. The provision is also interpreted to apply to government land leased to individuals during such a time as when government wishes to use the same for infrastructure and other developments.
- The provisions of the land acquisition act regarding compulsory acquisition of land for development have been vehemently opposed by the public, as they are believed to contradict the constitution requirement for full compensation prior to acquisition of land for development.
- The Traditional Rulers (restitution of Assets and Property) 1993 leaves lots of land and property of traditional rulers that were not specified to the schedule therein, hence outstanding claims for the same.

2.3 Institutional Coordination Framework for Government Land Management

There are different institutional players in land management in Uganda. They include Ministry of Lands, Housing and Urban Development (MLHUD), Uganda Land Commission, District Land Boards, District Land Tribunals, Semi-autonomous agencies in MLHUD such as National Physical Planning Board and Surveyors Registration Board. Others include Uganda Investment Authority (UIA), and Uganda Free Zones Authority (UFZA). The roles and responsibilities of the above players are as described below.

2.3.1 The Ministry of Lands, Housing and Urban Development

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

The Department of Land Administration is responsible for supervision of land administration institutions and valuation of land and other properties.

The Directorate is headed by the Director, Land Management who is in-charge of the overall management, coordination and supervision. The Directorate is made up of the Office of Director, Department of Land Registration, Department of Land Administration, Department of Surveys and Mapping, and a Land Sector Reform Coordination Unit.

2.3.3 Uganda Land Commission

Uganda Land Commission is a statutory agency established by Article 238 of the Constitution of the Republic of Uganda 1995 (Amended 2005). Article 238 (1) of the Constitution establishes the Commission, its membership and the conditions of service. Article 239 states in broad terms that the mandate of the ULC is “to hold and manage any land in Uganda vested in or acquired by the government of Uganda in accordance with the provisions of the Constitution and other functions as may be described by Parliament”. Following other legislative provisions, management of the land fund was added to the primary role of Commission and the new mandate is as stated below.

Mandate:

The Uganda Land Commission’s mandate is to hold and manage any land in and out of Uganda vested in or acquired by the Government of Uganda, and the management of the Land Fund.

Functions of the Commission:

- To hold and manage any land in Uganda vested in or acquired by the government in accordance with the constitution.
- Where applicable to hold and manage any land acquired by the government abroad expect that the Commission may delegate the management of such land to a mission of Uganda.
- To identify, survey and procure certificates of title of any land vested in or acquired by the government.
- To dispose of government land in accordance with the act.
- To manage and administer the land fund.
- To pay taxes, rates, property rates and ground rent in respect of property owned and used by the government.
- To prepare and maintain an inventory of government land
- To perform such other functions as may be prescribed by or under this act

The specific roles of the Commission relating to the function of managing the land fund, and maintaining inventory of government land are as summarized in **Table 3** below:

Table 3: Specific roles and responsibilities of ULC in managing the Land Fund and maintaining inventory of government Land

Manage and administer the Land Fund	Prepare and maintain an inventory of government land
<p>a) Give loans to lawful or bona fide occupants to enable them to acquire registrable interests pursuant to Article 237(9)(b) of the Constitution</p> <p>b) Purchase or acquire land where necessary in order to redistribute it to the tenants in an occupancy on such terms and conditions as shall be determined by the Commission</p> <p>c) Verify and distribute the land referred to in paragraph (b) of this subsection to the tenants by occupancy in accordance with the land act</p> <p>d) Cause and facilitate the holding under paragraph (b) of this subsection to be surveyed and enable to occupant to acquire a registrable interest of the holding</p> <p>e) Give loans to other persons to enable them to have their land surveyed for the purpose of acquiring certificates of title</p> <p>f) Resettle people who have been rendered landless by government action</p> <p>g) Perform such other functions as provided in this act or as the minister may in writing determine</p>	<ul style="list-style-type: none"> • The Commission shall prepare and maintain an inventory of all government land. • The Commission shall maintain and update the records and survey data of all government land, which shall be accessible to the public. <p>The inventory shall be maintained in the manner prescribed by the Commission. Without prejudice to subsection (2), inventory shall include-</p> <ol style="list-style-type: none"> a) The location and description of land b) The designated user of the land c) The physical characteristics of the land d) The encumbrances on the land e) The value of the land f) The policy in place for the land and whether the land is encroached upon g) The present or proposed use of the land or In the case of acquired land, the purpose for which it was acquired and any other related information h) Any other matter prescribed by the Commission

Powers of the Commission:

For performing its functions under the constitution and this act, the Commission shall-

- Acquire by purchase or exchange or otherwise hold land rights, easements or interests in land.
- Erect, alter, enlarge, improve or demolish any building or other erection on any land held by it.
- Subject to section 20, sell, lease or otherwise deal with the land held by it.
- Cause surveys, plans, maps, drawings and estimates to be made by its officers, agents or relevant government departments.
- Do such other things as may be necessary for or incidental to the exercise of those powers and the performance of those functions.

Governance and Reporting of the Commission:

ULC is headed by Chairperson and assisted by 8 members of the Commission, all appointed by H.E the President with approval of Parliament. The day to-date works of the Commission is undertaken by the Secretary who is supported by technical and support staff.

2.3.4 District Land Board

District Land Boards (DLBs) follow the provisions of the Constitution, Land Act and the land Regulations, on the ownership and management of land. The national and district policies and the customs or guiding principles of an area have to be born in mind. The duties include:(i) Hold and allocate land in the district that does not belong to any person or authority; (ii) Facilitate the registration and transfer of interests in land; (iii) Cause surveys, plans, maps, drawings and estimates to be made; (iv) Compile and maintain a list of compensations payable in respect to crops, building of a non-permanent nature after consulting the technical officers of the district, among other roles. The district land boards therefore perform almost similar roles as the Commission but the district level.

2.3.5 National Physical Planning Board

The National Physical Planning Board's functions include; initiate draft national and regional physical development policies, guidelines and strategies for consideration by the Board; being responsible for the preparation of all-national, district and local physical development plans; and from time to time, initiate, undertake or direct studies and research.

2.3.6 Surveyors Registration Board

Surveyors Registration Board (SRB), was established by an Act of Parliament - which is the Surveyors Registration Act, Chapter 275. Its major role is to regulate the surveying profession and activities of registered surveyors. The SBR regulates three type of surveyors;

- Land Surveyors – those who survey property boundaries to create parcels.
- Valuers/Valuation Surveyors – these attach values to property
- Quantity Surveyors – these are responsible for the computation of Bills of Quantities (BoQs) on construction and building sites.

In relation to land registration and management, SRB's main role is to; regulate the Land Surveyors and the Land Valuers; ensure that the work they do is fit for the purpose. SRB keeps a register of all the professionals and authorizes the surveys or valuations they undertake. The board keeps ethical standards of the professionals by exercising discipline to the professionals for any misconduct.

2.3.7 Uganda Investment Authority

Uganda Investment Authority (UIA) is responsible for coordinating, encouraging, promoting and facilitating investment in Uganda, as well as advising Government on investment policy and related matters. Amongst the objects of the Authority is to promote, attract, advocate, facilitate, register, monitor and evaluate the development of all forms of investment and business activities in Uganda. The Investment Code Act (2019), Section 10 (1e) gives the authority power to acquire, develop and manage serviced land for investment.

2.3.8 Uganda Free Zones Authority

The Free Zones Act (2014) established Uganda Free Zones Authority (UFZA). The Authority is responsible for the establishment, Management, maintenance, marketing, supervision and control of free zones. Section 26 (1 and 2) on Separation and Arrangement of Free zones, provides clarity on how the land is allocated; the developer identifies the free zone area/ land and the Authority in consultation with the relevant ministries prescribes the specific criteria and manner of arrangement. Thereon however, the free zone takes over the management of land though it falls under government land.

The review identified a number of issues relating to institutional coordination for land management in Uganda. They include but not limited to the following:

- Conflicting mandate between the Commission and the District Land Boards affects service delivery and may impact on the operationalization of this Strategic Plan.
- The Commission to recognize the roles of the complementary institutions and making good use of them.
- Collaboration between ULC and semi-autonomous bodies such as the Surveyors Registration Board.

2.4 State of Government Land in Uganda

2.4.1 Coverage of Government land

Government land is estimated to be about 23% of Uganda's total land area, which is 241,038 Square Km, inclusive of all National Parks, Game Parks, Gazetted forest reserves, wetlands and other protected lands like survey camps and tsetse fly control camps. However, only about 20% of Government land is titled.

Government land includes; Land held by Government in trust for the people of Uganda, Article 237(2)(b) of the Constitution (natural lakes, rivers, wetlands, forest reserves, game reserves, national parks and land reserved for ecological and tourism purposes). Under S. 49(b) of the Land Act, land acquired by Government abroad; land currently occupied and utilized by Government Ministries, Departments and Agencies; land held by Parastatal Bodies, Institutions or Bodies created by Constitutional provisions and Acts of Parliament; land acquired by Government under Article 26 read together with Article 237(2) (a) of the Constitution; and land acquired by Government and Statutory Corporations through contractual means by way of obtaining tenancies or leases.

2.4.2 Key issues and concerns in relation to management of Government Land

- Absence of updated Inventory of government land making it difficult to properly manage it and enforce requisite regulations
- The challenges of securing adequate buffers of government land (land banking) to facilitate future investments in the country especially for infrastructure projects
- Backlog of compensation claims from absentee landlords that have voluntarily accepted to sell their land to government
- Slow pace of operationalization of the Land Fund – currently there is no designated source of financing to constantly replenish the fund
- The land and property belonging to the traditional rulers that was not mentioned in the schedule to the 1993 Traditional Rulers Reinstatement Statute.
- Encroachment on Government land.

The interventions to address these and other issues have been identified and included in this Strategic Plan in section 3.

2.5 Performance of the Commission

This section highlights the key achievements of the Strategic Plan, the shortfalls or key areas that were not achieved and the challenges encountered while implementing this Strategic Plan. This section points to the learning points to integrate in the new phase of the Strategic Plan.

2.5.1 Achievement/successes

Strategic Area 1: Governance and Policy

- a) The Commission facilitated the drafting, consultation and followed through the approval processes of the ULC Bill. The Commission was able to secure Certificate of Financial Implication for ULC Bill from the Ministry of Finance, Planning and Economic Development.
- b) The ULC structure developed through a consultative process, obtained MoFPED's endorsement of the Certificate of Financial Implication and submitted to MoPS for approval.

Strategic Area 2: Comprehensive Database for Government Land and Property

- a) Towards the strategic initiative to identify, compile, update and manage an inventory of Government land and undertake inspection of Government land; ULC received, discussed and approved the processing of two hundred titles for different Government institutions. The Commission also reviewed, assessed and updated lease transaction files for Ground Rent and premium payment. The Commission was also able to update the Government land inventory.

b) Uganda Land Commission has made tremendous strides in correcting historical land injustices since 2016, the Commission has acquired 13,369.32 hectares (33,036 acres) of land from absentee landlords for redistribution to lawful and bona fide occupants as defined by the Constitution. This adds to the stock of 200,000 hectares of land that has been purchased by the Commission and is yet to be transferred to the lawful and bona fide occupants due to financial constraints. Of these, 15% was from firms, 20% from females, 70% from males and the rest jointly owned.

Strategic Area 5: All Government Land Titled

The Commission facilitated and approved processing of 200 freehold land titles on Government land for different Ministries, Departments and Agencies.

Strategic Area 6: Land Fund Management

a) The Uganda Land Commission has created awareness around the internal guidelines and regulations for the management of the Land Fund in alignment with the Land Act, 1998, Cap 227- publicizing Land Fund. The Commission printed 3,500 copies of Land Fund Regulations- 2014. Some of these were disseminated during consultative and sensitization meetings with district leaders of Bunyangabu and Lawful bonafide occupants (male and female) of parcels of Land in Kibaale, Kagadi, Kakumiro, Luwero and Nakasongola Districts.

b) Further still, the Commission embarked on sensitisation, adjudication, sub division surveys and titling of land in favour of occupants in areas such as Block 44 Plot 20 in Bunyangabu and the villages of Mayirikiti, Junda, Kayebe, Nakigoza, Nakabito, kigejo and Dagala villages as well as the Mayirikiti Town council, Kalongo, Kalungi, Zirobwe and Lwampanga Sub counties in Nakasongola District. The sub division in Bunyangabu alone resulted in the processing of 2400 titles for the residents which will help to empower them economically. The Commission has also processed over 600 deed plans for the greater Kibaale area for issuance to the lawful and bona fide occupants. When this exercise ends, 2400 titles In Bunyangabu, 2000 in Nakasongola, 15 in Luwero and 613 in greater Kibaale will be issued to residents. This will increase tenure security and greatly contribute to the objective of taking Uganda to modernity through job-creation and inclusive development. This is in supplement to the 300 titles handed to the residents of Nakaseke district in 2018. During regularisation of ownership of land, all couples are encouraged to register names of both partners on the certificates of title. This has protected family land and promoted agricultural investment on the land

Strategic Area 7: Broadening the Resource Base

The Commission collected UGX over 20Billion shillings of NTR, the increased NTR collection is attributed to the overflow of transactions after lifting the suspension of Land Transactions on Government Land that was put in place by the Line Minister.

2.5.2 Shortfalls

Due to a number of challenges especially those relating to inadequate legal framework and financing, the Commission has recorded underperformance in a few areas. These should form part of the priorities for this Strategic Plan. They include:

Strategic Area 2: Comprehensive Database for Government Land and Property

- a) The ULC could not fully develop a database platform that can integrate with the Land Information Management System, while meetings were held towards this activity, funding has not been forthcoming for the Commission to carry out surveys, marking, mapping and other activities that would lead to establishment of an up to date Government land inventory.
- b) The Commission was unable to make progress on the strategic action of facilitating and carrying out Land Banking due to the failure to operationalise the Land Fund; as a consequence, Government is slated to continue losing resources in compensation in future when implementing projects due to failure to implement the Land Banking.
- c) Toward the strategic action to regularly monitor the use of, and developments on, Government Land abroad, no progress was reported on the activity to develop modalities for designating management of Government Land abroad, which was the one of the initial activities in the process.

Strategic Area 3: Strengthening Human Resource

- a) The ULC draft structure is in place but has not been implemented resulting into several gaps in the execution of certain deliverables such as setting up a specialized monitoring and evaluation desk, implementation of the capacity building and recruitment plan among other deliverables. This resulted into a number of short falls in the implementation of the Strategic Plan.

Strategic Area 4: Integrated Communications Plan

- a) The ULC did not perform any of the planned activities towards developing its Corporate Identity. The Commission has not yet developed the Branding Manual, and has no logo and tagline that would position the Commission in the minds of the people.
- b) The requisite tools for effective stakeholder engagement such as a stakeholder engagement strategy, communications plan and a comprehensive Public Relations strategy that were planned for were not developed nor implemented. This has left a gap in terms of awareness and visibility for the Commission.

2.5.3 Challenges

- a) **Human resource:** Considering the scope of its mandate, the Commission is under-resourced. The Commission currently has 31 staff majority of whom are support staff, leaving gaps in the much-required technical competencies.
- b) **Legal framework:** The delay to enact the ULC bill has created a challenge as the Land Commission lacks a specific law and comprehensive regulations to guide its mandate. Resulting from this, the roles have been duplicated by other MDAs such as the Uganda Properties Holdings Ltd and the District Land Boards.
- c) **Financial constraints:** some of the initiatives such as the activities that precede undertaking Land Banking or titling of land such as undertaking survey, register and attaching market values to Government Land; some of the targets set could not be obtained due to challenges relating to lack of funds.
- d) The Commission was unable to acquire land for development of ULC Head Office, this was one of the interventions to optimize the current and future physical infrastructure needs; they have however rented and furnished office space.

2.4 Lessons Learnt from Previous Strategic Plan

- a) **Planning, Monitoring and Evaluation:** The Strategic Plan should be in full alignment with the government policy frameworks; such as the National Development Plan III, PIAPs to create the much-needed synergies. There should be a dedicated team to fully take charge of the Commission's Planning, Monitoring and Evaluation. The team, on a regular basis should report to both the internal and external stakeholders on progress of the Strategic Plan implementation.
- b) **Strategic Alignment:** The Commission should consolidate the activities to focus on few initiatives that are in alignment with economic development and will be impactful rather than have an array of activities that are not fully aligned to the national plan.
- c) **Communication of the Commission's mandate:** The ULC has had minimal interaction with the stakeholders, though not so much has been publicised through media. Increasing awareness of the institution amongst the various stakeholders has several benefits among which include attracting strategic partners, and increasing awareness of the Commissions role among the public.
- d) **Resource alignment:** The Commission should consider various alternative forms of generating the much-needed resources to implement the Strategic Plan. The Commission should ensure that the initiatives are supported with the requisite resources to attain the targeted outcome.

2.7 Analysis of the Commission's internal Strengths and Weaknesses

To assess the internal institutional capabilities, the Strengths, Weaknesses, Opportunities and Threats (SWOT) framework was utilized. This analysis provides

insights into how ULC's aligns its mandate at the institutional level. The key elements of capabilities analysed included how people, processes, systems are aligned to create institutional sustainability.

Organisational Strengths

An analysis of the institution was made to identify some key strengths that Uganda Land Commission may leverage in harnessing the opportunities availed by the external environment. The identified strengths and the measures that ULC can consider to capitalize on the strengths are as per **Table 4** below.

Table 4: Organisational Strengths and Measures to capitalise on them

Strengths	Measures to capitalize on the strengths
ULC is a statutory body corporate established by the Constitution. Article 238 (1) of the Constitution establishes the Commission, and Article 239 states in broad terms ULC's mandate.	The strong legal foundation empowers the Commission to implement the Strategic Plan by also collaborating with the various stakeholders to deliver the Commissions mandate. This has not been the case since there is no enabling law.
Defined structure that segregates policy oversight (Chairperson and Commissioners) from management (Secretary and staff)	Develop the Board/Commission Charter to further articulate the roles of the Commission, working relationships between the Commission and the Secretariat, as well as reporting hierarchy.
Trading in a definite and valuable resource - land is a critical resource and a factor of production.	Ensure that the total stock of government land is maintained and optimally utilized. .
Stewardship of the land fund and its utilisation to solve historical injustices	Advocate for adequate replenishment of the land fund.

Weaknesses

The weaknesses that exist in the Uganda Land Commission were identified with the intention of establishing strategies of how they can be treated, this minimizes the chances of these weaknesses becoming a real hindrance to the implementation of the Strategic Plan. The internal weaknesses are present in **Table 5** below along with proposed measures to minimize or cope with them.

Table 5: Internal Weaknesses and Measures to eliminate or cope with them

Weaknesses	Measures to eliminate or cope with weaknesses
The qualified and technical skills to manage specialized areas such as the land registry and valuation are lacking compared to the workload dictated by the ULC Mandate.	<p>The recommended human resource structure should be implemented to cater for the gap in the current number of resources handling the specialized areas.</p> <p>Continuous engagements with MoFPED to have approval and requisite funding to implement the proposed man power structure.</p> <p>In addition to the above, the Uganda Land Commission should consider investing in building the capacity of the existing resources. Mentoring and coaching Programmes should be utilized to nurture the desired competences.</p>
There is a lack of a comprehensive Government land inventory; the existing one instituted by the Commission is not up to date.	<p>Engage MoFPED for funding to enable facilitation of the land inventory activities. The land inventory committee was appointed, but could not perform their tasks due to funding constraints.</p> <p>Leverage the existing National land information system to ensure commencement of the development of an up to date land inventory.</p>
Part-time tenure of Members of the Commission creates a lack of coherence and continuity in the execution of their roles.	<p>The ULC should within the recommended structure lobby for a full-time tenure of the Commission Members. This provides continuity especially in following through the key initiatives of the Strategic Plan.</p>
The absence of land banking making it difficult to secure land for promoting future investments by Government	<p>The ULC should through its parent Ministry cause for review of the policy and regulatory framework to enable the Commission collect and benefit from the NTR collected to perform its roles.</p>
There is inadequate retooling of staff, while the basic tools to deliver are in place; some of the technical staff lack the specialized tools to perform their roles.	<p>There is need to undertake audits and benchmark to ensure that the institution is resourced with the requisite equipment.</p>
Systemic delays in some of the ULC's internal processes.	<p>Approval and enforcement of outstanding process manuals and undertake system audits.</p>
Technical hiccups in the IT systems that may result in loss of data.	<p>Develop and operationalize a disaster recovery strategy.</p> <p>Draw up a business continuity strategy to cater for the disruptive uncertainties.</p>

Opportunities

This section considers the external factors that the Uganda Land Commission can take advantage of to accelerate the implementation of the Strategic Plan. These opportunities are as derived from the PESTEL analysis. **Table 6** below points to strategies on the identified opportunities that can be leveraged.

Table 6: Opportunities and Initiatives to leverage them

Opportunities	Initiatives to leverage opportunity
<p>Strong political will for the Commission displayed by the willingness of government to support the Commission's initiatives.</p>	<p>The Commission can harness this position to accelerate the implementation of some of the pending key initiatives that require funding.</p> <p>The same can be leveraged to accelerate the development of an enabling framework which would empower ULC in implementing its mandate.</p>
<p>The NDP III program-based approach has domiciled the Commission in 3 key programmes thereby elucidating its role beyond simply land administration and management to promoting of social economic transformation and development.</p>	<p>Ensure that the Commission fully participates in development of Programme Implementation Action Plans (PIAPs) to consciously align its strategic plan to NDP III programmes.</p>
<p>The economy and the government initiatives have set in place Competitive Investment Climate.</p>	<p>The ULC should create innovative opportunities on how to benefit from the competitive investment climate that has been established by government.</p> <p>The use of the PPP framework is one such opportunity to explore.</p>
<p>The law establishing the Commission provides for a variety of financing sources increasing loans and donations. There is, therefore, an opportunity to source for funding from development partners to finance the funding gap.</p>	<p>The ULC should establish a fully-fledged resource mobilization team charged with looking for non-traditional ways of funding the initiatives of this Strategic Plan.</p>
<p>There are strong collaborations amongst the stakeholders, this allows for cohesive planning.</p>	<p>Leverage the already existing collaborations within government and the private sector to rally resources behind the priority initiatives.</p>
<p>The new wave of urbanisation (creating of new cities and municipalities) and deepening of decentralization is an opportunity for the Commission to make land available for investment</p>	<p>There is need to have linkages with district land boards to ensure that land is not just given out anyhow.</p>
<p>Multisectoral approach to planning (program-based planning) creates an opportunity to reinforce the land management initiatives by focusing on how to handle some cross-cutting issues such as the environment.</p>	<p>Active participation of the Commission in relevant Program- Working Group (PWGs) and intensify advocacy for reforms in the land administration and management using a common voice.</p>

Threats/Risks

This section considers the external factors that the ULC has no control over, but may affect the implementation of the Strategic Plan. **Table 7** presents some strategies on how the ULC can circumvent the threats or establish mechanisms to adapt to the circumstances posed by the threats.

Table 7: Threats and Initiatives to circumvent them

Threats	Initiatives to circumvent the threats
Constrained funding and Unpredictable budgetary cuts	<p>Engage the relevant stakeholders to accelerate the enactment of the enabling law. This would empower and to an extent offer financial liberation to the Commission.</p> <p>Establish innovative ways of generating funds for sustainability.</p> <p>The ULC should have an agile strategy in place to enable quick response to crises and sudden changes that come with rigid confines of the Mid-Term Expenditure Framework.</p>
The outstanding backlog of claims from absentee Landlords.	<p>The ULC needs to make provisions for the outstanding backlog of claims in the plan.</p> <p>Lobby government to ensure that the land fund has sufficient funds to settle the claims. Develop ingenious ways of resourcing the Land fund to create sustainability.</p>
Diverse interests in land management and administration arising from conflicting mandates and lack of clarity on the roles and responsibilities performed by related agencies with in the sector.	<p>The ULC should advocate for the enabling framework that will provide more clarity on her roles and responsibilities.</p> <p>Based on the clarity established, enhance collaborations with the different sectors through joint planning activities.</p>
Increasing land disputes some of which are intense and lead to loss of lives, land evictions or destruction of property.	<p>Promote awareness on how to handle land matters at community level. Leverage the government structures to increase access of personnel that can handle land matters at community level.</p>
Weak enforcement of some land regulations by stakeholders, which have ended up affecting ULC as a principal player in this field.	<p>Collaborate with the appropriate agencies to prevent the possible causes of such weak enforcement of regulations.</p>
Ambiguity in the roles of the District Land Boards - which causes them to encroach on ULCs mandate	<p>Advocate for a review in the regulatory frameworks; Land Regulations 2004; to provide clarity on the roles of the District Land Boards.</p>
There is a high incidence of land fraud and fraudulent land transactions in the land registration process.	<p>The Uganda Land Commission should consider accelerating digitization of the processes in order to minimize the human interface.</p> <p>The Manual processes are prone to human errors as well as temptations that come with interface with clients.</p>
Frequent instances of fraud, including fraudulent land titles, and fraudulent presidential directives that are used as leverage;	<p>Automation of the existing manual processes.</p> <p>Undertake image-building activities to deal with the bad history around fraudulent transactions.</p>
Global pandemics such as the current COVID-19. The need to keep social distance has slowed down implementation of some of the initiatives.	<p>Internally adjust and adopt to the new normal – this includes retooling and equipping the bulk of the employees to be able to perform their roles remotely.</p>

2.8 Analysis of the Commission's External Environment

The Political, Economic, Social, Technological, Environmental and Legal (PESTEL) macro-factors were analyzed to determine the extent to which these external/macro environments have and will impact ULC towards delivering its's mandate. **Table 8** below captures the highlights of the core issues emerging from the macro factors and proposes some strategies on how the emerging issues could be addressed to achieve the ULC's objectives.

Table 8: Core issues emerging from external/macro environments

External Environment	Issues
Political	<ul style="list-style-type: none"> The institution has a lot of political will; the government's will to have the requisite structures to empower the ULC in the implementation of its mandate is displayed among other things by the support provided in developing the new ULC Bill which has already attained the Certificate of Financial Implication. There are political considerations that interfere with the mandate of the institution especially in dealing with the interests of cultural institutions agitating for assets that fall under the current government portfolio. Land resource/use planning being a key factor to achieving sustainable growth of a country's economy requires that the institutions along the sustainable land management continuum are empowered to effectively execute their roles; however, in some instances land issues have been politicized, which poses a challenge of intermittent interruptions in the implementation of some strategic initiatives. The upcoming presidential elections scheduled to take place in 2021, may influence some of the decisions the government makes over any land matters in the long term. Also, to an extent, some opportunists especially those aware of the gaps in the legal framework may utilize the season to exploit government and allocate to themselves government land that is strategically positioned for government infrastructure projects.
Economic	<ul style="list-style-type: none"> Uganda's economic activities have been severely affected by the global and government's response to the coronavirus pandemic outbreak, most of the effects will be felt in the second half of the financial year, going forward. With this challenge, MoFPED has revised the growth projection for 2019/20 downwards to 3.9% from a pre-pandemic projection of 6%. The impact of the COVID has been felt across all sectors though the hospitality and education industry have been hit most. The slow economy as an effect of the pandemic have a negative impact on the NTR revenue collections over the Strategic Plan implementation period. The already existing collaboration between Government, Development Partners, Investors and other stakeholders presents ULC with opportunities to exploit the use of frameworks such as Public Private Partnerships in executing their mandate. The PPP Model has already taken centre stage as alternative funding mechanisms with in Government. The land resource as a factor of production is lucrative with high demand. This creates an opportunity for the Commission to engage in negotiations with investors and other development partners with the objective of achieving the best value out of land use.

External Environment	Issues
	<ul style="list-style-type: none"> The growing number of investors in the areas that have been gazetted for industrial and other uses requires that there is an improvement in the revenue collection system to seal off any leakages while increasing the Non-Tax Revenue. This can only be effected if the collaborations of the various complementary MDAs are guided by clear roles and responsibilities.
Social	<ul style="list-style-type: none"> Uganda has a very young population, with only 46.4% of total population above the age +18 (2014 Census projections). This requires a proactive approach to land planning in order to accommodate the pressure caused by the shift in demographics. The growing rate of rural urban movements in search of better opportunities has resulted into the need for shelter. This has resulted into Urbanization with lots of uncoordinated planning. For effective use of land considering these movements there is need for a strong collaboration amongst the relevant MDAs. The cultural aspect to land ownership that usually come with increased anxiety with the land reforms, calls for increased support of the responsible agencies to enable productive engagements of the cultural stakeholders during implementation of some of the land reforms.
Technological	<ul style="list-style-type: none"> There is a growing number of emerging innovative technologies such as GIS, some of these technologies can be adopted/ integrated to improve land management systems since these technologies are more accurate and much faster than the old manual systems. Adoption of new technologies would further improve data collection, storage and retrieval processes. These are key processes which when improved would offer good experience at the different stakeholder interaction points thus providing an efficient service. The implementation of the specialized data systems also presents an opportunity to seal off “leakages” and grow revenues collected from premium and ground rent in form of leasing, renting and other related activities
Ecological	<ul style="list-style-type: none"> The increasing diverse effects of climate change have resulted into environmental disasters, now more than before; the Lake water levels have increased to encroach on some properties residents and recreational facilities. This necessitates government to have plans for the unforeseen disasters that may result. The existing gaps in the environmental management policies, coupled with a weak enforcement of the existing regulations due to various factors; this has led to reduced fragile ecosystem and water catchment areas due to encroachers. This calls for increased collaboration amongst the responsible MDAs as well as with country governments on issues of the environment and specifically land. This Strategic Plan should therefore, be aligned to the needs and commitments of the international community that have an impact on its long-term plans. The Strategic Plan will ensure harmonization with the global interventions towards sustaining the natural resources. Among these are; Protocol on Sustainable Development of Lake Victoria Basin (Article 3), the World Charter for nature 1982 (to avoid discharge of Pollutants into Natural Systems), and the UN Agenda 21. The growing populations have also resulted into Sub-division of land into uneconomic sizes; this poses the challenge of food insecurity. There is an opportunity for the Commission to guide on land use using national and country land use spatial plans.

External Environment	Issues
Legal	<ul style="list-style-type: none"> There is a mandate on land derived from the Constitution and the Land Commission; however, the lack of the enabling law creates a challenge for the Commission to implement its mandate. The ULC is in urgent need of a legislative policy framework that specifically reinforces its existence. This statutory instrument would strengthen its capacity to enforce or execute its mandate while also better defining its financial and institutional status, an aspect that directly affects its Strategic Planning. There is need to complete and obtain approval of all the legislative regulatory instruments that will empower the Commission to effectively deliver her mandate. Unclear regulations result serious challenges on how squatters among other challenges, should be dealt with when a development on such property is to take place. There is an opportunity to harmonize policies and laws relating to land management and land-based resources, through working with the other MDAs. There is also an opportunity to enhance the relationship with judiciary to ensure that the emerging land conflicts are resolved in a timely manner.

2.9 Crosscutting Issues

The implementation of any Strategic Plan can be either successful or not based on how the crosscutting issues are addressed during the implementation of the same. The core cross cutting issues anticipated to impact the implementation of the planned initiatives for the Uganda Land Commission include; Climate change, Environment, Gender, HIV/AIDS, Human rights, Social Protection and Population. This section provides highlights on each of the factors.

Environment

Environmental Management plays a critical role in the sustainability of the available resources, land being one of them. The environment observes no boarder restrictions. An environmentally degrading activity performed in one location may affect the entire globe. As a country, Uganda through the responsible bodies is working to achieve the objectives that promote sustainable development and public awareness of the need to manage land, air, and water resources in a balanced and sustainable manner for the present and future generations as enshrined in the 1995 Constitution of the Republic of Uganda.

Despite the deliberate effort to manage the environment, Uganda is still grappling with some challenges such as rapid urbanisation, poverty, unplanned urbanisation, and expansion of informal settlements, industrialisation and the impact of climate change. The effects of the challenges we grapple with, were evidenced by the increasing water levels of L. Victoria that saw most of the lakeshores reclaimed by the lake.

It is therefore imperative to integrate the global environmental agenda initiatives into the ULC strategic document as well as strategies on how ULC intends to collaborate with the various MDAs responsible for the sustainability of natural resources to manage the

land resource. During regularisation of land ownership in different parts of the country, ULC parcels out protected ecosystems such as wetlands, forest reserves, road reserves and other common resources for purposes of protecting the environment among others.

Gender and Equity

Gender refers to socially constructed allocated roles for men and women. Equity refers to acting in fairness in all aspects of service delivery. Gender and Equity remain a challenge. In spite of the fact that women contribute most labour force to making land a productive resource, their contribution goes unrecognized, unpaid and unappreciated.

There are important gender differences in the impacts of not only land ownership but in accessing job opportunities even when they are competitive. The differences brought about by Women having unequal access to land, access to job opportunities needs to be considered in the assessment of effects, impacts and mitigation strategies in the implementation of this Strategic Plan. The ULC Strategic Plan is aligned to the guidance of the key government policies that emphasize gender mainstreaming as a way of contributing to the long-term objective to eliminate gender inequalities.

The approach ULC will consolidate Gender and Equity mainstreaming strategy will be aimed at reducing inequalities, so that men and women, boys and girls and other marginalized and vulnerable persons are able to move out of poverty, achieve a better livelihood, and contribute to the national development.

HIV/AIDS

HIV/AIDS poses the greatest challenge to health and wellbeing of the people. Over time, the nations have come to realise that responding to HIV /AIDS is more than a fight against a disease, but a fight for human rights. Stigmatization, violence, discrimination and persecution continue to mark the daily lives of many of the world's most vulnerable people, increasing their risk of HIV acquisition and obstructing their access to essential health services.

HIV/AIDS has placed a burden on the household resources through payment of medical bills. The epidemic has hit all sectors especially the labour-intensive ones. HIV/AIDS has led significantly to household poverty. The government of Uganda has developed policies to protect and safeguard human rights since it is not enough only to advocate for human rights. The Commission has put in place measures not only to ensure that there is no marginalization of people living with HIV /AIDS but also that they are supported psychosocially.

Climate Change

The achievement of long-term sustainable economic growth in the face of climate change is a primary concern in Uganda. The climate of Uganda is its most valuable natural resource and a major determinant of other natural resources like soils, water, forests and

wildlife, as well as the human activities dependent on them. However, increasing emission of carbon dioxide and other greenhouse gases are changing the earth's climate.

Human Rights

Land has a direct impact on the enjoyment of a number of human rights. It is a source of livelihood, and is central to economic rights. People's identities, social and cultural rights are also linked to land. As such, any conflicts over land cause of violent fights and place obstacles to restoring sustainable peace. The human rights aspects of land affect a range of issues including poverty reduction and development, peace building, humanitarian assistance, disaster prevention and recovery, urban and rural planning, to name but a few.

Emerging global issues, such as food insecurity, climate change and rapid urbanization, have also refocused attention on how land is being used, controlled and managed by States and private actors. Urban development projects have led to socio-economic polarization in cities owing to escalating costs of land and housing and depletion of low-income housing. Measures taken to protect the environment are also at times in conflict with the interests and human rights of populations that depend on land for subsistence and survival.

Population

The trend in Uganda's population growth suggests that the population of Uganda could reach 40.4 million by 2020, and 52.2 by 2025. Owing to the high population increase against fixed land, the average population density of Uganda has increased from 48 persons per square km in 1969 to 191.31 in 2015 and to 228.92 in 2020. The need to promote the production and use of sustainable housing materials and technologies therefore has been identified by the third National Development Plan. MLHUD, through ULC, will play a critical role in offering titled government land for estate development.

2.10 Stakeholder Mapping and Analysis

Uganda Land Commission commits to working with the various stakeholders. Effective and efficient delivery of the mandate requires collaboration with public and private sectors, development partners, civil societies and the public in land administration and management. **Table 9** below presents the analysis of the Commissions stakeholders' interests and the possible strategic interventions while executing this Strategic Plan.

Table 9: Stakeholder mapping and analysis

Stakeholder	Stakeholder interest	Strategic Intervention
Government of Uganda	Effective management of the land resource. Statutory policy for ULC to ensure operational and financial efficiency.	Creation of an enabling environment to support the ULC Ensure the requisite changes in the legislative framework to create efficiency within the ULC are addressed.
MDAs	Consultations in the formulation of policies, involvement in legislative reviews. Collaboration in execution of their mandate to create synergy.	Efficiency in implementing policies, regulations, guidelines and Programmes to support land reform. Review and harmonize the laws on land matters. Strengthen engagement & collaborations with the other MDAs especially during the planning phases of the projects.
Local Governments	Timely response to emergencies/ land matters. Effective management and administration of the land resource through regular consultations with technical team at ULC.	Provide the requisite support in implementing and mainstreaming of land administration and management at a local level in alignment with the legislative framework
Parliament of Uganda	Regular updates, reports, and provision of legislative agenda.	Approval of laws, policies, procedures, regulations, and budgets to operationalize the ULC Strategic Plan.
Uganda Investment Authority	Coordination with UIA on investment requirements and key areas that require support	Facilitation process for investors; expediting of processes
Judiciary	Adherence to Constitutionalism and ethical values in the reform process	Regular engagement and consultations in order to offer accurate constitutional and legal interpretation and advice on land matters. Capacity building on dispute resolutions.
Civil Society Organizations	Justice fairness and equity in the way the ULC executes her role.	Increase awareness and empowerment of the communities through advocacy, awareness and capacity building. The CSOs play the role of a watchdog, and therefore need continuous engagement.
Private Sector/Real Estate Developers	Desire a highly stable and enabling environment. Quick response to any emerging challenges.	Form good partnerships in resource mobilization. Are fast and flexible to invest in innovative technologies.
Development Partners	Visibility of project implementation progress with strict adherence to procedures and process effectiveness	Good strategic partners in mobilization of resources both financial and technical.
Media	Increased positive engagement to access accurate information on operations of the ULC.	Objective information on matters of the Commission, increase visibility of the ULC. Involvement/participation in education and awareness campaigns.

Stakeholder	Stakeholder interest	Strategic Intervention
Professional Bodies	ULC to ensure adherence to professional code of conduct and ethical standards.	Use of best practices in Land use and administration by involving professionals to provide technical expertise and standards
Landless (Government actions and natural causes)	Evaluation of needs; updating of Land Bank systems; integration with MDAs	Procedures in place for compensation, relocation or assistance;
Lessees	Data archiving and retrieval systems for government land/properties	Terms of leases, including renewal, as well as associated rights.
Task forces and Independent Commissions	Instant availability of progress reports on land reforms and the land rights. Transparency, clarity, steadfastness and independence of ULC. Ability to consistently provide advisories, opinions and recommendations on Land.	Provide co-coordinating and facilitative support to enhance promotion and protection of land rights. To research, monitor and report on land injustices.
Communities	Desire a Commission that is fair and Equitable, responding to all the concerns raised by the communities.	Watchdog and whistle blowing role.

2.11 Summary of Strategic Issues and Challenges

From the above analysis, emerged the strategic challenges and issues captured in **Table 10** below, which were incorporated and addressed in this Strategic Plan.

Table 10: Summary of Strategic Issues and Challenges

Thematic area	Issues captured
Organizational growth	<ul style="list-style-type: none"> Absence of the approved structure to implement the plan. Inadequate staffing – staff are few; The ULC is understaffed and not efficiently funded to effectively execute her mandate. Terms and conditions of engagement as well as remuneration of the Commission are not at par with other statutory Commissions. For instance, the Chairperson is full time and other Commissioners are part time. Low wage bill affecting staffing growth and staff development The ULC has developed the compensation guidelines, though they await the enactment of the ULC law to come into force.
Customer response and Internal processes	<ul style="list-style-type: none"> Absence of up-to-date inventory of government land Delay to issue titles to secured land Land registration processes are slow and many of them are outside the purview of the Commission There is lack of information of Government land, how much is there overall how much is leased, length of lease tenure among other issues.

Thematic area	Issues captured
	<ul style="list-style-type: none"> Failure to stop the rampant theft and encroachment of Government land. There is no close watchdog to stop people from encroaching on government land. There is a backlog of cases in both Civil Courts and Land Division.
Resource mobilization and Product Innovation	<ul style="list-style-type: none"> Land banking is not addressed as a matter of priority to ensure that the Commission adds on existing land stock/ as well as cater for the implementation of government infrastructural projects. Outstanding arrears (backlog of claims) from absentee land lords who are yet to be fully paid off for the land surrendered to government under the provisions of the Land Fund (about 120 Billion) The Land Fund is poorly resourced – there is no constant means of replenishing the fund Increase the NTR collection from UGX 3b to 20 bn in five years
Enabling environment	<ul style="list-style-type: none"> Gaps in the current legal framework – absence of the ULC Act. The Bill was drafted and put on the list of activities for the 10th Parliament but it is never moved any step since then. <p>ULC risks losing land to unscrupulous people due to lack of clear mechanisms for enforcing regulations. This is accelerated by the limited collaboration with the Local Governments. Land dispute resolution is a long and tiring process.</p>
Visibility and Awareness	<ul style="list-style-type: none"> Approval and operationalization of the communication strategy Low enforcement of physical planning regulations interferes with works of the Commission. The ULC communication has been weak, not much awareness has been created of the institutions mandate. Lack of information on what is available as far as public land is concerned.

3.0 STRATEGIC DIRECTION

This section sets the overview of where the ULC would like to be after the Strategic Plan implementation period. It describes the Vision – a picture of the future and the Mission – the key things that the Commission will do to achieve the Vision. The Mission will be delivered through the operationalization of key focus areas / themes.

Successful implementation of this Strategic Plan is based on the premise that the internal stakeholders of the Commission will quickly align themselves to a strong execution culture that is guided by shared values and beliefs. The culture supports the strategy and structure; it creates that passion that causes employees to effectively support and be accountable to each other while delivering on their tasks.

3.1 Mandate, Mission, Vision, Core Values and Motto

Mandate:

The Uganda Land Commission's mandate is “to hold and manage any land in and out of Uganda vested in or acquired by the Government of Uganda and property thereon, and the management of the Land Fund”.

Mission:

“To effectively hold and manage Government land and property thereon and resolve all historical land injustices.”

Vision:

The Commission's vision is “excellent administration and management of government land, property and land fund for sustainable development”.

Goal:

In pursuance of ULC's, vision of the goal of this five-year Strategic Plan is to “effectively and efficiently manage Government land and property thereon for sustainable development”.

Core values:

We embrace and subscribe to a set of principles and norms that symbolize the moral fabric and culture of the institution and guide service delivery to all our stakeholders. The core values are and shall be *TACET*- Transparency, Accountability, Cooperation, Equity, and Time Management

T - Transparency

A - Accountability

C - Cooperation

E - Equity

T - Time Management

In order to enhance uniformity in their adoption and application, ULC's core values are described as shown in **Table 11** below.

Table 11: Description of ULC's Core Values

	Value	Description
T	Transparency	We uphold moral principles reflected in our code of conduct including honesty and transparency; we embrace zero tolerance to corruption
A	Accountability	We take responsibility for what we do. We take complete responsibility for our actions and we are able to give a satisfactory reason for our actions to both our internal and external stakeholders.
C	Cooperation	We commit to deliver on our mandate efficiently and effectively by harnessing productive synergies while valuing individual and team contribution
E	Equity	We emphasize competence and character in equal measure; we are committed to continuous improvement of service delivery as we harness partnerships with key stakeholders. We endeavour to deal with historical injustices of land matters with fairness.
T	Time Management	We value all our stakeholders time. We are committed to improving our team performance to achieve better productivity through effective and efficient use of time as a valuable resource. We arrive early for engagements and ensure we use the allotted time as a sign of respect for others.

Effective time management means getting more of the important work done in a day. In fact, effective time management is even more important than efficient use of our time.

Motto:

Our motto is ***“Our Land, Our Wealth, Our Heritage”***

3.2 Strategic Areas/Pillars and Strategy Map

This Strategic Plan 2020/21 – 2024/25 will intervene in five strategic areas below:

- i) Improve the enabling Environment
- ii) Optimal utilization of Government Land
- iii) Enhance resource Mobilization
- iv) Enhance Visibility and Awareness about the Commission
- v) Strengthen ULC to deliver its Mandate

Table 12 below maps goals and intended results to priority areas/pillars.

Table 22: Mapping goals and intended results to priority areas/pillars

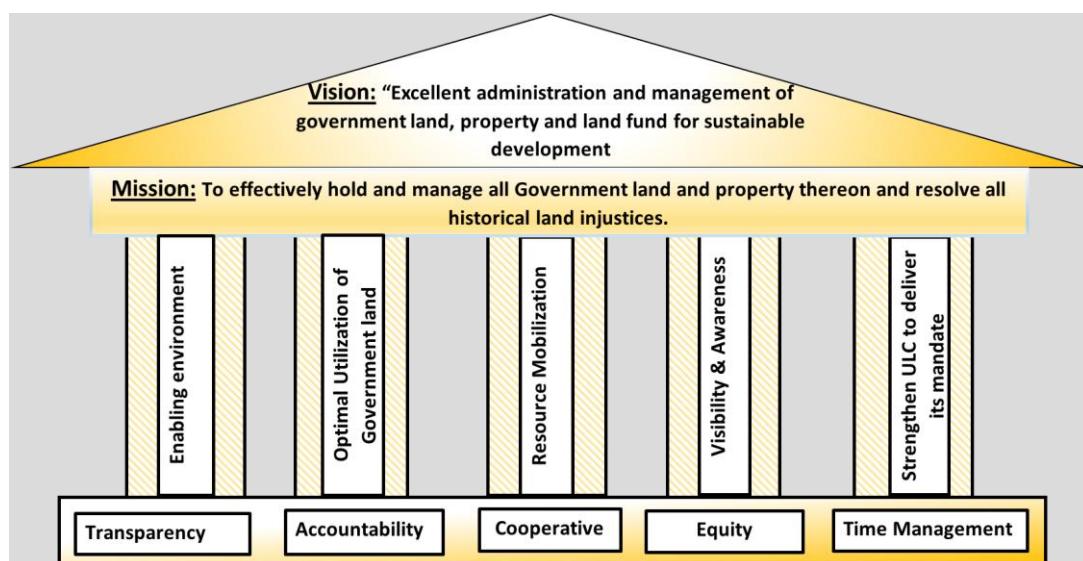
Pillar	Goal	Intended Results
Pillar 1: Enabling Environment	Legal clarity on mandates, functions, structures, governance and operations of the Commission	<ul style="list-style-type: none"> • ULC law is enacted and implemented • 100% of missing regulations developed and operationalized
Pillar 2: Optimal utilization of Government Land	Increase percentage of titled Government land from 23 to 50%	<ul style="list-style-type: none"> • Land inventory developed.

Pillar	Goal	Intended Results
Pillar 3: Resource Mobilization	Increase Revenue collected by the Commission	<ul style="list-style-type: none"> The Commission is able to implement its Strategic Plan without any resource constraints. NTR increases from 15 to 25 billion Reduce outstanding claims/backlog by 90%
Pillar 4: Visibility and Awareness	Increase awareness of ULCs mandate among its stakeholders.	<ul style="list-style-type: none"> Increased awareness of the Commission of the various stakeholders. Improved online presence 50% increase in media coverage of ULC (both print and electronic media) 90% of media coverage of ULC portraying positive stories
Pillar 5: ULC to deliver its Mandate	Achieve institutional responsiveness of 80%	<ul style="list-style-type: none"> New expanded structure/establishment approved 95% staffing levels Entire Commission equipped with essential tools

The above pillars are further described in section 3.3 below.

ULC's strategic intent for the next five years as described above, have been presented and illustrated in a Strategy Map presented as **Figure 1** below. The Map integrates the mission, vision, strategic pillars/sub-programmes, into a single framework.

Figure 1: Strategy Map



1.3 Strategic Objectives, Strategies and Strategic Actions

The six strategic objectives to be pursued over the next five years of the Strategic Plan are:

- i) Strengthen the ULC legal framework.
- ii) Maintain or increase stock and quality of government land
- iii) Strengthen management and administration of the Land Fund
- iv) Improve financial sustainability of the Commission.
- v) Increase brand visibility and awareness of the Commission.
- vi) Improve the Commission's efficiency and transparency in the management of government land.

The subsequent sections match the objectives to the respective pillars and also assigns strategies and strategic actions to each of the objectives.

Pillar 1: Enabling Environment

The focus area, when fully operationalized will to create an efficient and effective environment for the Commission to execute its mandate. This specific pillar addresses some of the key challenges that were cited in the situation analysis such as the gaps in the legal framework. The Commission was able to attain MoFPED's approval of the certification of financial implication for the ULC Bill (2017). Building upon this achievement, the Commission will fast track the enactment of the ULC Bill (2017) into law. The Commission will further develop and implement relevant regulations for land registration and administration. With the enabling regulations, guidelines and procedures in place several outstanding issues will be addressed including the expedient resettlement of land disputes.

Table 13 below presents the objectives, strategies and interventions that will be undertaken by the Commission to create the supportive environment within which the roles of the Commission will be effectively executed some of which will be effectively implemented in collaboration the complementary players.

Table 13: Objective, Strategies, Strategic Actions and KPIs for Enabling Environment

No.	Strategies	Strategic Actions	Outputs
Pillar 1: Enabling environment			
Objective 1: Strengthen the ULC legal framework			
1	Fast track enactment of ULC (2017) Bill into Law	<ul style="list-style-type: none"> i. Lobby relevant committees of Parliament ii. Identify and engage with other partners 	ULC bill enacted and implemented.
2	Regulations, Guidelines and Procedures for Government land management and Land Fund.	<ul style="list-style-type: none"> i. Fully operationalize the regulations in collaboration with other key strategic partners ii. Develop and clearly communicate lease guidelines. 	Regulations and Guidelines disseminated and implemented.

Pillar 2: Optimal utilization of Government Land

This pillar will address among other issues the challenge of absence of an up-to-date inventory of government land, which will empower the Commission with requisite knowledge of the resource it is mandated to manage. This pillar considers all the

activities along the value chain of increasing stock and quality of government land that involve continually increasing portion of surveyed and titled government land, proper planning and tenancy as well as reducing the backlog of claims and court cases. This also includes the improvement in the management of the land fund.

The objectives, strategies and specific interventions that will be undertaken by the Commission to operationalise the optimal utilization of Government land highlighted in **Table 14** below.

Table 3: Objectives, Strategies, Strategic Actions and KPIs for Optimal utilisation of Government Land

No.	Strategies	Strategic Actions	Outputs
Pillar 2: Optimal utilization of Government (Improve the stock and quality of government land)			
Objective 2: Maintain or increase stock and quality of government land			
1	Improve knowledge and information about stock and flow of government land and property	i. Develop a Database for all Government Land and Property. ii. Develop a portal of government land and link it to Land Information System (LIS) and other relevant databases iii. Increase efficiency and transparency in land registration	100% of inventory undertaken for government land/updatable inventory of Government land
2	Ensure Optimal allocation and utilization of government land	i. Develop SOPs on Lease of Government Land for posterity. ii. Automation of land application and processing systems iii. Develop a Government Land Management Information System (GLMIS) iv. Collaborate with other government agencies to establish their land needs as well as enforce the regulations on land misuse v. Develop a database of residual land	<ul style="list-style-type: none"> • SOPs/Criteria in place • Government Land Management Information System (GLMIS) • Government land Porter • Inventory/ database of residual land
3	Continually Increase portion of surveyed and titled government land	i. Participate in systematic demarcation of land ii. Secure the state-of-art land surveying and demarcation equipment. iii. Undertake systematic land banking iv. Secure land titles to government MDAs	<ul style="list-style-type: none"> • Increase in proportion of MDAs with surveyed and titled land from 23% to 50%
Objective 3: Strengthen management and administration of the Land Fund			
1	Proper planning for beneficiary tenants and land lords	i. Develop SOPs for beneficiaries of the land fund ii. Anticipate and project the beneficiary tenants	<ul style="list-style-type: none"> • SOPs for selection of land fund beneficiaries

Pillar 3: Resource Mobilization

This pillar focuses improving financial sustainability of the Commission. The situation analysis revealed financing as one of the major constraints in executing the Strategic Plan. Given its mandate, the Commission desires to be in a state where the planned

interventions are implemented without any financial constraints. For this to occur, the Commission will develop and operationalise a resource mobilization strategy that goes beyond the traditional ways. The Commission will further increase non-tax revenue and operationalise the land fund as some of the activities they have already embarked on. However, non-traditional alternative strategies such as use of public private partnerships and leveraging on innovative products will be explored.

The objectives, Strategies and specific interventions that will be undertaken by the Commission to ensure that the planned initiatives are effectively funded highlighted in **Table 15** below.

Table 15: Objective, Strategies, Strategic Actions and KPIs for Resource mobilisation

No.	Strategies	Strategic Actions	Outputs
Pillar 3: Resource mobilization and Product innovation			
Objective 4: Improve financial sustainability of the Commission			
1	Develop and operationalize a resource mobilization strategy.	i. Design and promote innovative revenue mobilization packages/products ii. Develop new development projects	<ul style="list-style-type: none"> Resource mobilisation strategy in place Project profiles developed (5) Proportion of projects developed up to prefeasibility studies developed Proportion of project enlisted in Public Investment Plan (PIP)
2	Increase collection of Non-tax revenue (NTR) and	i. Automate NTR collection systems ii. Lobby for increasing share NTR allocation to the Commission iii. Engage a Public Private Partnership (PPP) firm to collect NTR	<ul style="list-style-type: none"> NTR increase from 5 to 25 billion shillings per annum
3	Fully operationalise the Land Fund	i. Identify sources for constant replenishment of the land fund	<ul style="list-style-type: none"> The land fund operationalized The Fund properly accounted for. Reduction in outstanding claims/backlog by 90%

Pillar 4: Visibility and Awareness

This pillar focuses on increasing brand visibility and awareness of the Commission. Lack of visibility was cited as one of the challenges from the situational analysis, the Commission has not exploited some of the achievements to create awareness to the stakeholders about what they do. For example, while the Commission made progress on processing of 59 titles on Government land for different Ministries, Departments and Agencies against a target of 40 among some other achievements; some key informants interviewed were unaware of the Commission's roles.

The objectives, Strategies and specific interventions that will be undertaken by the Commission to increase visibility among the various stakeholders are highlighted in **Table 16** below.

Table 16: Objective, Strategies, Strategic Actions and KPIs for Visibility and Awareness

No.	Strategies	Strategic Actions	Outputs
Pillar 4: Visibility and Awareness			
Objective 5: Increase brand visibility and awareness of the Commission.			
1	Put in place measures for constant engagement and reporting to stakeholders	i. Develop and implement a stakeholder management strategy. ii. Develop a customer-centred clients charter iii. Publish an annual state of government land report	<ul style="list-style-type: none"> • Stakeholder management strategy • Clients Charter • Annual State of Government Land report
2	Publicize the works of the Commission	i. Develop and coordinate an advocacy and public education Programmes and information dissemination on the role of the Commission. ii. Improve on-line visibility upgrade the web site and create official ULC e-mail domain. iii. Undertake proper branding and re-branding of the Communication iv. Develop mechanisms for constant engagement with the press v. Strengthen the land rights awareness for the poor and vulnerable groups. vi. Sensitize the law enforcement officers to ensure they observe the minimum human rights standard in the course of their work. vii. collaborate with the Local Governments that management and protection of government land viii.more engagement with communities to ensure community-based monitoring of government land	<ul style="list-style-type: none"> • a comprehensive community strategy developed • communication strategy operationalized • The Commission's outreach Programme reaches at least 70% of its stakeholders • Media coverage of the Commission improved by 65% (both print and electronic media)

Pillar 5: Strengthen ULC to deliver its Mandate

This focus area recognizes the fact that ULC is currently not resourced to full capacity despite the huge mandate. The strategies and interventions highlighted are aimed at improving the Commission's efficiency and transparency in the management of public land by enhancing internal capabilities. Several interventions targeting the Commissioners, Board and Staff have been recommended which when implemented will create an efficient organization. Some of the interventions include putting in place the requisite operating standards (SOPs), ensuring adequate, competent and motivated workforce with the necessary working equipment.

The objectives, Strategies and specific interventions that will be undertaken by the Commission to create an effective organization are highlighted in **Table 17** below.

Table 47: Objective, Strategies, Strategic Actions and KPIs for Strengthening ULC to deliver its Mandate

No.	Strategies	Strategic Actions	Outputs
Pillar 5: Strengthen ULC to deliver its Mandate			

No.	Strategies	Strategic Actions	Outputs
Objective: Improve the Commission's efficiency and transparency in the management of public land			
1	Put in place the requisite standard operating procedures (SOPs) are in place	i. Document priority internal policies and procedures ii. Operationalize the standard operating procedures to increase efficiency.	At least 3 priority SOPs developed and operationalized
2	Ensure adequate, competent and motivated workforce	i. Operationalize the newly recommended and approved HR strategy. ii. Align remuneration of the Commission of staff to be at par with other statutory authorities. iii. Train, build capacity and retool staff to be able to efficiently deliver their roles. iv. Design and implement a results-based performance management system v. Review the structure to corresponded to evolving mandate of the Commission vi. Review terms and conditions as well as remuneration of the Commission vii. Ensure prompt payment of staff salaries.	<ul style="list-style-type: none"> • Staffing levels reaching 100% of the recommended establishment • At least 5 staff team building activities carried out • Capacity Building Plan Developed and operationalized • An incentives and reward system operationalized • New approved structure • Motivated and highly productive Commission
3	Facilitate the Commission's members to carry out its work	i. Ensure that the board calendar is approved and implemented. ii. Equip the board members with the requisite tools to perform their work. iii. Ensure the board facilitation is	<ul style="list-style-type: none"> • Regular and timely meeting of Commission • Commissioners retooled
4	Ensure that the Commission is adequately retooled	i. Lobby for additional funding of the institutional development Programme ii. Equip the Commission with requisite tools iii. Automate internal processes and systems iv. Secure the state-of-art land surveying and demarcation processes	<ul style="list-style-type: none"> • New (No-20) vehicle procured • Additional computers • Other requisite tools (name)
5	Secure own home	i. Secure land for Commission's new premises ii. Develop structural plans for the construction of new home iii. Lobby for financing of the new home	<ul style="list-style-type: none"> • Land for construction of new home secured • Approved architectural designs and structural plan for the new home
6	Enhance accountability and reporting systems	i. Enhance internal audit function ii. Develop a monitoring and evaluation system for ULC iii. Undertake midterm review and final evaluation of the plan iv. Automate the Commission's M&E procedures	<ul style="list-style-type: none"> • M&E activities of the ULC Strategic Plan carried out • Independent internal audit department • Improve compliance to operational procedures and systems

No.	Strategies	Strategic Actions	Outputs
			<ul style="list-style-type: none"> • Automated M&E system in place

4.0 IMPLEMENTATION ARRANGEMENTS

This chapter highlights the implementation arrangements needed for the Strategic Plan. Implementation of ULC Strategic Plan 2020/25 calls for commitment, teamwork and innovativeness.

Implementation approach

The Strategic Plan will be implemented within five years. There will be a mid-term review to assess progress and provide corrective measures through addressing the learning points for incorporation in alignment with the duration of implementation. The end of term assessment will be undertaken for the overall performance. The key lessons learnt will be incorporated into the next phase of the Strategic Plan.

The implementation matrix will inform the annual work plans for the various functions of the ULC, which collectively form the ULC annual work plan, which will take into consideration the financial, human and other resources available in each financial year. Commissioners shall approve all annual work plans before implementation.

The situation analysis identified low and inadequate staffing as one of the challenges. Despite the National wide mandate, the ULC has been operating with a centralised, constrained structure and staffing levels. However, through the Public Service Commission, reviews were undertaken and a suitable proposed structure recommended. The recommended structure was built benchmarking against the basic similarities of the functions, which influence demand, and delivery of services.

4.1 Critical Success Factors

The below Critical success factors (CSFs) highlight some key areas of performance that are essential for the Commission to deliver its mandate. When complied with, these CSFs allow stakeholders to track the success of implementation of this Strategic Plan to achieve the intended results.

- a) **Leadership buy in and support:** The leadership includes both the institutional leadership as well as political leadership. Leveraging the already existing political good will, the Commission will be able to fast track the enactment of the bill. This will create clarity and provide the much-needed empowerment to enforce some regulations that have been vague.
- b) **Collaboration:** The Commission will need to effectively collaborate with the various government agencies and ministries. In order to increase reach across the country as well as be able to shorten the dispute resolution timeframes, the Commission will have to establish strong collaborations.
- c) **Culture of excellence in execution:** The strategy requires a culture of agile and innovation especially in quickly leveraging technology in undertaking the land inventory. This is also key on how the various stakeholders are managed.

- d) **Solid communication and stakeholder engagement strategy:** To counter the low visibility of the Commission, the leadership should take charge to ensure that a comprehensive communication and stakeholder engagement plan is developed and implemented.
- e) **Funding:** For effective implementation of the plan, a resource mobilization strategy has to be developed and implemented. Availability of funds is critical in the implementation of the initiatives recommended by this Strategic Plan.

4.2 Institutional Arrangement for Implementation of the Strategic Plan

The internal stakeholders (staff and Commissioners) alignment to the strategic direction and a shared understanding of measures of success is critical. Strong collaborations with the external stakeholders not limited to agencies under MHLUD will be important in the operationalization of this Strategic Plan. Political support especially in fast tracking the enactment of ULC Bill into Law, will unlock the much-needed empowerment and clarity for the ULC to perform its role. This chapter presents a framework that highlights strategy implementation mechanism and coordination as presented in **Table 18** below.

Table 18: Strategy Implementation Mechanism and Coordination

SN.	Stakeholder	Role
1.	Parliament	<ul style="list-style-type: none"> • Approval of Policy frameworks and budgets
2	MHLUD	<ul style="list-style-type: none"> • Provide Policy oversight • Developed national policies, strategies and Programmes in the lands, housing and urban development sectors. • Provide guidance and effective management of lands, housing and urbanization.
3	Commission	<ul style="list-style-type: none"> • Head of the Commission • Monitor and supervise staff of the Commission.
4	MDAs	<ul style="list-style-type: none"> • Consultations in the formulation of policies, involvement in legislative reviews. • Collaboration in execution of their mandate to create synergy
5	Local Governments	<ul style="list-style-type: none"> • Timely response to emergencies / land matters. • Effective management and administration of the land resource through regular consultations with technical team at ULC.
6	Professional Bodies (SRB, ARB)	<ul style="list-style-type: none"> • Work with ULC in ensuring adherence to professional code of conduct and ethical standards.
7	Lessees	<ul style="list-style-type: none"> • Data archiving and retrieval systems for government land/properties
8	Communities	<ul style="list-style-type: none"> • Watchdog and whistle blowing.
9	Lawful and bonafide occupants.	<ul style="list-style-type: none"> • Provide the relevant information.

4.3 The Structure and Alignment

The Commission is currently understaffed, operating at 38.8% of the approved structure, a condition that has resulted into some shortfalls in the delivery of the current Strategic Plan. The Ministry of Public Service in consultation with Uganda Land Commission

undertook a review and rationalization of the Commission's Staff Establishment and recommended a new structure. The new structure was incorporated into Land Commission bill (2017) which was given Certificate of Financial implication in FY 2019/20.

4.4 Human Resources Capacity

Current staffing

The current structure is inadequate to implement the new Strategic Plan. The Commission has a new structure recommended by the Ministry of Public Service, which if operationalized will be sufficient to execute the plan. The structure provides for three departments-Land management, Land Fund Management and Finance and Administration. The recommended structure is as shown in **Table 19** below.

Table 59: Current versus Recommended Staffing Level for the Commission

Position	Approved	Filled	Recommended	Percentage filled
Chairperson	1	1	1	100%
Commission Secretary	1	1	1	100%
Commissioners/Assistant Commissioners	1	1	9	11%
Principal Officers (including specialized roles e.g. Surveyors)	2	1	6	17%
Senior Officers (including (Personal Secretaries)	3	3	14	21%
Officers	8	8	19	42%
Assistant Officers	7	6	10	60%
Support Staff (front desk, Drivers, office attendants)	20	14	20	70%
TOTAL	43	35	80	44%

Planned Recruitment

Ensure optimum recruitment, placement and deployment is a key intervention under the Strengthening the ULC to deliver its mandate key focus area. The Commission intends to build its staff base to attain at least 98.7% of staffing of the existing approved structure and handle priority recommended positions.

In terms of officer's ranks, the priority for the first 3 years of the Strategic Plan is recruitment of staff filling up the senior officer positions, as well as priority specialised technical and officer positions. Resulting from the disruptions caused by the pandemic and the government pronouncements following there on, there will not be new recruitments in FY 2020/21.

In operationalization of the above structure, the Commission has designed a recruitment plan for the next five years as shown in **Table 20** below.

Table 206: Recruitment Plan for the Commission for the next 5 years

Year	Filled positions/ Baseline	Target number of new positions filled	Cumulative growth in staffing	% changes in staffing	% staffing against approved establishment
FY 2019/20 (Base year)	31				38.75%
FY 2020/21	47	5	52	9.6%	58.75%
FY 2021/22	49	25	74	33.8%	61.25%
FY 2022/23	63	25	88	28.4%	78.75%
FY 2023/24	73	17	90	18.9%	91.25%
FY 2024/25	80	12	92	13.0%	100.00%

Staff Development

The Commission will develop a comprehensive Five-Year Human Resource Capacity Building and Development Plan. The implementation of the plan will however be accelerated in FY 2021/22 due to Government pronouncement on budget cuts resulting from the pandemic. The Programme will among other things:

- Conduct a comprehensive Capacity Needs Assessment (CNA) to identify capacity gaps
- Design comprehensive capacity building Programme involving short- and long-term trainings
- Design results-based performance management systems – including incentives and reward system, as well as reprimand system.
- Design priority staff team building activities to be executed in the five years.
- Enhance equity in employment since ULC is an equal opportunities employer

4.5 Accountability and Risk Management

4.5.1 Accountability

Operationally, the ULC is accountable to the Minister, Ministry of Lands housing and Urban Development as its Line Minister. It does not have the enabling legal framework to utilize NTR collected at source.

4.5.2 Risks and Risk Management

During the course of developing this Strategic Plan, certain assumptions were made, some of which might not hold. In addition, due to dynamism in the operation environment, events that were not identified might turn out to influence realization of the Strategic Plan. To this end, key risks have been identified along with proposed control measures as presented in **Table 21** below.

Table 71: Risks and Risk Mitigation Measures

Risk	Cause (s)	Consequences	Likelihood	Mitigation measures
The possibility that the Commission fails to raise the resources to finance its Strategic Plan	If the existing framework does not allow the Commission to spend NTR at source to fund the initiatives.	Failure to attract and retain highly skilled and competent professional staff, leading to underperformance due to work overload.	High	Lobby for the Commission to attain full independence that allows it to spend NTR at source. Focus on aggressive resource mobilization initiatives, that include using alternative strategies such as PPPs
The possibility of fraudulent transactions that create increased mistrust amongst the public.	The lack of a comprehensive inventory of government land and policies coupled with manual archiving process	Lack of transparency that creates mistrust among the public.	Medium	Prioritize the initiative to undertake a comprehensive land inventory. Embrace technology; stream line processes to increase transparency.
Possibly of failure to attract and retain adequate required personnel to implement the Strategic Plan	Lack of the competitive salary offers. Scarce resources that have the required skill-set.	Less than optimal performance	Medium	Lobby for MoFPED to approve competitive salary packages. Extend the search of resources to cover the region.
Possibility of the Covid-19 pandemic persisting	Failure to follow the SoPs issued by Ministry of Health Failure to discover a vaccine and treatment by scientists	Shrinking of the economy and hence Government revenues to finance the budget. The possibility of Government extending the lockdown; this would affect activities such as sensitisation meetings. Failure to hold sensitisation meetings Lockdown	Medium	Equip the staff with the requisite tools to work from home. Implement the COVID-19 guidelines.

4.6 Communication and Stakeholder Engagement Strategy

This Communication and Stakeholder Engagement Strategy presents the roadmap that ULC shall take to communicate with and engage the different stakeholders. This is to increase awareness of the Commission's mandate amongst the population. The communication and engagement approach shall reflect the core values of ULC. This strategy seeks to ensure that the communication is aligned to driving the strategy agenda in an effective and professional manner.

The objectives of this Communication and Stakeholder Engagement Strategy are to:

- Establish a clear understanding and awareness of the ULC amongst all key stakeholders; and
- Encourage and attract strategic partners to reach out to the ULC, in delivering some specific projects;
- Enable ULC adopt a proactive role to communicating with all stakeholders; and
- Ensure that honest and accurate information is delivered in an open, effective and timely manner.

To ensure effective execution, it's critical that ULC Strategic Plan is widely disseminated and shared with responsible stakeholders. Priority will be given on those stakeholders who were identified in the stakeholder analysis as those who need to manage closely and those to keep informed. Only formal communication channels will be used. The dissemination methods will include:

- Production of popular version of the Plan;
- Distribution of copies (main report/abridged version) to key stakeholders;
- Holding a mega launch of the Plan;
- Rebranding of ULC with new tagline, Vision, Mission statement, and Core values on banners and fliers; and
- Ensure that at least one core value is recited every time there is a staff meeting.

5.0 FINANCING STRATEGY

5.1 Costing of the Plan

The costing was undertaken through a review of documents, data collection from both primary and secondary sources, key informants' interviews undertaken. Data was analyzed and an excel based model was developed to assist in the estimate of the resources for the implementation for the policy.

The costing was undertaken using the Activity based costing approach. This approach involved the identification and tracking of all activities, assigning cost to activities that are pertinent along the continuum of emergency services. The costing team in consultation with the Technical Working groups (TWGs) and experts identified various activities and interventions relevant for the Emergency services.

The resource requirement for the plan was estimated at about Ugx 314.233bn over the period of five years. This will grow from Ugx 56.2 bn in the first year and peak in year 4 and 5 at Ugx 65.606bn as the Commission pays off outstanding arrears to absentee land lords. **Table 22** below provides annualised project costs by Strategic Focus Area.

Table 22: Annualized Project Costs by Strategic Focus Area

	Cost Centres /Elements	Projected costs in Uganda Shillings (000,000)					
		Year 1	Year 2	Year 3	Year 4	Year 5	Totals
1	Category 1: Programmatic Intervention						
	Enabling environment	1,437	1,538	1,714	1,714	1,967	8,370
	Optimal utilization of Government Land	45,198	50,100	51,000	51,798	52,798	250,994
	Resource mobilization and Product innovation	99	499	58	595	58	1,308
	Visibility and Awareness	2,231	2,812	2,387	2,812	2,339	12,580
	Strengthen ULC to deliver its Mandate	5,222	6,139	5,826	5,617	5,176	27,980
	Subtotals	54,187	61,088	60,985	62,536	62,338	301,234
2.	Wage bill (based on proposed structure)	1,083	1,083	1,083	1,083	1,083	5,415
3	Non-wage	930	1,022	1,579	1,987	2,126	7,584
4	TOTAL	56,200	63,193	63,647	65,606	65,547	314,233

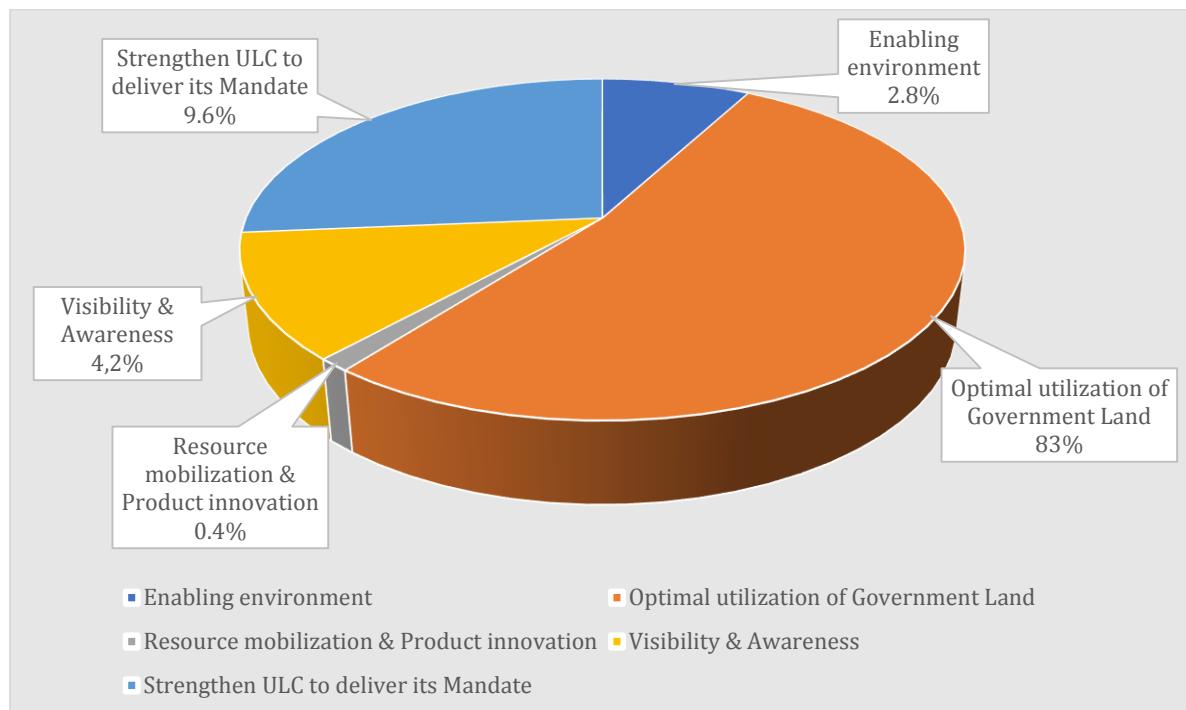
The detailed cost implementation matrix is indicated in Annex II.

5.2 Resource allocation /distribution of the budget

The budget has been broken down in three parts consistent with government of Uganda budgeting and public finance management; programmatic intervention (development budget), recurrent (wage) and recurrent non-wage. Costing put the recurrent expenditure at par with Medium term expenditure framework (MTEF) projections by the MFPED.

In terms of programmatic interventions (development budget), the key resource drivers were in the areas of optimum utilization of government land with 83% of the planned resources, while strengthening of the ULC mandate required 9.6% of the resource envelop. **Figure 2** below shows the breakdown of the resource allocation.

Figure 2: Breakdown of the programme budget



5.3 Funding Gap

The funding gap is analysed in two ways – the simple funding gap based on the costed interventions and compensation arrears and disregarding the historical backlog, and the compounded funding gap that captures the historical backlog and the new projected funding gap.

Simple funding gap

Based on the costing of the Strategic Plan intervention and matching the required resources with the commitment, the funding gap for Commission over the five years of this Strategic Plan is estimated at Ugx 52.490 bn. The Table presents the funding gap estimated based on the projected budget expenditure for the priority intervention including cumulative arrears and projected resource envelope (based on MTEF ceiling).

There are shortages in the wage bill. The new approved staff structure requires Ugx 1.083 billion annually, which translates into Ugx 5.415bn over the period of 5 years indicating, however the MTEF projection for the five years is only Ugx 3.580bn, leaving a funding gap of approximately Ugx 1.885billion over the next 5-year period.

Projected budget expenditure	Projected Budget (based on the strategic plan costing)	Project ceiling MTEF	Funding Gap
Recurrent (wage)	5.415bn	3.580bn	1.8354 bn
Recurrent (non-wage)	7.584 bn	5.423bn	2.161 bn
Development (programmes)	250.994 bn	202.5bn	48.494 bn
Total	263.993bn	211.503bn	52.490 bn

Compounded funding gap

Since the year 2002/03 when Government through the project: Support to Uganda Land Commission started implementing land fund activities, the official estimates by office of the Chief Government Valuer was that Ugx 1.767 trillion is the amount required to completely pay off absentee landlords on mailo land to allow lawful and bonafide occupants regain land tenure security in Uganda, so far Ugx 198 billion has been availed over time. This leaves a glaring funding gap of Ugx 1.569 trillion.

There are also critical programmes that cannot be effectively rolled out because of inadequate budgetary allocation. For instance, conducting the comprehensive land inventory which would require an estimate of Ugx 500 billion to develop a comprehensive digitised government land inventory that can meet the requirements of Government assets register.

5.4 Financing Mechanisms

One of the key strategic intervention for this Strategic Plan is development and implementation of a comprehensive resource mobilization strategy. The strategy will identify and implement innovative measures for increasing allocation from Government, mobilization of NTR, as well as exploration of new innovative sources. They target measures may include:

- Lobby government for expanding the ceiling
- Design and promote new development projects for the Commission
- Automate processes for collection of non-tax revenue
- Enhance internal efficiency.
- Through engagement of private management consultants in PPP arrangements to collect Non-Tax Revenue.

6.0 MONITORING AND EVALUATION STRATEGY

6.1 Introduction

A monitoring and evaluation strategy for the ULC Strategic Plan presents the mechanisms for tracking and monitoring progress of implementation. It is also a mechanism for measuring and reporting its success in terms of achievement of its objectives and contributing to the overall sector (Lands, Housing and Urban Development) outcomes and the broader national development outcomes, as spelt out in the third national development Plan (NDP III).

The Monitoring and Evaluation (M&E) Strategy will attempt to provide right answers to the following specific evolution questions:

- i) Were the priority interventions implemented as Planned?
- ii) Were resources availed and used timely as Planned?
- iii) Did the implementation of activities result into the planned outputs? I.e. Did the Strategic Plan achieve what it intended to?
- iv) Did the outputs result in the expected outcomes?
- v) Has the Plan had any impact on the target beneficiaries?
- vi) What is the contribution of the Plan to overall development outcomes?

The Monitoring and Evaluation Strategy specifies the objectives and guiding principles for monitoring and evaluating the Commission's Strategic Plan, monitoring and evaluation mechanisms, the roles and responsibilities of key actors in monitoring and evaluation process, as well as well as type and nature of reporting. Further, the strategy provides the link between the institution's M&E Plan and the monitoring and evaluation framework for the national development Plans.

6.2 Objectives and Guiding Principles

The overall of objective of the M&E strategy for ULC Strategic Plan 2020/21 -2024/25 is to specify mechanisms through which the progress of implementation will be tracked, monitored and reported as well as assessing and reporting its impact.

Specifically, the M&E Strategy for this Strategic Plan will assist to:

- i) Provide a basis for systematic collection and analysis of performance data and information on implementation and success of the Strategic Plan;
- ii) Facilitate accountability and value for money (upward accountability to government and development partners) and downward accountability to lessees, land lords and tenants);
- iii) Equip and empower stakeholders with information required for effective measuring and reporting progress of implementation of the Strategic Plan; and

- iv) Inform process improvement and re-engineering through learning, feedback, information sharing on results and lessons learned among the implementers.

The key guiding principles underlying the process of developing M&E Strategy for ULC Strategic Plan and expected to define the ensuing monitoring and evaluation mechanisms and systems include:

- i) **Alignment:** The M&E Strategy for ULC Strategic Plan shall be aligned to the sector development plan for the Lands, Housing and Urban Development Sector and the third National Development Plan (NDP) III M&E Framework.
- ii) **Participatory and inclusiveness:** M&E processes and activities shall involve and engage all key stakeholders to ULC Strategic Plan both internal and external.
- iii) **Promptness:** M&E will be conducted in timely manner to inform planned and ongoing performance management processes within the organization, the sector or even in the country.
- iv) **Cost effectiveness:** M&E shall be undertaken in a cost-effective manner. This should apply whether the exercise is conducted internally or by external resources.
- v) **Performance improvement:** As a result of learning, visible performance improvement should be realized at individual, team, and organizational level.
- vi) **Quality:** M&E will be guided by well-established tools with clear indicators and variables.

6.3 Monitoring and Evaluation Mechanisms/System

The Sector/MDA Development Plan Guidelines (2019) requires that the M&E strategies for sectors/MDAs are aligned to the Monitoring and Evaluation framework for the third National Development Plan (NDPIII) and consistent with the National Monitoring and Evaluation Policy and framework for Uganda. The instruments for monitoring and evaluating development plans at different levels include:

a) Annual Implementation Reviews/Annual Reviews

Consistent with the government of Uganda Monitoring and Evaluation Framework, ULC shall undertake Annual Implementation Reviews of its Strategic Plan to enable reporting status of land management matters in the country and subsequent production of Annual Report. The Commission shall also participate and contribute towards the Joint Annual Review (JAR) for the sector. The information captured in Annual Reviews that also inform the Commission's reporting to the Office of the Prime Minister (Government Annual Performance Report-GAPR), National Planning Authority as National Development Review (NDR), and Ministry of Finance, Planning and Economic Development (Ministerial Policy Statement).

b) Mid-term Reviews

The midterm review (MTR) of ULC Strategic Plan shall be conducted halfway (2 ½) into implementation of the plan. In avoidance of doubt, six months prior to the independent MTR of NDP III as provided for in the sector/MDA development planning guidelines 2019.

c) End of term Evaluation

The end of term evaluation of ULC Strategic Plan shall be conducted towards the end of its final year of implementation (6months before expiry). The objective of the evaluation is to assess the extent the plan objectives have been achieved, and the likelihood of its impact. The key aspects to be considered in the independent end of term evaluation shall include; relevance, effectiveness, efficiency, impact and sustainability.

6.4 Monitoring and Evaluation Plan

6.4.1 Introduction

The M&E Plan for the Strategic Plan presents the outcome indicators and targets for Strategic Plan (derived from Strategic Plan outcomes); roles and responsibilities of key actors in institutional M&E processes; Monitoring and Evaluation information management systems, and summary matrix of M&E Results.

6.4.2 Linking Strategic Plan Outcomes, Outcome Indicators and Targets to NDP III

The monitoring and evaluation strategy shall capture information for measuring performance of Commission based on standard indicators. The Commission shall undertake profiling of the key indicators and corresponding metadata. The NDP III Programme on Lands Housing and Urban Development is a key entry point for ULC Strategic Plan into the NDP. The high-level alignment of ULC Strategic Plan to relevant NDP III goal, objectives and Programmes is as presented in **Table 23** below.

Table 23: High level alignment of ULC Strategic Plan to relevant NDP III goal, objectives and Programmes

Level of Results	Description of Results	Indicators	Baseline	Target
Adopted NDP Objectives	Consolidate and increase the stock and quality of productive infrastructure;			
Adopted NDP III Programme	Natural Resources, Environment, Climate Change, Land and Water Management			
Other Adapted NDP III Programme	Integrated Transport Infrastructure and Services; Sustainable Energy Development; Sustainable Urbanization and Housing; Manufacturing; Agro-Industrialization; Mineral Development; Sustainable Petroleum Development; Tourism Development;			
Strategic Plan Goal	Ensure ULC law is enacted and 100% of missing regulations developed and operationalized Increase percentage of titled land from 23 to 50%			

	Increase share of revenue collected Increase awareness of ULCs mandate among its stakeholders to at least 70% Media coverage of the Commission improved by 65% (both print and electronic media) Achieve institutional responsiveness of 80% Adapted MDA Objective 1: Strengthen the ULC legal framework.			
Intended results (Outcomes)	Description of Results	Indicators	Baseline	Target
Adapted Objective 1: Strengthen the ULC legal framework.				
Legal mandates, functions, structures, governance and operations of the Commission clarified and expounded	ULC Bill (2017) enacted into law	Bill Tabled before Parliament	Bill on Parliament roaster	Bill approved and Act Gazetted
	Missing regulations developed	Percentage of regulations developed		100%
Adapted MDA Objective 2: Maintain or increase stock and quality of government land				
Knowledge of government land improved as well as the increase in the size of Government land properly surveyed and titled	Comprehensive land inventory in place	Level of development of land inventory	20%	100% development of land inventory
	Increase in proportion of MDAs with surveyed and titled land	% of surveyed and titled land	23%	50%
Adapted Objective 3: Strengthen management and administration of the Land Fund				
Historical injustices in land management corrected	Proper planning for beneficiary tenants and land lords	SOPs for selection of land fund beneficiaries developed	25%	100% of SOPs in place and disseminated
Adapted Objective 4: Improve financial sustainability of the Commission.				
The Commission is able to implement its Strategic Plan without any resource constraints	Increase in domestic revenue generation	Size of NTR collected	15 billion shs per annum	50 billion per annum
	Reduction in outstanding claims/backlog	% reduction in outstanding claims/backlog	25%	90%
Adapted Objective 5: Increase brand visibility and awareness of the Commission.				
Increased awareness of the Commission of the various stakeholders.	Communication strategy operationalized	% operationalization of communication and PR strategy	5%	70%
	Media presence (both print and online)	% increase in media coverage of ULC (both print and electronic media)	10%	50%
	Positive coverage of the Commission	% of media coverage of ULC portraying positive stories	10%	90%
Adapted 6: Improve the Commission's efficiency and transparency in the management of government land				
The Commission adequately retooled and staffed with competent and professional personnel	New expanded structure/establishment approved	Staffing level	43.6%	95%
	Entire Commission equipped with essential tools	Level of equipment	30%	100%

6.4.3 Programme/Sub-Programme Level Monitoring and Evaluation Results Matrix

In addition to high-level monitoring and evaluation results matrix that is aligned to NDP III, a detailed matrix has been drawn at Programme/intervention level. The matrix presents the output (intermediate outcome) indicators and targets that are aligned to the

NDP III Programmes and sub-programmes for Lands, Housing and Urban Development Sector. The adopted NDP III Programme for the Commission is Natural Resources, Environment, Climate Change, Land and Water Management. Other Programmes to which the Commission variously contribute to include; Integrated Transport Infrastructure and Services; Sustainable Energy Development; Sustainable Urbanization and Housing; Manufacturing; Agro-Industrialization; Mineral Development; Sustainable Petroleum Development; and Tourism Development.

6.4.4 Monitoring and Evaluation Information Management system

Operationalization of the Commission's M&E strategy shall require availability of accurate, regular and reliable data/information. It is on backdrop of this that a monitoring and evaluation information management system shall be established. The system shall leverage on data from administration sources. The Commission MIS shall be linked to the Land Information Management System to enable fast adoption and use of the selected indicators. The Strategic Plan has made some provisions for resources to develop and operationalize the Commission's M&E MIS.

6.4.5 Monitoring and Evaluation Reports

The reports to be produced by the M&E system fall in two broad categories, namely: reports for internal management and decision making and reports to external stakeholders. Reporting shall correspond to the agreed M&E mechanisms (quarterly reporting, annual reviews, midterm review and end term evaluation). **Table 24** below summarizes the external reporting requirements and timing.

Table 84: External Reporting, Requirements and Timing

M&E Reporting requirement	Required information	Responsibility/ Champion
National Development Report (NDR)	Commission's contribution towards implementation of the NDP	NPA
Certificate of Compliance	Alignment of Commission's Strategic Plan and budget to NDP Utilization of allocated budgets/disbursed funds Execution of Planned Programmes and projects	NPA
Government Annual Performance Review (GPAR)	Compilation of institutional Annual Assessment (GPAR) Compilation of institutional Half annual assessment (H/GPAR)	OPM
Performance-based Budgeting System (PBS)/ Budget Monitoring and reporting	Budget performance information Physical performance (effectiveness and efficiency in delivery of services)	MFPED
Joint Annual Review	Generate information for: Assessing performance of ULC undertakings in the sector Identify measures for addressing underperformance Facilitate learning and change	Sectors
Joint Annual reviews	Contribution to Works and Transport Sector objectives and outcomes Priority focus for the next year	Lands, Housing and Urban Development sector
Ministerial Policy Statement	Institutional physical and budget performance contribution to the ministry's performance	Ministry of Lands, Housing and Urban Development (MLHUD)

6.5 Roles and responsibilities of Actors in Monitoring and Evaluation Process

The roles and responsibilities of key players in monitoring and evaluation of progress of implementation of ULC Strategic Plan are as presented in **Table 25** below.

Table 95: Roles and Responsibilities of key Players in M&E of Strategic Plan Implementation

#	Player	Role
1.	Commission	To provide policy direction, mandate, and vision as well as review performance of attainment of the Authority's Key Results Areas.
2.	Management	To provide leadership role in the development, implementation, monitoring and evaluation of ULC Strategic Plan.
3.	Policy and Planning Department	<ol style="list-style-type: none">1. To provide technical support and guidance and implement, monitor and participate in the evaluation of the Strategic Plan.2. To enhance monitoring and evaluation capacity in the Authority3. Prepare periodic directorate performance reports.
4.	M&E Liaison Officials in different departments	To diligently prepare, implement and report on individual performance plans that feeds into the department key outputs

6.6 Low level performance indicators and targets

The results matrix below summarizes the monitoring and evaluation framework for ULC Strategic Plan. It links strategic actions, outputs and key performance indicators (KPIs) to Strategic Plan pillars and objectives. This is presented under **Annex III**.

7.0 ANNEXES

Annex I: Alignment of ULC strategic plan to NDP III Programme

Program Objective	Program Intervention	PIAPs	Identified ULC Actions	Other Actors
Program: Natural Resources, Environment, Climate Change, Land and Water Management				
Objective 3: Strengthen land use and management	1. Complete the rollout and integration of the Land Management Information System with other systems.	<ul style="list-style-type: none"> Establish a permanent Data Processing Centre integrated with the Land Information System 	<ul style="list-style-type: none"> Develop Government Land Information System (GLIS) Link GLIS to the LMIS 	MLHUD, NPA, MoLG, MTIC, DPs, PSFU, CSOs, Local Communities, LGs NPA, MLHUD, MoLG, UBOS, UNBS, MUK
	2. Fast-track the formulation, review, harmonisation, and implementation of land laws, policies regulations, standards and guidelines.	<ul style="list-style-type: none"> Finalize the adoption of five (5) land related laws/bills (RTA, LIS, Survey, Valuation and ULC Bills) 	<ul style="list-style-type: none"> Identify gaps in legal framework for government land management Fast track approval of ULC Bill 2017 	MLHUD, MoLG, MoJCA
	3. Undertake a comprehensive inventory of Government land.	<ul style="list-style-type: none"> Survey and title government land Engage MDAs to avail information on the government land and property under their jurisdiction Lease government land to prospective investors to generate NTR. 	<ul style="list-style-type: none"> Take lead in survey and demarcation of government land 	ULC, MLHUD, MoLG, KCCA
	4. Capitalize the Land Fund to ensure access to land by lawful and bona fide occupants.	<ul style="list-style-type: none"> Lobby for adequate resources for the Land Fund Engage stakeholders to operationalize the Land Fund Process and issue land titles to bona fide occupants Develop the Loan scheme guidelines 	<ul style="list-style-type: none"> Lobby for adequate resourcing of the land fund Fully operationalize the land fund. 	MLHUD, MoFPED, ULC

Program Objective	Program Intervention	PIAPs	Identified ULC Actions	Other Actors
		<ul style="list-style-type: none"> ▪ Contract the Banking institution to manage the scheme ▪ Lobby the Government to provide seed fund for the Loan scheme. 		
	5. Strengthen the capacity of land management institutions in executing their mandate geared towards securing land rights.	<ul style="list-style-type: none"> ▪ Retooling & training of ULC as one of the Land Management Institutions. 	<ul style="list-style-type: none"> ▪ Build capacity of ULC to execute its Constitutional Mandate. 	MLHUD, MoLG, ULC, DLBs, Cultural/Religious Institutions
	6. Promote land consolidation, titling and banking.	<ul style="list-style-type: none"> ▪ Process and Issue 1million titles by 2024/25 ▪ Strengthen access to land for women, persons with disabilities and other vulnerable groups. 	<ul style="list-style-type: none"> ▪ Participate in systematic demarcation of land through land fund. 	MLHUD, MDAs, LGs, Local Communities, Private Sector, DPs, CSOs
	7. Acquire land for infrastructure/utility corridors	<ul style="list-style-type: none"> • Government land purchased for future Government projects. 	<ul style="list-style-type: none"> ▪ Provide information on available government land for potential use ▪ Facilitate land banking. 	MLHUD, MoWT, MoFPED, MEMD, UNOC, NITA-U, MoLG, MoJCA, UEDCL, UETCL, PAU, UNRA, URC, CAA, URF
	8. Promote tenure security including women's access to land.	<ul style="list-style-type: none"> ▪ a) Review, roll out and sustain a national program of Systematic Land Adjudication, Demarcation, survey and Certification (SLAAC) in 135 districts 	<ul style="list-style-type: none"> ▪ Step up compensation of land lords ▪ Regularize land ownership of lawful & bona fide occupants. 	MLHUD, MoLG, ULC
Program: Sustainable Urbanization and Housing				
Objective 2: Promote urban housing market and provide decent housing for all	1. Develop and implement an investment plan for adequate and affordable housing	<ul style="list-style-type: none"> ▪ Prepare and develop affordable housing projects 	Offer titled government land for estate development.	MLHUD, MoLG, MoFPED, NPA, MDAs, MTIC
	7. Establish and develop public open spaces	Develop and protect public open spaces	Avail government land for public open spaces.	MLHUD, MOWE

Program Objective	Program Intervention	PIAPs	Identified ULC Actions	Other Actors
Program: Agro-industrialisation				
Objective 1: Increase Agricultural production and productivity	No.7 Improve Land tenure systems and Land security Mechanisms that promote inclusive Agriculture investments	<ul style="list-style-type: none"> Secure and efficiently use public agriculture farmlands and ranches; 	<ul style="list-style-type: none"> Compile land inventory for ranches; Process land titles. 	MAAIF, MLHUD, ULC, NARO, NAGRC, UCDA, CDO, DDA, NAADS

Annex II: Cost Implementation Matrix

Interventions	Output	Indicators	Actions	Cost Implementation Matrix					Responsible Officer
				FY 20/21	FY 21/22	FY 22/23	FY 23/24	FY 24/25	
3.2. Undertake a comprehensive inventory of Government land	A Comprehensive and up to date government land inventory undertaken	Proportion of government land captured in the inventory per district and per MDA	Undertake survey and titling of government land	4.0	4.0	4.0	4.0	4.0	ULC
			Leased titled government land to prospective investors	1.5	1.5	1.2	1.2	1.2	ULC
3.3. Capitalize the Land Fund to ensure access to land by lawful and bona fide occupants	Land fund Capitalized and accessed by bona fide and lawful occupants	Hectares of Land purchased from absentee Landlords desegregated by gender	Establish/operationalize mechanisms to capitalize the Land fund.	200.0	200.0	200.0	200.0	200.0	ULC, MLHUD, MFPED, MoLG, MoJCA
			Lobby for adequate resources for the Land Fund	32.39	31.37	28.1	27.8	26.3	ULC, MLHUD, MFPED, MoLG, MoJCA
			Hold stakeholder engagements to operationalize the Land Fund	0.03	0.03	0	0	0	ULC, MLHUD, MFPED, MoLG, MoJCA
			No. of titles processed for bona fide occupants	2.5	3.0	3.2	3.5	4.0	ULC, MLHUD, MoFPED, MoLG, MoJCA
		No. of bona fide occupants accessing land fund	Review the operations of land to support bona fide occupants	2.5	3.0	3.2	3.5	4.0	ULC, MLHUD, MoFPED, MoLG, MoJCA
			Develop Loan scheme guidelines	0.08	0	0	0	0	ULC, MLHUD, MoFPED, MoLG, MoJCA

			Contract Banking institutions to manage the scheme	0	0.1	0	0	0	ULC, MLHUD, MoFPED, MoLG, MoJCA
			Provide seed fund for the Loan scheme for 700 beneficiaries (350 males and 350 female)	0	0	2.0	2.0	3.0	ULC, MLHUD, MFPED, MoLG, MoJCA
	Land bank facility established	Hectares of government land secured for infrastructure corridors ('000s)	Regularize ownership of land for bona fide occupants on over 200,000 acres purchased by Government under Land fund programme b) Acquire land for future Government projects	15.00	15.80	16.50	17.40	18.20	ULC

Annex III: Low Level Performance indicators and targets

Pillar 1: Enabling environment									
Objective 1: Strengthen the ULC legal framework									
Strategies	Strategic Actions	Outputs	Indicators	Target	FY 2020/21	FY 2021/22	FY 2022/23	FY 2023/24	FY 2024/25
Fast track enactment of ULC (2017) Bill into Law	Lobby relevant committees of Parliament	ULC bill enacted and implemented	ULC bill passed into law	ULC bill passed into law and implemented	Draft Bill presented to Cabinet for consideration and approval	Draft Bill considered and approved by Parliament	ULC enabling Law gazetted and disseminated.	ULC Enabling Law disseminated and implemented	ULC Enabling Law disseminated and implemented
Pillar 2: Optimal utilization of Government Land									
Objective 2: Maintain or increase stock and quality of government land									
Strategies	Strategic Actions	Outputs	Indicators	Target	FY 2020/21	FY 2021/22	FY 2022/23	FY 2023/24	FY 2024/25
Improve knowledge and information about stock and flow of government land and property	Develop a comprehensive updatable inventory of government land	A comprehensive updatable inventory of government land	Updatable inventory of government land (interactive based on database such as Oracle)	100%	10%	20%	20%	20%	30%
	Undertake systematic land banking	Land banking undertaken	200,000 Hectares of land purchased for the Government land Bank	20,000	50,000	100,000	120,000	150,000	200,000
	Secure land titles to government MDAs	Land titles processed and issued to MDAs	600 certificates of title processed for MDAs	120	120	120	120	120	120

Objective 3: Improve management of the Land fund									
Payment of accumulated compensation on arrears.	Pay claims and prepare update payment log	Number of titles transferred from absentee landlords to the Commission	%age of claimants as at June 30 th 2020 paid wholly	100%	30%	50%	60%	80%	100%

Pillar 3: Resource Mobilisation

Objective 4: Improve financial sustainability of the Commission									
Strategies	Strategic Actions	Outputs	Indicators	Target	FY 2020/21	FY 2021/22	FY 2022/23	FY 2023/24	FY 2024/25
	Develop new development projects	New project profiled and developed	At least 3 new development Project added to the Public Investment Plan (PIP)	3	1	1	1	0	0
Increase collection of Non-tax revenue (NTR) and	Develop more convenient means of collecting non tax revenue from ground rent and lease fees	Increased NTR Collection	NTR increase from 15 – 50bn	50	10BN	10BN	10BN	10BN	10BN

Pillar 4: Enhance Awareness and Visibility

Objective 5: Increase brand visibility and awareness of the Commission									
Strategies	Strategic Actions	Outputs	Indicators	Target	FY 2020/21	FY 2021/22	FY 2022/23	FY 2023/24	FY 2024/25
	Develop a customer- centred clients	Clients charter	Client charter developed	-	Client charter developed and implemented	implemented	implemented	implemented	implemented

	centred clients charter	charter developed		and implemented					
	Publish an annual state of government land report	Annual state of government land report published	Timely release of annual state of government land report	5	1	1	1	1	1
	Undertake proper branding and re-branding of the Communication	Commission rebranded	At least 5 branding products produced	5	2	2	1	-	-
	Develop mechanisms for constant engagement with the press	The media constantly engaged	10 media engagements per year	50	10	10	10	10	10

Pillar 5: Strengthen ULC to deliver its mandate

Objective 6: Improve the Commissions, efficiency and transparency in the management of public land	Document priority internal policies and procedures	Priority internal operation policies and procedures documented	At least 3 priority SOPs developed	3	1	1	1	-	-
Ensure adequate, competent and motivated workforce	Operationalize the newly recommended and approved HR strategy.	HR strategy operationalized	Staffing levels reaching 100% of the recommended establishment	100%	60%	70%	80%	90%	100%

	Train, build capacity and retool staff to be able to efficiently deliver their roles.	Comprehensive retooling carried out. Capacity Building Plan Developed and operationalized	Staff equipped with essential tools like laptops At least 5 staff team building activities carried out	5	1	1	1	1	1
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