



THE REPUBLIC OF UGANDA

MINISTRY OF LANDS, HOUSING AND URBAN DEVELOPMENT

# THE UGANDA NATIONAL HOUSING POLICY

“ADEQUATE HOUSING FOR ALL”

MAY, 2016

## FOREWORD

Housing is a basic human right, essential for the well-being of all mankind. The 1995 Constitution of the Republic of Uganda, under the General Social and Economic Objectives guarantees to fulfill the fundamental rights of all Ugandans to social justice, economic development, enjoying rights and opportunities and access to clean and safe water, health and decent shelter amongst others.

This Housing policy seeks to promote progressive realization of adequate housing for all and is premised on the principle of partnership, involving the Ministry on behalf of Government, the Private sector, Land owner's, financial institutions, cooperatives and individuals. The role of Government is to provide a conducive policy, legislative and regulatory framework for policy implementation, monitoring and evaluation and its periodical review for effective and efficient policy implementation.

Under the partnership framework on policy implementation, Government will provide key inputs such as serviced land with access roads, electricity, water and sewerage, as well as leverage access to affordable financing for housing development.

The overall housing situation in the country is characterized by inadequate housing in terms of quality and quantity both in rural and urban areas with a housing deficit of about 1.6 million housing units, out of which 210,000 units are needed in the urban areas. An estimated 900,000 housing units are sub-standard and need replacement or upgrading. The new Housing Policy lays emphasis on regular repair and maintenance of properties. The policy advocates for regular property inspections by competent authorities from the Urban and Local Governments for compliance with building standards.

The purpose of this Policy therefore is: to increase the production of adequate housing for all income groups from 60,000 to 200,000 housing units per annum so as to meet the housing needs by 2022; to improve the quality of the existing housing stock; to promote an efficient utilization of energy and other resources in housing; to increase access to affordable housing; to improve security of tenure for property owners; and to improve the mechanisms for development and management of the Real Estate Industry.

The Policy provides for promotion of urban housing interventions to encourage Urban Authorities put in place measures to provide for adequate and affordable housing based on the requirements of the urban population in their respective areas.

The policy also promotes Public Private Partnerships (PPP) in housing development where Land Owners are encouraged to provide private land for mass production of housing as well as real estate development. Through PPP, the private sector investors working in partnership with financial institutions are also encouraged to provide funding and technology for Housing Development/ Real Estate development.

While addressing housing needs for all categories of people; low, middle and high income, programs will be developed to address the problem of the escalating slums and informal settlements in most urban areas.

The policy provides an opportunity to tap into our local materials base, the utilization of local construction materials and enhancement of employment creation, particularly for the youth.

This policy further provides a framework to enable all stakeholders appreciate the emerging opportunities in the housing sector so as to contribute towards transformation of the economy for the realization of our country's vision.

The implementation of this Policy stems from other Government development programs such as; the National Development Plan II, Vision 2040; the NRM Manifesto 2016-2021 and other development agendas with regard to contributing towards achieving the sustainable development goals of this country.

Finally, I wish to thank H.E the President for guiding Cabinet while deliberating on housing issues. I am also indebted to all those who contributed to the development of this Policy, in particular, the various stakeholders whose views were instrumental in shaping this Policy.



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## EXECUTIVE SUMMARY

This National Housing Policy replaces the National Shelter Strategy (NSS) which was adopted in 1992 as a policy framework to guide housing development in the country. The National Shelter Strategy had been premised on the enabling strategy as the main approach for delivery of housing in the country.

The revised National Housing Policy is intended to address the various critical issues and challenges facing the housing sector. These amongst others include problems of inadequate housing and housing backlog arising from inadequate house construction and the increasing population as well as growing housing demand, deterioration in housing condition as manifested in overcrowding, development of slums and proliferation of informal settlements characterized with lack of basic infrastructure and services within virtually all the urban centers.

The Vision of the Policy is “Adequate housing for all”. While the goal of the policy goal is “to provide a framework that promotes adequate housing for all”. The policy aims at:

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

The Policy further affirms the responsibility of housing delivery rests with individuals, while the Government performs its residual role of policy

formulation, implementation, monitoring and evaluation, standard setting and resource mobilization. The policy further identifies roles and responsibilities of various stakeholders in housing delivery system.

The Housing policy has been developed in accordance with the policy and legal frameworks that promote the country's development agenda. The implementation of the policy will contribute to the attainment of the country's Vision 2040, and social development goals relating to the sector.

In order to track policy implementation progress and the realization of the policy goals and objectives, a monitoring and evaluation framework has been proposed. Monitoring the implementation of the policy will be carried out on a routine basis while reviews of policy implementation will be carried out periodically as well as a comprehensive review of the policy will be carried out after ten years.

The National Housing Policy is structured according to chapters. Chapter 1 gives the background information covering policy evolution, current housing situation in the country, challenges and justification for the policy. Chapter 2 sets out the policy Vision, Goals, Objectives and Principles that guided the policy development. Chapter 3 covers the policy priority areas. While Chapter 4 covers the policy implementation framework and Chapter 5 is on monitoring, evaluation and review of the policy. Annexed to the policy is the glossary of the housing terminologies.

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## ACRONYMS

CBOs	Community Based Organizations
GDP	Gross Domestic Product
HFB	Housing Finance Bank
IDPs	Internally Displaced Persons
LIS	Land Information Systems
NGOs	Non-Governmental Organizations
NHCC	National Housing and Construction Corporation
NSS	National Shelter Strategy
UN	United Nations
VAT	Value Added Tax

## **1.0 BACKGROUND TO HOUSING POLICY**

### **1.1 Introduction**

The Universal Declaration of Human Rights of 1948 recognizes the right to housing as an important component of human rights. Subsequent international declarations such as the International Covenant on Economic, Social and Cultural Rights of 1966, Agenda 21 of 1992, the Istanbul Declaration and Habitat Agenda of 1996; and the Sustainable Development Goals have further re-affirmed the importance of the right to housing.

The African Charter on Human and People's Rights (1986) recognizes the right to adequate housing and shelter as enshrined in the Universal Declaration of Human Rights. In the same vein, the East African Community Treaty also recognizes the right to adequate housing.

The Government of Uganda recognizes the strategic social and economic importance of housing in the national economy and particularly to the socio economic transformation of the country as highlighted in Vision 2040. It is the Government's policy to ensure that every family lives in a decent and affordable house that meets the necessary requirements of safety, security of tenure, health, privacy and protection from the weather adversities.

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

### **1.2 Policy Evolution**

#### **1.2.1 Colonial Housing Policy**

Prior to World War II, colonial housing policies catered for only Europeans and to a lesser extent Asians. Housing was characterized by physical separation of European (senior quarters) and Asian (junior quarters). Ugandans and other Africans provided their accommodation at the periphery of the urban areas which subsequently led to the development of informal settlements and slums.

At the end of World War II, the returning soldiers who had been exposed to the western world started agitating for political space and better housing conditions among others which led to the establishment of the East African Royal Commission (1953-1955).

One of the recommendations of the Commission was the establishment of African Urban Housing. The policy had two major components; direct public intervention characterized by construction of workers houses in areas such as Naguru, Nakawa and Ntinda; and the relaxation of building standards in areas such as Kiswa and Ntinda in Kampala and other parts of the country.

### **1.2.2 Post Independence Housing Policy**

After independence in 1962, houses hitherto accommodating colonial expatriates were taken over by senior Ugandan civil servants while the general public remained uncatered for.

The post-colonial Government Housing Policy emphasized housing for low-income people, and in 1964 National Housing Corporation was established with the following objectives:

1. To cater for low-income people by building houses both for sale and rent at affordable prices and rents.
2. To sell at reasonable cost building materials to individuals for own construction.

However, National Housing and Construction Corporation (NHCC) did not meet its objectives due to limited financial resources and other socio-economic and political challenges that prevailed in the country over time.

### **1.2.3 Housing Policies in the 1970s and 1980s**

Due to social, economic and political instability that characterized the 1970s & 1980s, very little was done to review or implement the housing policies. Some of the few programs that were designed during this time either did not achieve their intended goals or were abandoned before completion such as the low income housing schemes in Namuwongo (Kampala), Kasese, Entebbe and Jinja.

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

However, the subsequent governments immediately after the 1979 war did not continue with the policy development process but pursued interventions aimed at among others achieving the following:-

- (i) Improving access to infrastructure and services at affordable rates;

- (ii) Upgrading schemes for spontaneous settlements. This resulted in the implementation of Namuwongo Upgrading and Low Cost Housing Pilot Project (1987) and Masese Self-Help Women's Project (1989);
- (iii) Reviving of the housing industry by rehabilitating building materials industries, restarting mortgage schemes, retooling and human resources development; and
- (iv) Reconstruction and redevelopment of the war ravaged areas of Mbarara, Masaka and Arua.

#### **1.2.4 The National Shelter Strategy (1992)**

Following the UN General Assembly Resolution No. 41/190 of December 1987 on the International Year of Shelter for the Homeless, the Ugandan Government commenced the development of the National Shelter Strategy which was adopted in 1992. The strategy had two major encompassing objectives:

- (i) To formulate viable shelter strategies which are conducive to full mobilization of local resources to improve shelter and living conditions
- (ii) To strengthen policy making and housing programming capacities of the key actors in housing delivery at all levels of administration.

The National Shelter Strategy adopted the "Enabling Approach" as its major policy objective. Under this approach, the Government was to support individual households, the private sector, NGOs and CBOs to operate effectively and efficiently to provide decent and affordable shelter.

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

The National Shelter Strategy had the following policy statements:-

- (i) To rehabilitate the housing industry and renovate factories producing building materials so as to have enough materials on the market;
- (ii) To increase the housing stock through co-operative effort, self-help, private sector development and public housing agencies.
- (iii) To facilitate home ownership for all Ugandans according to their affordability;

- (iv) To improve housing conditions generally through improved access to infrastructure and services on a self-financing recovery basis at affordable standards;
- (v) To divest Government from the commitment to provide housing to civil servants and to put in place a system of housing allowances to assist civil servants to meet their housing needs through the private sector and individual home ownership;
- (vi) To devise special programs geared towards the improvement of rural housing where the vast majority of Ugandans live;
- (vii) To foster a healthy housing finance environment and facilities in which government will use public funds to generate and support policy measures that will encourage private participation and community initiative in housing finance development;
- (viii) To encourage government support by initiating measures to control and protect the environment through its agencies, NGOs and CBOs;
- (ix) To facilitate and encourage assistance to the socially and economically disadvantaged groups so as to alleviate their housing problems; and
- (x) To increase technical personnel for shelter development.

### **1.2.5 Housing and the National Economy**

Housing has the potential of becoming the engine that drives the process of sustainable socio-economic development in any country if deliberately targeted. Current contribution of housing to Uganda's economy and GDP is estimated at an annual average of 5% of GDP over the last decade. This is part of the 13% construction sector contribution to GDP.

It should further be noted that investment in housing enhances macro-economic stability as the resources are spent on capital rather than consumptive expenditure. It also has the potential to generate revenue through taxes on building materials, revenues from premium, rentals or property taxes and other fees.

It has also been observed that Housing development has significant backward and forward linkages with capacity to generate employment and enhancement of household income through; creation of industries in production of building materials, building construction, maintenance and related services. The World

Bank has established that everyone (1) USD appropriately invested in the housing sector, generates an economy-wide multiplier effect of between five (5) to twelve (12) USD.

### **1.3 Housing Stock and Projections**

It is estimated that Uganda has about 7.3 million households living in 6.2 million housing units with an average household size of 4.7 persons. The national occupancy density is estimated at 1.1 household per housing unit, giving a total backlog of 710,000 housing units. There is also an estimated backlog of 900,000 housing units as a result of sub-standard houses and structures which were never meant for human habitation. Out of a total backlog of 1.6 million housing units, about 210,000 units are in urban areas while 1.395 million units are in rural areas.

The annual need for new housing for the entire country is estimated at 200,000 (two hundred housing units) of which 135,000 are in rural and 65,000 in urban areas resulting from the population growth of 3.2% and 5.1% urbanization. The estimated construction rate of reasonably good houses is estimated at 40,000 housing units in the rural areas and 20,000 in urban areas. This creates a deficit of 140,000 houses nationally of which 95,000 are in rural areas and 45,000 in urban areas. This shortage does not include the backlog of 1,600,000 housing units carried forward.

By 2022, Uganda's population is projected to be about 45 million people. With the current household size of five (5) persons, the housing need resulting from population growth will be about three million housing units.

It is estimated that during the lifespan of this policy, about 500,000 housing units will be replaced while about 300,000 housing units will be upgraded. This is premised on the fact that the Ugandan society is characterized by a poor repair and maintenance culture of their houses leading to a high rate of deterioration requiring upgrading or replacement.

### **1.4 Housing Issues and Challenges**

- (i) Investment in the housing sector has been minimal over the years leading to inadequate housing both in rural and urban areas. The urban areas have an extra burden of inadequate quantity leading to overcrowding and creation of slums and informal settlements. While the rural areas have mainly a problem of quality of the houses.

- (ii) The current level of construction at 60,000 housing units per year is too low to satisfy the current estimated need of 200,000 housing units per year.
- (iii) The high poverty levels as manifested in the rather low levels of household incomes estimated at US\$ 150 p.a. (the Uganda National Household Survey 2012/13) has made access to decent housing an elusive dream to the majority of the population especially those living below the poverty line.
- (iv) The increasing population has led to high demand for construction of more residential houses and the related basic infrastructure and services such as roads, water and sanitation, drainage, energy, schools, health and recreation facilities and workplace whose supply are not commensurate with the need. Further the rapid urbanization process, currently standing at about 5.1% per annum coupled with incapacity to provide planned and serviced land for housing leading to the development of slums and informal settlements which account for about 60% of the urban settlements.
- (v) Shortage or lack of institutional/employer housing in many parts of the country following divestiture of Government pool/institutional houses and other private sector institutional housing. Most affected are newly created districts where private rental housing is yet in short supply.
- (vi) Inadequate supply of affordable building materials on the market which has enhanced competition and high prices for the few available building materials. Research and Development in the sector is yet to come up with options of massively producing affordable building materials.

### **1.5 Justification for the National Housing Policy**

Uganda has had various Housing policy interventions and strategies since the colonial time. The current Housing Policy guidelines as contained in the National Shelter Strategy (NSS) of 1992 were overdue for review.

However, due to several emerging issues and challenges at both global and national level it has not been possible to effectively implement the housing programs, policies and strategies as required.

It has therefore become paramount to critically review the present and future performance of the Housing sector and formulate new policies and strategies that will guide implementation of future programs as envisioned in Vision 2040.

The revised Housing Policy is expected to provide the required policy direction and basis for planning and development by all stakeholders and ultimately a realization of the policy goal of promoting provision of adequate housing for all.

## **1.6 The Policy Development Process**

The development of the policy commenced with carrying out a situation analysis of the Housing sector in the country and the review of the National Housing Shelter Strategy. The review and situation analysis report highlighted housing issues which needed to be addressed in order to have an efficient and effective housing delivery system in the country. The Ministry prepared an issues paper which was used to develop a draft Housing Policy.

The Ministry through the National Housing Policy Working Group carried out stakeholder consultations to seek for input on issues of housing development in the country. The Ministry carried out four (4) regional workshops in Mbarara, Masaka, Gulu and Jinja. The participants in the regional workshops comprised of housing development experts, policy makers, Civil Society Organizations, Faith Based Organizations, the Private sector and the Academia. All the stakeholders consulted pointed out that there was need to come up with a policy framework to guide housing development in the country.

The consultative process was concluded with a national stakeholder's workshop, for consensus building and validating the views from regional workshops. The national workshop debated and adopted the vision, goal, objectives, policy statements and strategies proposed in the draft Housing Policy.

After the national workshop, the Ministry submitted the draft National Housing Policy to Cabinet for consideration and approval as a policy framework for guiding housing development in the country.

## 2.0 HOUSING POLICY FRAMEWORK

### 2.1 Introduction

The goals, objectives, mission, vision and principles of this National Housing Policy all aim at delivery of adequate housing for all. The policy recognizes the role of housing in the social economic transformation and development of the country and particularly as an indicator of growth and development.

### 2.2 Vision of the National Housing Policy

The Vision of the National Housing Policy is “**Adequate Housing for all**”.

### 2.3 Goal of the National Housing Policy

The goal of the policy is “**to provide a framework that provides adequate housing for all**”.

### 2.4 Objectives of the Policy

- (i) To increase the production of adequate housing for all income groups, from the current 60,000 to 200,000 housing units per annum to meet the housing need by 2022;
- (ii) To improve the quality of the existing housing stock;
- (iii) To promote efficient utilization of energy and other resources in housing;
- (iv) To increase access to affordable housing;
- (v) To improve security of land tenure;
- (vi) To improve the mechanisms for development and management of real estate industry;

### 2.5 Guiding Principles

This policy is guided by a number of principles and they include:

- (i) Adequate Housing for all is a right that must be progressively realized.
- (ii) Government shall provide a conducive environment to stimulate housing development as well as to directly intervene in housing production for specifically targeted groups.

- (iii) Housing delivery is a core responsibility of individual households and the private sector.
- (iv) Housing plays an important role in the social-economic development of the country.
- (v) Housing development shall promote the production and use of local building materials and technologies that are environmentally sound with low carbon footprint.
- (vi) Public Private Partnership principles shall be adopted in housing development.
- (vii) Housing development shall promote densification of housing in urban areas.
- (viii) Housing development must take into account issues of gender, HIV/AIDS, vulnerability and the environment.

## **3.0 NATIONAL HOUSING POLICY PRIORITY AREAS**

### **3.1 Policy Targets**

The major target of this policy is to reduce the housing backlog currently estimated at 1.6 million housing units. This shall be achieved by pursuing interventions aimed at producing mass and affordable housing in order to take care of the housing backlog of 1,390,000 and 210,000 housing units in rural and urban areas respectively. The aim is to progressively increase the production of new houses from the current annual estimate of 60,000 units to a new level of 200,000 units annually by 2022.

### **3.2 Policy, Legal and Institutional Framework**

#### **3.2.1 Policy and legal framework**

The policy and legal framework for the housing sector is inadequate and scattered under different instruments, which makes it hard for the sector to effectively implement them.

Policies relating to housing development include the Decentralization Policy, Health Policy, National Land Use Policy, National Environment Management Policy, National Land Policy, National Water Policy, and National Gender Policy, among others.

While the legal framework regulating the housing sector includes: The Constitution, 1995, The Land Act (1998), Cap 227, The Mortgage Act 2010, The Registration of Titles Act (1964), Cap 230, The Land Acquisition Act (1965), Cap 226, The Survey Act Cap 232, The Condominium Property Act 2001, The Cooperatives Act Cap 112, The Building Societies Act Cap 108, The physical planning Act 2010, The Architects Registration Act Cap 269, and Surveyors Registration Act Cap 275. Other laws include Rent Restriction Act Cap 231, The Local Government Act (1997), Cap 243, The National Environmental Act Cap 153, The Public Health Act Cap 281, The Property Rating Act, Engineers Registration Act and The Forestry Act, among other laws.

#### **Policy issues:**

- (i) Some of the laws are not harmonized or coordinated and tend to contradict each other in some aspects.

- (ii) Some sections of the laws are obsolete and a constraint to housing development.
- (iii) The current legal framework is rigid and unable to guide housing development in the country.

**Policy statement 1: Government shall develop, revise and harmonize existing policies, laws and regulations relating to housing development in the country.**

**Strategies:**

- (i) Review and harmonize all housing related legislations.
- (ii) Develop new laws to strengthen and promote housing development.
- (iii) Strengthen collaborations among sectors in order to improve housing delivery.
- (iv) Provide support to build capacity at both central and local government levels.
- (v) Implement all the housing related policies and laws.

**3.2.2 Institutional framework**

The institutional framework for housing development is mainly cutting across the Ministries of Lands, Housing and Urban Development; Local Government; Finance, Planning and Economic Development; Ministry of Education and Sports; Ministry of Water and Environment; Ministry of Health; Ministry of Works and Transport; Ministry of Defence; Office of the President and other line Ministries, Departments and Agencies among others.

**Policy issues:**

- (i) Limited co-ordination among actors and stakeholders involved in housing development on sector related issues.
- (ii) Fragmentation, inconsistency and overlapping of roles, responsibilities and lines of accountability for the current institutional arrangement for housing delivery processes.
- (iii) Inadequate private sector capacity to effectively engage in housing development.
- (iv) Lengthy and bureaucratic planning and development approval processes

which often lead to illegal of constructions without appropriate approvals.

**Policy Statement 2: Government shall establish a functional institutional framework and structures for effective housing delivery.**

**Strategies:**

- (i) Review existing structures with a view of strengthening their capacities and mandates.
- (ii) Ensure adequate resource allocations (personnel, equipment and finances) for housing effective housing delivery.
- (iii) Put in place a coordinating mechanism for all stakeholders in housing development at all levels.
- (iv) Develop a cadre of professionals conversant with sustainable low cost housing delivery systems.
- (v) Strengthen the private sector to effectively carry out their role.

### **3.3 Access to land for Housing**

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

**Policy Issues:**

- (i) Lack of comprehensive land use planning and management in the urban and peri-urban areas in the country leading to development of substandard and informal settlements with inadequate infrastructure and services.
- (ii) Limited access to planned, serviced and affordable land for housing development especially for low and middle income groups.
- (iii) The special economic value of land has led to its hoarding, speculation and escalation of prices beyond the reach of many.
- (iv) Lack of comprehensive land information systems to provide data on available land for housing development.

- (v) Absence of policy framework to enable low and middle income earners access land for housing;
- (vi) Lack of clarity on gazetted boundaries of sensitive eco systems and protected areas leading to encroachment and environmental degradation.
- (vii) Lack of security of tenure in slums and informal settlements.

**Policy Statement 3: Government shall promote access to planned and serviced land at affordable prices in order to enhance housing development.**

**Strategies:-**

The following shall be undertaken in order to promote access to planned and serviced land at affordable prices:

- (i) Develop programs which will ensure easy access to planned, serviced and affordable land especially for low and middle income groups.
- (ii) Establish a land bank for public housing programs.
- (iii) Establish and maintain a reliable Land Information Systems (LIS) at National, Regional and Municipal levels in order to facilitate land market operations for sustainable housing development programs.
- (iv) Promote public private partnerships at local levels to provide serviced land for housing development.
- (v) Promote an effective and innovative land administration system which, provides for squatters to buy the land they occupy and involvement of communities in development of plans amongst others.
- (vi) Encourage innovative approaches that ease access to affordable land and guarantee security of tenure to poorer sections of society.
- (vii) Establish an effective and efficient conflict resolution mechanism on housing development.
- (viii) Demarcate all eco sensitive and protected areas to guard them against encroachment.
- (ix) Re-planning and re-development of existing housing estates that do not provide for maximum or efficient utilization of the land.

### 3.4 Housing Finance

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

The existence of an efficient, effective and well-structured housing finance mechanism is imperative to the development of the housing sector.

#### **Policy issues:**

- (i) Limited financial facilities appropriate for housing development.
- (ii) High interest rates on mortgages which are not favorable for housing development.
- (iii) Existing schemes are weak in terms of savings mobilization and institutional capacity.
- (iv) Low affordability leading to increasing numbers of incomplete and abandoned housing units due to financial constraints.
- (v) Lack of financial incentives to build energy efficient houses and use of renewable energy.

#### **Policy Statement 4: Increase availability and access to affordable housing finance for all income groups.**

#### **Strategies:**

In order to increase availability and accessibility of housing finance, the following strategies shall be pursued:

- (i) Government shall mobilize partners to avail cheap sources of finance and where possible provide guarantees to financial institutions to be able to access cheaper offshore short term borrowing finance for housing and related infrastructure development.

- (ii) Establish and promote housing finance institutions to address the needs of all income groups.
- (iii) Develop programs for strengthening informal community based savings groups and promote the development of housing co-operatives as a catalytic intervention for resource mobilization and for housing development.
- (iv) Create a housing fund targeting public servants, social housing and slum upgrading.
- (v) Ring fence the housing pool funds in the Housing Finance Bank for lending to public servants at concessional rates for housing development.
- (vi) Use proceeds from sale of government pool houses in the Housing Finance Bank for construction of institutional houses.
- (vii) Develop appropriate mechanisms and reforms to allow a certain percentage of statutory and pension or provident funds, to be lent out directly to low and middle cost housing development against collateral security.
- (viii) Amend the Pension, NSSF, Insurance and other Acts relating to retirement to recognize benefits of workers as a suitable security against a mortgage.
- (ix) Financial institutions shall develop mortgage packages or lending and recovery mechanisms that are suitable and affordable for interested persons in all income groups in the rural and urban areas.
- (x) Establish Municipal and housing bonds for housing development.
- (xi) Create financial incentives for Green Mortgages and Renewable Energy Technologies use in the housing sector.
- (xii) Periodically create tax incentives for investment in low and middle cost housing, on home ownership loans, on appropriate building materials and technologies, on housing development bonds and stamp duty amongst others.

### **3.5 Infrastructure services**

The basic infrastructure services associated with housing include access roads, water and sanitation, drainage systems, waste management, energy and telecommunication. Other associated infrastructural facilities include health, education, recreation, parks and open spaces. Properly serviced areas attract

housing investments much faster and greatly improve economic welfare, and the quality of life of the residents of a given area.

**Policy issues:**

- (i) High and prohibitive cost of providing infrastructure services in settlements.
- (ii) Lack of integrated approach and coordination at the planning, implementation and programming of infrastructure services.
- (iii) Lack of trunk infrastructure is a major hindrance to private sector housing investment.

**Policy Statement 5: Establish a mechanism for delivery of affordable and sustainable infrastructure services to support housing development.**

**Strategies:**

- (i) Undertake reforms aimed at improving the abilities of Local Governments to mobilize resources to finance infrastructure and service provision in settlements.
- (ii) Promote PPP in the planning, provision, maintenance and management of infrastructure services.
- (iii) Promote an integrated approach that brings together infrastructure and service providers at the planning and implementation stages.
- (iv) Promote development of sites and services schemes for various income groups.
- (v) Undertake public awareness campaigns on management of infrastructure and other related services.

### **3.6 Building Materials, Construction Technologies and Housing**

#### **Research**

Building materials and technologies are some of the key factors in determining the scale, quality and cost of housing in the country. Locally available building materials include limestone, gypsum, adobe clay bricks, soil stabilized bricks, fired clay bricks, granite, cement, iron and steel. There are others that are extracted and utilized in a raw form like poles, mud and wattle, banana fibres, papyrus and grass amongst others. While imported materials include cement, glass, tiles fixtures and fittings amongst others. It has been observed that owing to high transport costs and taxes the imported building materials tend to be rather expensive and largely not affordable to the majority of the low-income households.

Sustainable methods on production of local building materials are key in stemming the over reliance on expensive imported materials due to heavy import costs and taxes.

Construction technologies are a key factor in housing design and development. Technologies applied need to be proven, appropriate for the intended use and affordable for the target users.

**Policy issues:**

- (i) Inadequate public sensitization on adoption of use of new and alternative building materials.
- (ii) High cost of building materials leading to high and unaffordable cost of finished housing units.
- (iii) Lack of approved standards for most locally produced and some imported building materials used in building/construction.
- (iv) Lack of a National Building Materials data base which provides information on building materials in the market, their specifications, use, taxation and cost amongst others.
- (v) Inadequate housing research and innovation resulting into non-cost effective construction.
- (vi) Inadequate documentation of best practices in housing.
- (vii) Absence of information and technical selection criteria for appropriate building and construction technologies / standards for both new and traditional construction i.e. (*manyatas*) in Karamoja region;

**Policy Statement 6: Establish a mechanism for coordination, development, promotion and dissemination of information and research on affordable and sustainable use of building materials and appropriate construction technologies that are cost effective, environmentally friendly, culturally acceptable and sustainable.**

**Strategies:**

- (i) Promote the usage of indigenous materials and appropriate construction technologies which are affordable and readily available.
- (ii) Undertake public awareness campaigns on the available conventional and alternative building materials.

- (iii) Undertake research on the production and use of local building materials and other technologies.
- (iv) Establish a depository and mechanism for dissemination of housing related research findings.
- (v) Develop a building materials data bank showing available materials, their specifications, cost and tax applicable amongst others.
- (vi) Establish a research centre to harness, witness, and document and demonstrate use and dissemination of information on existing and new building materials and technologies.
- (vii) Strengthen the administration, regulatory and institutional framework to ensure certification, registration and control of professional practices.
- (viii) Support self-help/ owner management techniques for small-scale production as well as industrialized mass production of houses for large-scale schemes.
- (ix) Promote use of innovative construction technologies in respect of energy efficiency, water harvesting and environment preservation.
- (x) Promote and encourage small scale enterprises to engage in production and application of researched building materials and technologies.

### **3.7 Human Resource Development and Capacity Building**

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

#### **Policy issues:**

- (i) Limited number of housing professionals in the country.
- (ii) Uneven distribution of the limited available professional manpower who are mainly in urban areas.
- (iii) Inadequate funding for tertiary and vocational training institutions leading to limited intake of students.
- (iv) Stringent registration procedures for the surveyors, engineers, and architects which reduces their availability on the market. This creates an artificial shortage.

- (v) Absence of dedicated housing departments in local governments to provide assistance and guidance to housing development in their localities.

**Policy Statement 7: Develop adequate human resource capacities for housing development at all levels.**

**Strategies:**

- (i) Develop the capacity of tertiary and vocational institutions to further intake and upgrade their facilities.
- (ii) Initiate and implement appropriate incentives to attract, retain and ensure even distribution of professionals.
- (iii) Develop programs that recognize and build capacities of unqualified (informal) practitioners in the housing industry.
- (iv) Establish dedicated housing departments at lower local governments.
- (v) Establish a network of community-based learning centers for capacity-building and sustainable development.

### **3.8 Urban Housing and Slum Upgrading**

The high urbanization rate in the country currently estimated at 5.2% per annum has led to many challenges including general deterioration of the housing and living conditions of most of the urban dwellers.

Coupled with unmatched planning for provision of housing and other basic infrastructure services, the high rate of urbanization has led to the rapid growth of slums and informal settlements in all major cities and towns of Uganda. Slums and informal settlements provide accommodation to about 60% of the urban population.

**Policy issues:**

- (i) Lack of security of tenure in the slums and informal settlements.
- (ii) Inadequate human settlement plans and policies for urban areas resulting in haphazard housing development often with no housing provision for poor, low and middle income houses.
- (iii) Inadequate legal and institutional framework to enforce urban development.
- (iv) Inadequate financial resources available to the housing sector particularly for low and medium income housing developments and for slum upgrading programs.

- (v) Lack/Inadequate or lack of infrastructural services and facilities amongst low, middle and slum settlements.
- (vi) Inadequate housing for low and middle income groups in the urban areas.
- (vii) High planning and building standards, high cost of urban land which increases the cost of housing beyond the affordability of the poor.

**Policy Statement 8: Government shall develop programmes for affordable housing in the urban areas and improve the living conditions in slums and prevent future development of slums and other informal settlements.**

**Strategies:**

- (i) Implement the recommendations of the National Slum Upgrading Strategy and Action Plan.
- (ii) Acquire land and plan it for mass housing schemes.
- (iii) Undertake affordable housing schemes on a PPP arrangement.
- (iv) Formulate and implement the National Urban Policy.

### **3.9 Rental Housing**

The demand for rental housing is on the increase especially in urban areas as an alternative mode of accessing housing. Renting provides an alternative to those who cannot afford to build, are in transit or for short stays.

Rental housing is an investment that generates taxable income. It is a vital entry point for rural-urban migrants and newly formed households.

There is an international drive for local authorities to implement social housing programs for low income earners, but most local authorities in Uganda have not positioned themselves to undertake the initiative

**Policy issues:**

- (i) Obsolete legal framework for the management of rental housing.
- (ii) Inadequate basic infrastructure services in most rental housing.
- (iii) High/ prohibitions rental charges for all income groups.
- (iv) Lack of public rental housing programs to cater for the poor and low income earners in society.

**Policy Statement 9: Promote development of rental housing for all income groups.**

**Strategies:**

- (i) Provide legal and institutional framework for the rental housing market.
- (ii) Develop a national rental housing program.
- (iii) Promote Public, Private Partnerships in housing.
- (iv) Provide incentives to the private sector so as to engage in adequate rental housing development.
- (v) Promote construction of energy and resources efficient rental housing.

**3.10 Institutional/ Employer Housing**

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

The current stock of employer housing is very limited compared to the number of deserving employees which has led to sharing of units like is the case with the disciplined forces.

Under the previous Housing Policy on divestiture, Government and other organizations sold off their stock of institutional houses to the sitting tenants and the overall numbers have reduced except those considered of core functional use. Consequently the most affected by lack of institutional housing are the newly created districts where private rental housing is virtually lacking. Lack of staff accommodation is partly responsible for the low recruitment and retention of employees in the public service.

**Policy issues:**

- (i) Shortage of institutional / employer housing in the country for both public and private sectors leading to poor delivery of services.
- (ii) The non-execution of the Public Servants Housing Loan Scheme has left majority of public servants without decent accommodation.

- (iii) Out dated guidelines on development and management of institutional housing.
- (iv) Institutional housing standards are not in tandem with the current basic housing needs of the workers.

**Policy statement 10: Government shall develop a mechanism for the construction and management of institutional / employer housing.**

**Strategies:**

- (i) Promote employer housing for both public and private sectors.
- (ii) Review guidelines on standards, construction and management of employer housing.
- (iii) Implement the public servants housing loan scheme.
- (iv) Government should construct Institutional houses for selected cadres of staff i.e. Army, Police, Prisons, Teachers and Medical workers in the new districts and other hard to reach areas where private sector rental housing is difficult to access.

### **3.11 Social Housing / Housing for the vulnerable**

Vulnerable groups are those that are socially, culturally, economically, legally or physically disadvantaged. They include amongst others Internally Displaced Persons (IDPs), elderly, orphans, women-headed households, child headed households, poorest of the poor, PLWAs, physically handicapped among others.

Such groups are unable to access adequate and decent housing and hence need special interventions to be able to participate in the housing market. There is therefore need for special intervention to enable them to access adequate housing.

**Policy issues:**

- (i) Limited involvement of vulnerable groups in housing development process.
- (ii) Most public and private housing structures are approved and constructed without amenities for the physically hand-capped, among others .
- (iii) The traditional values which used to safeguard some of the categories of the vulnerable groups are crumbling, thus leaving such persons at great risk

and in a desperate situation as the society does not seem to cater for them any longer.

**Policy statement 11: Enable vulnerable groups to access adequate housing.**

**Strategies:**

- (i) Undertake interventions aimed at housing the vulnerable.
- (ii) Sensitize professionals and other stakeholders involved in the housing delivery to appreciate the special needs of vulnerable groups when designing housing projects and programs.
- (iii) Encourage vulnerable groups to participate actively in all housing schemes by strengthening relations with community-based organizations and by promoting the formation of self-help groups.

**3.12 Co-operative Housing**

Housing co-operative is one of the modes for housing delivery in the country. Co-operatives are established and run on the basis of voluntary membership and collective democratic principles and individual members pool resources for housing development.

**Issues:**

- (i) Sustainability challenges due to limited membership of the housing co-operatives.
- (ii) Inadequate funds in the country to be accessed for co-operative housing development.
- (iii) Limited public awareness on the concept of co-operative housing.

**Policy statement 12: Government shall promote the formation and development of Housing Co-operatives.**

**Strategies:**

- (i) Provide technical assistance and build capacity for housing co-operatives to carry out their mandate in housing development of carry out their mandate.
- (ii) Mobilize resources for co-operative housing development.
- (iii) Create awareness on the benefits of co-operative housing.

- (iv) Establish and maintain a register of housing co-operatives in the country.

### **3.13 Rural Housing**

Currently over 80% of Uganda's population live in rural areas. Their settlements are characterized by scattered homesteads, with very minimal basic infrastructure services. Most of the houses are either temporary or semi-permanent and are constructed using locally available building materials. The houses are constructed on either communally owned land or privately owned. In cases of communally owned land there arises the problem of lack of security tenure.

#### **Policy issues:**

- (i) The scattered nature of rural settlements as well as land ownership system makes it very difficult and expensive to provide basic infrastructure and services.
- (ii) The poor quality or temporary nature of materials used for housing construction requires frequent replacement.
- (iii) Limited application of building standards and regulations.

**Policy Statement 13: Improve the quality of houses and the settlement patterns of rural housing and also ensure sustainable access to basic services.**

#### **Strategies:**

- (i) Continually improve the technologies and materials being used in house construction in rural areas.
- (ii) Promote and sensitize the rural population on the merits of living in properly planned settlements and houses.
- (iii) Integrate policies that guarantee access to basic services such as water, energy and waste management.
- (iv) Sensitize the population on the use of decentralized renewable energy systems such as solar lighting and adoption of improved cook stoves.

### **3.14 Planning and Building Standards**

Planning and building standards are required in development control and guiding building construction. The standards need to be flexible and responsive

to the affordability of the beneficiary community. Such standards should also give room to adoption and use of new innovation and construction technology.

**Issues:**

- (i) Existing planning, housing and building standards are generally inflexible and unaffordable to the low income groups.
- (ii) Housing development has largely preceded physical planning for inadequacy of the latter or its enforcement. Consequently leading to development of un planned settlements.
- (iii) Unnecessary delays by local authorities in issuance of building plans which leads to developers to build illegally with the associated risk of contravening building rules.
- (iv) General lack of public awareness on planning, housing and building regulations especially within the rural areas.

**Policy Statement 14: Review and popularize planning, approval and enforcement procedures of housing and building standards to make them relevant.**

**Strategies:**

- (i) Revise and implement planning, housing and building standards.
- (ii) Prepare, disseminate and distribute prototype plans to local governments.
- (iii) Undertake public awareness campaigns on planning, housing sand building regulations, procedures for approval.

### **3.15 Real Estate Development and Management**

Real Estates concerns development and management of property in form of land and developments thereon. Real Estate development has become one of the main economic development activities in the country. It has made substantial contribution of about 13% of the construction sector contribution to the country's GDP over time. The real estate sector has been growing by 5.8% for the last five years.

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

However, inadequate or in some cases lack of policies and legislation to regulate real estate development has led to unplanned growth of the sector. This is often associated with poor planning of the settlements, inadequate infrastructure, failure to follow recommended construction standards and lack of maintenance of the housing and related infrastructure.

**Policy issues:**

- (i) Absence of legal, regulatory and institutional framework for development and management of Real Estate property.
- (ii) Lack of or inadequate structural plans to guide Real Estate development.
- (iii) Inadequate capacity and knowledge of Real Estate by professionals and local authorities.
- (iv) Inadequate capacity among Real Estate developers to plan, develop and manage the Estates.
- (v) Limited housing development finance available for Real Estate development.
- (vi) High costs of providing infrastructure and utilities such as roads, water and sanitation, electricity, and drainage.
- (vii) Lack of guidelines for development, proper management and maintenance of Real Estate property.
- (viii) High cost of building materials, labour and related inputs.
- (ix) Unethical practices amongst Real Estate Agents and Developers.
- (x) Failure to meet minimum acceptable standards for building materials and construction of basic infrastructure like roads and buildings.

**Policy Statement 15: Government shall put in place legal and institutional frameworks to regulate, guide, promote and support the Real Estate Industry.**

**Strategies:**

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

- (vi) Develop and implement programs of incentives for the real estate industry.

### **3.16 Repair and maintenance**

Repair and Maintenance of housing, built-environment and infrastructural services is often given minimal attention leading to deterioration of these infrastructures.

#### **Policy issues:**

- (i) Inadequate regulatory framework to enforce repair and maintenance of buildings and related infrastructure.
- (ii) General lack of repair and maintenance culture in the country.
- (iii) Deterioration of shelter conditions and infrastructure services in human settlements due to neglect or lack of repair and maintenance.

**Policy Statement 16: Develop and enforce a legal framework for repair and maintenance of buildings and related infrastructure.**

#### **Strategies:**

- (i) Develop and enforce guidelines on repair and maintenance of buildings and related infrastructure.
- (ii) Undertake public awareness campaigns on the need for repair and maintenance of buildings and related infrastructure
- (iii) Build capacity at the local levels to enforce repair and maintenance of buildings and related infrastructure.

### **3.17 Energy Efficiency in Buildings**

There is a lot of energy wastage during the process of building materials production, actual construction, operation and demolition of buildings due to inefficient and inappropriate practices. There is need to incorporate energy efficient initiatives in new designs and construction.

#### **Policy issues:**

- (i) Depletion of non-renewable energy sources.

- (ii) Increased carbon emissions resulting from the use of obsolete equipment, tools and practices.
- (iii) Limited usage of clean energy sources such electricity, gas and solar.
- (iv) Non-compliance to energy efficient initiatives in building design and construction practices.

**Policy statement 17: Advocate for application of energy efficiency in building designs and construction.**

**Strategies:**

- (i) Promote efficient use of energy throughout the life cycle of the building (design, construction and post construction)
- (ii) Encourage the use of alternative energy for lighting, heating/cooling and cooking.
- (iii) Promote efficient use of building materials that are sensitive to the climatic conditions and adaptable to local situations.
- (iv) Ensure that the design and construction standards address the requirements for energy efficiency in buildings.
- (v) Promote the development of green buildings.
- (vi) Create public awareness on energy efficiency.

**3.18 Cross-Cutting Issues**

These are issues that are inherent in all the policy elements identified above and these include HIV/AIDS, Gender, Environment and Governance.

**3.18.1 HIV/AIDS**

HIV/AIDS is a major problem in Uganda and affects housing development in several ways. It is estimated that over 2 million people in Uganda are living with HIV/AIDS infection and this has paused new challenges to housing development in the country. Families affected or infected with HIV/AIDS are not able to contribute to adequate housing because of lost incomes and increased medical expenses among others hence increasing the risk of opportunistic infections due to poor housing.

Resulting stigmatization and discrimination undermines the social support network, increases child headed households, inheritance wrangles and loss of property hence undermining access to essential services that would otherwise ensure sustainable human settlements.

**Policy issues:**

- (i) Loss of income due to reduced productivity and inability to save for housing development.
- (ii) The loss of a household heads due to HIV/AIDS has often threatened the tenure rights of surviving family members and may lead to homelessness.
- (iii) Physical body weakness prevents active participation in the predominantly manual processes of housing development especially in the rural areas.
- (iv) Children living in overcrowded settlements and sharing rooms with sexually active adults are more vulnerable to HIV/AIDS.

**Policy statement 18: Implement the HIV/AIDS policy in relation to Housing.****Strategies:**

- (i) Sensitize the public on mainstreaming HIV/AIDS in housing development activities.
- (ii) Undertake research on the impact of HIV/AIDS on Housing.
- (iii) Network with other stakeholders to provide testing, counseling and social support services.

**3.18.2 Gender**

Adequate housing is a right for both men and women. This therefore requires that both men and women are involved in the design, formulation and implementation of housing projects and programs.

**Policy issues:**

- (i) Women are hardly involved in the decisions regarding planning, design, and implementation of housing projects at both household and community level.
- (ii) Some cultural practices, norms and values negatively impact on housing construction and land ownership.

**Policy statement 19: Mainstream gender at all stages of human settlements development.**

**Strategies:**

- (i) Sensitize the public in gender mainstreaming in housing.
- (ii) Design housing projects and programs especially targeting women involvement in housing development.
- (iii) Research and document gender related information on housing.
- (iv) Advocate for women to be accorded full and equal rights to own and inherit land and other properties, and the right to adequate housing.

**3.18.3 Environment**

Housing development is dependent on natural resources for construction with often damaging effects on the environment throughout the housing construction cycle starting from the extraction of building materials, site clearance, deforestation, waste disposal and often encroachment on wetlands. Upon occupation of the house, practices by occupants on consumption of energy, lighting and other resources have a significant effect on greenhouse gases emission and climate change.

**Policy issues:**

- (i) Housing construction processes utilize a lot of wood products leading to the destruction of the natural environment.
- (ii) The bulk of construction materials are extracted from the environment in unsustainable manner.
- (iii) General lack of awareness with regard to environmental concerns and laws.
- (iv) Construction of settlements in environmentally fragile areas.
- (v) Inappropriate use of natural resources in house construction.
- (vi) Lack of clear mechanism for re-use, re-cycling or disposal of the waste materials during all the three phases.

**Policy statement 20: Government shall effectively implement environmental policies, laws and regulations in relation to housing development.**

**Strategies:**

- (i) Implement environmental policies, laws and regulations with regard to Housing development.
- (ii) Mainstream environmental issues in housing.
- (iii) Utilize climate proof building techniques.
- (iv) Advocate for the construction of environmentally responsible buildings.
- (v) Undertake public awareness campaigns on environmental concerns in the housing sector.
- (vi) Develop and implement a National Solid Waste Management Policy.

#### **3.18.4 Governance**

Good governance is an important principle in effective implementation of policies, programs and activities. Principles of corporate governance must be seen to thrive in the entire housing policy framework in terms of accountability; ethics; decision making, implementation, among others.

Governance is measured by the degree of participation of all stakeholders in the process of housing development ranging from formulation through implementation to occupation. It also covers inclusiveness of the target communities and other key stakeholders.

##### **Policy issues:**

- (i) Limited participation of the vulnerable and socially disadvantaged groups in the process of housing development and management.
- (ii) Limited knowledge of some technical aspects of housing development which present serious challenges to active participation.
- (iii) Lack of effective involvement of stakeholders in housing design, implementation and management.

**Policy statement 21: Implement the principles of good governance that relate to Housing.**

##### **Strategies:**

Mainstream and adhere to principles of good governance when implementing this policy.

## **4.0 IMPLEMENTATION FRAMEWORK FOR THE NATIONAL HOUSING POLICY.**

### **4.1 Introduction**

The implementation of the housing policy hinges on the strategy of enablement with the principle of partnership as its corner stone. The Government provides an enabling environment with strategic direct interventions while the private sector, civil society and individual households play a leading role in housing delivery. The implementation of the policy will include translation and costing of all policy strategies into reality.

### **4.2 Implementation Plan for the National Housing Policy**

For successful implementation of the housing policy, it will require establishment of an effective and efficient mechanism for co-ordination of tasks and efforts at both central and local government levels. In addition, a Policy Implementation Action Plan will be developed to support mainstreaming of interventions at both central and local government levels.

The National Housing Policy implementation shall involve the programming of its various components, which entails preparation of a program of activities based on the strategies, sequencing and prioritization of program components for implementation, and indicators for measuring program implementation impact.

**Policy Statement 22: A detailed Implementation Action Plan for the National Housing Policy upon approval by Cabinet shall be prepared.**

#### **Strategies:**

- i. Establish a multi-sectoral working group to coordinate the development of a detailed action plan for the implementation of the Housing Policy;
- ii. Put in place a schedule for review of existing legislation to mainstream the provisions of the Housing Policy as well as develop new legislation;
- iii. Support capacity building of structures that will coordinate the implementation of the policy;
- iv. Mobilize financial and other resources for effective and efficient funding of the policy implementation process.

- v. Prepare a comprehensive Implementation Action Plan for the National Housing Policy.

### **4.3 Costing and financing the National Housing Policy**

There is need to cost the Housing Policy in order to assess its financial, institutional, personnel and infrastructure requirements. The exercise will determine the pace and sequencing of policy implementation in terms of developing investment programs for the housing sector.

**Policy Statement 23: A comprehensive and costed investment plan for the Housing Policy shall be prepared.**

#### **Strategies:**

- i. Prepare a financing strategy for the implementation of the Housing Policy;
- ii. Identify and provide funding to institutional and governance structures to implement the policy;
- iii. Make an inventory of existing resource capacity vis-à-vis the short-fall in the implementation of the policy;
- iv. Assess the capacity needs, requirements and gaps of implementing structures in the housing sector;
- v. Promote the financing of the policy interventions as provided for in the implementation strategy; and
- vi. Ensure that the cost of implementation is funded, as part of the National Development Plan.

### **4.4 Roles and Responsibilities of Stakeholders**

The implementation of the Housing Policy is multi sectoral and multi-disciplinary, which requires concerted efforts of all stakeholders, if the vision, goal and objectives of the policy are to be realised. Various stakeholders have various roles and responsibilities to undertake as enlisted below.

#### **4.4.1 Central Government**

The government will provide an enabling environment aimed at achieving the following, among others:

- i) Regularly review, monitor and evaluate implementation of all policies, laws, regulations and programs that directly impact the housing sector at all levels.

- ii) Undertake to implement the following to make the sector attractive for investment:-
- a) Provision of the necessary infrastructure such as roads, water and sanitation, and electricity infrastructure in housing estates.
  - b) Creating adequate capacity in the sector at all levels of the delivery process.
  - c) Promote the use of appropriate building materials and technologies, and energy and resources efficiency in construction.
  - d) Provision of adequate information to all stakeholders on housing development, put in place a mechanism to fund research and dissemination of research findings on building materials and infrastructure technologies.
  - e) Coordination of the various stakeholders.
  - f) Construct institutional houses of socially acceptable standards depending on affordability.
  - g) Promote activities in the Capital markets that enhance availability of appropriate finance to support housing development.
  - h) Support the banking sector through the use of guarantees and other instruments to raise sufficient long term funds for housing development.
  - i) Periodically review the structure of taxation on housing development and its inputs with a view of reducing the cost impact to the final consumer and thus make the product affordable to many.
  - j) Enact laws and regulations to liberalize the pensions sector, as one of the ways of unlocking long term financing that could also be used in the sector.
  - k) Support the Central Bank to establish housing bonds and ensure the interest income arising from housing bonds is taxed at a rate that will encourage purchase.
  - l) Allow expenditure of a capital nature incurred by a person in the construction of a public school, hospital or any similar kind of social infrastructure and is given prior approval by the Minister of Finance to be tax deductible.
  - m) Interest income accruing from all listed bonds used to raise funds for infrastructure and social services be exempted from tax provided that the bonds shall have a maturity of at least three years.
  - n) Promote and coordinate local and international networks.

#### **4.4.2 Local Authorities**

The local Authorities shall;

- (i) Undertake land-use planning and management.
- (ii) Secure land under land banking for housing development.
- (iii) Develop sites and service programs and appropriate mechanisms for accessing them.
- (iv) Put in place mechanisms for community participation (partnerships) in the repair and maintenance of infrastructure services
- (v) Enforce settlements development standards and regulations.
- (vi) Establish a national housing information system
- (vii) Initiate and implement programs to improve shelter conditions.
- (viii) Conduct home improvement campaigns.
- (ix) Conduct awareness campaigns on use of local material and resource efficiency.

#### **4.4.3 Private Sector**

The Private Sector Shall:

- (i) Participate in the construction of housing units for all income groups for rent or sale.
- (ii) Participate in the manufacture and supply of building materials in the housing construction sector.
- (iii) Participate in infrastructure development for human settlements.
- (iv) Participate in public private partnerships targeting housing programs.
- (v) Build energy and resources efficient housing to leverage the benefits.

#### **4.4.4 Financial Institutions**

Financial institutions shall:

- (i) Mobilize financial resources both local and international for housing development.

- (ii) Establish mechanisms for the creation of special fund to assist developers involved in large scale housing delivery.
- (iii) Develop Secondary Mortgage Markets.
- (iv) Develop green mortgages and financial incentives for energy efficiency and use of renewable energy to different layers of income.

#### **4.4.5 Housing Co-operatives and Savings groups**

These groups shall:

- (i) Serve as a channel for mobilizing both human and financial resources for housing development.
- (ii) Establish housing cooperative structures in the country.
- (iii) Construct energy/resources efficient houses for their members.

#### **4.4.6 Professional organizations**

Professional bodies in the housing sector will facilitate shelter delivery

Process by:

- (i) Offering professional services at affordable rates.
- (ii) Involving the clients in the design process of the various housing products and programs.
- (iii) Developing and disseminating appropriate profiles about their activities and services, initiatives in construction materials and building techniques.
- (iv) Upholding professional integrity.

#### **4.4.7 Civil Society.**

##### **NGOS & CBOS Shall:**

- (i) Mobilize and work with communities to improve their housing conditions.
- (ii) Provide technical assistance to communities on housing development.
- (iii) Mobilize financial resources for housing development.
- (iv) Network and advocate improving the housing sector.
- (v) Promote sustainability of housing sector.

#### **4.4.8 International Organizations**

##### International organizations shall:

- (i) Provide technical and financial support for housing and infrastructure development.
- (ii) Facilitate research and dissemination of appropriate building materials and technologies.
- (iii) Facilitate training, capacity building and exchange programs to share experiences and best practices.

#### **4.4.9 Academic Institutions**

##### Academic institutions shall:

- (i) Carry out research related to planning, design, construction and performance of buildings.
- (ii) Conduct research in the use and development of indigenous and innovative building materials and construction techniques.
- (iii) Document and disseminate research findings in a standardized format.
- (iv) Provide research-based advisory services to the public.
- (v) Increase capacity of professionals for energy and resources efficiency design.

#### **4.4.10 Households and Communities**

These shall:

- (i) Participate in activities that target the improvement of their own housing and other community facilities.
- (ii) Develop a savings culture for housing development.
- (iii) Regularly carry out repair and maintenance of their houses.

## 5.0 MONITORING, EVALUATION AND REVIEW

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

### Issues:

- (i) Lack of appropriate monitoring, evaluation and review mechanisms.
- (ii) Lack of feedback mechanism for policy formulation, and implementation of programs and projects.

**Policy statement 24: Government shall develop a monitoring, review and evaluation framework for this policy.**

### Strategies:

In order, to monitor and evaluate effective implementation of this policy, Government shall:

- (i) Develop appropriate indicators for policy monitoring, evaluation and review.
- (ii) Develop appropriate tools for policy refinement and review.
- (iii) Create awareness about the sector, the policy and various stakeholder interventions.
- (iv) Define roles and responsibilities of key stakeholders and players in monitoring & evaluation.
- (v) Undertake midterm review of the implementation of the National Housing Policy every five (5) years.
- (vi) Comprehensively review the National Housing Policy every ten (10) years.

## **ANNEX 1: GLOSSARY**

Below are some of the definitions of key words and concepts used in this policy document.

### **1. ADEQUATE HOUSING**

Adequate Housing refers to affordability and sufficiency in terms of space, privacy, physical accessibility, safety, lighting & ventilation, availability of basic infrastructure and social services, and location in relation to workplace. It also includes cultural acceptability, security of tenure, environmental quality and other health-related factors.

### **2. AFFORDABLE HOUSING**

Affordable Housing is defined as that housing for which the associated financial costs are at a level that does not threaten other basic needs and represents a reasonable proportion of a household overall income.

### **3. BUILDING**

A structure designed and constructed with external walls and a roof for a specific purpose.

### **4. DWELLING UNIT**

A building that is occupied by a single household

### **5. ENERGY EFFICIENCY**

This is a situation when less energy is used to achieve the same results. It is obvious that the current energy utilization particularly in the housing sector has a lot of wastage. The situation can be greatly improved if efficiency measures are instituted.

### **6. ESTATE AGENT**

This is a person or an entity that arranges the selling, leasing, renting or management of properties at a fee.

### **7. GREEN MORTGAGE**

A loan provided to finance the construction of sustainable buildings that incorporate energy efficiency, renewable energy technologies such as solar

energy, re-use of materials, rain harvesting, green environment etc. The mortgage is provided at a special low interest rate as an incentive.

## **8. HOUSE**

A building constructed purposely for people to live in

## **9. HOUSEHOLD**

A group of persons who normally live and eat together sharing the same basic amenities and services.

## **10. HOUSING UNIT**

A building intended for habitation by a single household.

## **11. HOUSING BACKLOG**

The difference between the housing need and the existing housing stock

## **12. HOUSING PRODUCTION**

Total number of housing units (in informal and formal sectors) produced in a given year.

## **13. HOUSING MARKET**

This refers to the supply and demand for houses.

## **14. HOMELESS**

This refers to individuals without shelter at all or those that are unable to access adequate housing.

## **15. HUMAN SETTLEMENTS**

This is the totality of the human community with all the political, social-economic, material, organizational, spiritual and cultural elements that sustain it.

## **16. HOUSEHOLD INCOME**

This is the combined gross income of all members of a household.

## **17. INFORMAL SETTLEMENTS**

Informal settlements refer to areas where groups of housing units have been constructed in a manner that does not follow the recognized housing professionals and legal regimes.

## **18. LANDLORD**

This is the owner of land and or house there on.

## **19. LOW COST HOUSE**

This is an adequate house which is affordable to a low income household in a given environment.

## **20. LOCAL BUILDING MATERIALS**

These are building materials that are locally extracted and used in their raw form such as poles, mud and wattle, banana fibers, papyrus, grass, etc or are subject to a certain level of processing such as timber, fired bricks, adobe, soil stabilized bricks, sand, stones among others.

## **21. OVERCROWDING**

This is the occupancy of dwelling units by more persons than they were designed to accommodate to a degree that endangers health, safety and welfare of the occupants. An average size habitable room (7.5 sq meters) is regarded (by international standards) as overcrowded if occupied by more than 2 persons.

## **22. PERMANENT BUILDING**

A structure constructed with durable materials for the wall, floor and roof that meets specified minimum standards and can maintain its stability for more than 50 years under normal conditions of tear and wear.

## **23. RURAL -URBAN MIGRATION**

This is the movement of people from rural to urban areas due to political and socio-economic factors.

## **24. REAL ESTATE (HOUSING ESTATE)**

Real estate refers to extensive housing development concentrated in limited area.

## **25. RENTAL HOUSING**

This refers to houses offered for hire to individuals or organizations.

## **26. SEMI PERMANENT BUILDING**

A structure constructed either with local building materials in its raw form or in combination with processed materials capable of lasting at least 15 years under normal conditions of wear and tear.

## **27. SHARING RATIO**

This is a measure of the occupancy density (households per housing unit).

## **28. SOCIAL HOUSING**

This refers to subsidized housing especially rental houses built for the accommodation of the poor which may be owned and managed by the state, Non-Profitable Organizations or a combination of the two usually with the aim of providing affordable housing.

## **29. SLUM**

A slum is an informal settlement characterized by inadequate infrastructure and social services.

## **30. SECURITY OF TENURE**

Security of tenure in respect of housing is defined as the right of all individuals and groups to effective protection against arbitrary unlawful evictions.

## **31. SHELTER**

This is any structure that provides protection from the elements of weather.

## **32. TEMPORARY BUILDING**

A structure built with non-durable local raw materials, or meant for temporary occupation.

## **33. TENANT**

This is an occupant of a dwelling unit with the owner's consent, who pays rent to the owner of the unit in return for the right to occupy it.

## **34. URBAN AREAS**

This refers to areas of high population densities characterized by commercial and or industrial activities. The Local Government Act (LGA) 1997 refers to urban areas as "All gazetted cities, municipalities and town councils".

### **35. HOUSING UPGRADING**

Refers to a gradual or spontaneous process of improving the quality of existing housing units and related infrastructure and services to achieve minimum acceptable standards.

### **36. URBANISATION**

It is the physical growth of an urban area or establishment of a new urban area in rural settlements as a result of population growth, global changes or migration.

### **37. VULNERABILITY**

This refers to the susceptibility of a person, group or community to unfavorable physical, social-economic, legal and political environments.



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