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15<sup>th</sup> September 2014

All Chief Administrative Officers  
All Town Clerks

**GUIDELINES FOR PREPARATION AND PRESENTATION OF  
PHYSICAL DEVELOPMENT PLANS AND APPLICATION FOR  
CHANGE OF USE TO THE NATIONAL PHYSICAL PLANNING  
BOARD.**

New approaches and practices have evolved overtime to meet the contemporary development challenges of high population growth rates, rapid urbanization, and inadequate resources and practice that do not measure up to the development challenges of today's urbanizing world.

The National Physical Planning Board (NPPB) came into office in January 2013, and has since observed significant challenges in the Physical development planning processes. Significant among these lack of strategic thinking, inadequate professionalism in the process and presentation of Physical development plans and changes of land use.

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**Vision:** "Sustainable Land Use, Land Tenure Security, Affordable, Decent Housing and Organized Urban Development".

The Board is therefore calling for a paradigm shift in the approach and management of the physical development planning process to enhance its efficacy in guiding the development process.

Consequently, the Board has developed guidelines for plan preparation and presentation to ensure that all critical elements necessary for plan implementation are integrated in the planning process.

This Ministry has already commenced training of technical staff from the 14 Municipal Local Governments under Uganda Support to Municipal Infrastructure Project (USMID) in Integrated Planning and this activity may be rolled out in future. In the meantime all effort should be made to ensure that the attached guidelines are put into effect since they will become the yardstick for future considerations of physical development plans and applications of change of use by the Board.

You are therefore requested to bring the guidelines to the attention of your Physical Planning Committees and practitioners/consultants and other stakeholders that relate to your local governments for physical development planning purposes.

I thank you for your cooperation.

  
Savino Katsigaire

**FOR: PERMANENT SECRETARY**

cc. The Minister of Lands, Housing and Urban Development  
cc: The Ministers of State, Lands, Housing and Urban Dev't  
cc: The Permanent Secretary, Ministry of Local Government  
cc: District Chairpersons  
cc: Mayors and Town  
cc: Town Council Chairpersons

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# **GUIDELINES FOR PREPARATION AND PRESENTATION OF PHYSICAL DEVELOPMENT PLANS AND APPLICATIONS FOR CHANGE OF USE TO THE NATIONAL PHYSICAL PLANNING BOARD**

## **Introduction**

The Physical Planning Act 2010 was enacted to align physical planning with the contemporary governance system, decentralize physical planning and related processes such as environmental management. This was also among the key requirements of the National Land Use Policy. Accordingly the new law declared the whole country a planning area, provided for Physical Planning Committee at local government level and the National Physical Planning Board to perform national level functions.

In the process of performing its functions, the Board has observed shortcomings in the plan preparation process as well the manner in which Physical Planning Committees seek change of land use by the Board. Consequently, guidelines have been developed to enable standardization of the physical planning process and deliverables, facilitate implementation of the physical development plans and also improve the physical planning system as a whole.

The guidelines should be used by all those involved in preparation and implementation of Physical Development Plans. They are complementary to the existing instruments and should guide procurement of service providers (consultants) for physical planning as well as contract management.

## **The Guidelines are as follows:**

1. Approaches, execution and management of the planning process should be participatory, proactive and strategic. Physical planners together with respective local governments should consider workable solutions and make planning proposals that have the potential to deliver results within the plan period.
2. Consultants, Local Government Authorities and other stakeholders in the respective planning areas, should work very closely to share and discuss ideas and aspirations in order to develop a vision for the area to which the plan applies, which should be in-tandem with other existing and proposed development interventions.

3. An elaborate and explicit Strengths, Weaknesses, Opportunities and Threats (SWOT) analysis that highlights and exploits the economic and other development potentials and comparative advantage should be developed to guide plan proposals. Planning therefore should be strategic and viable to bring out salient and critical issues that should be rallying points for development and investment priorities.
4. Due consideration should be given to: environmental / ecologically sensitive areas, transport and utility infrastructure with narrative and graphical illustrations for the existing situation and the proposed interventions. Cadastral plans if any, and topographical maps should be part of plan presentation as a means of demonstrating the relationship between planning proposals and the existing land use and land ownership patterns.
5. All plans including the different thematic maps, should be based on updated base maps. The thematic plans should include but not limited to infrastructure and utility layouts.
6. Interpretation, analysis and translation of data and any other information on topography, hydrology, environment, socio-economic and ecological characteristics and other related land use and development features into plan proposals is fundamental and should reflect the desired situation. Maps/plans should be generated on a suitable scale that provides visual clarity based on the geographical coverage.
7. Project supervisors and a representative of the respective local government where the planning should attend presentations to the Board to provide technical / stakeholder support, ownership and collective responsibility in planning and plan implementation.
8. Local Governments together with and other key stakeholders should provide the raw materials for the development of the implementation plan to ensure relevant, realistic and action oriented proposals.
9. Implementation Plans should clearly show realistic financial mobilization strategies, incorporating existing projects and other initiatives. They should also include Public Private Partnership(PPP) possibilities in order to minimize compensation and other plan implementation costs
10. Financial / investment proposals in the implementation plans should be adequate in content. They should contain details of the source of funding, cost



estimates and the respective time frame for the proposed project components. Cost estimates should be indicated in Uganda shillings.

11. The physical development plan should demonstrate the integration of Vision 2040, a clear linkage between the plan, the 5 year development plan, the budget, any on-going projects and other planning processes and interventions.
12. The above requirements should always be included in the Terms of Reference (TOR) for consultancies as part of the deliverables.
13. On a regular basis and following agreed upon plan, local governments and other Agencies should continuously undertake mass sensitization. All stakeholders should particularly be sensitized in order to appreciate their role in the planning and development process.
14. The supervisory role of the Ministry of Lands, Housing and urban Development (MLHUD) is key in the acquisition and procurement of consultancies and subsequent plan preparation processes.
15. Local Governments and other Agencies should seek technical guidance and support from the Ministry of Lands, Housing and Urban Development on issues of physical planning and acquisition of planning services in order to ensure effectiveness and efficiency in the process and for quality output. This will avail the Ministry of the opportunity to supervise and provide the necessary guidance.

### **Guidelines for applications for Change of Land Use:**

The Physical Planning Act (PPA) 2010 requires that all change of land use applications are submitted to the National Physical Planning Board (NPPB) for consideration. NPPB therefore sets the following guidelines for all submissions for change of land use. They are meant to guide local governments and other agencies, technical officers and other stakeholders. They are as follows:

1. Knowledge and appreciation of the planning law is crucial. The Physical Planner should guide the applicants on the procedure and requirements for change of use.
2. Request for Change of Land Use should be submitted by a Physical Planning Committee, with adequate information and minute extract confirming the deliberations of the Committee.

3. The background and a reasoned justification for the proposed change of use should be prepared, professionally packaged and submitted with clear explanatory and elaborate write-up and illustrations in order to guide decision making.
4. Implications of the new land use proposals to the surrounding area and activities should be provided.
5. The applications should be supported by clear diagrammatic representations such as the approved urban (or local) physical plan, photographs, satellite images, cadastral layout, and any other supporting documentation.
6. Where a matter is contentious, a senior official from the respective local government should be available to clarify any matters that may arise during consideration.

May 2014