The Republic of Uganda

MINISTRY OF LANDS, HOUSING AND URBAN DEVELOPMENT

DRAFT

STRATEGIC PLAN - IV 2025/26–2029/30

Theme

"Sustainable land use, land tenure security, adequate housing, and orderly development"

June 2025

VISION

Sustainable Land Use, Land Tenure Security, Affordable, Decent Housing and Organized Urban Development

MISSION

To ensure Sustainable Land Management, Orderly Development and Adequate Housing for all

CORE VALUES & PRINCIPLES

a. **Integrity** - to clients and landowners where we observe the highest ethical standards.

b. **Excellence** - we aim to excel in all the work we do to the satisfaction of our clients.

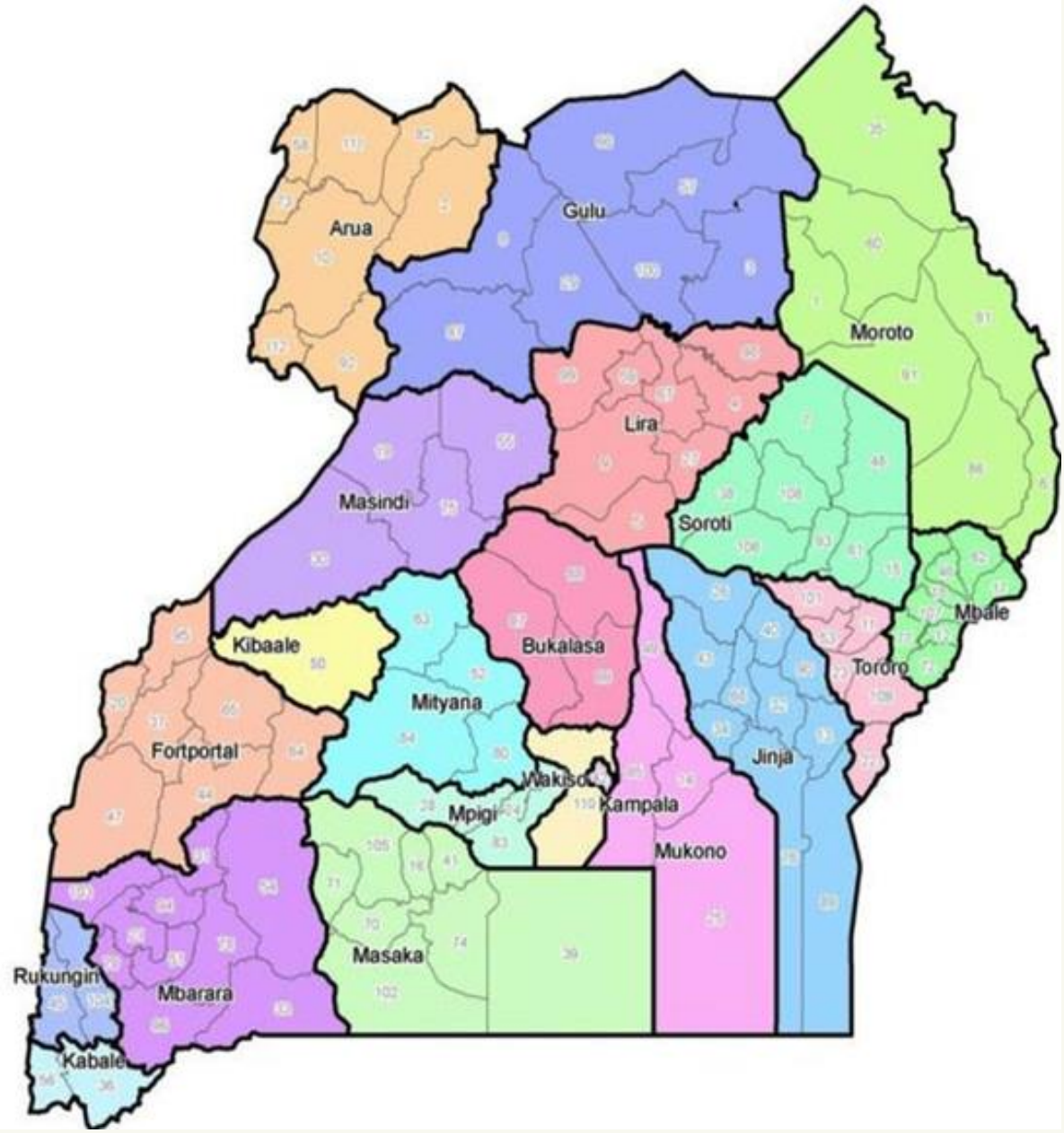
c. **Respect** - we show respect and trust by listening to our clients to our clients and adequately responding to their needs.

d. **Transparency and Accountability**: we give assurance to carrying out our statutory responsibilities with fairness, openness, and honesty.

e. **Innovation:** we are driven by innovation and creativity in our endeavor to provide efficient and effective service to our clients.

f. **Professionalism**: we are professionals who provide reliable record of information on physical planning, urban development, housing, and ownership of and interests affecting registered land

Location of MLHUD Ministry Zonal Offices



FOREWORD

The Ministry of Lands, Housing and Urban Development presents Strategic Plan IV (2025/26-2029/30), establishing our strategic direction toward "Sustainable land use, land tenure security, adequate housing, and orderly development."

The land economy constitutes a foundational economic asset for achieving NDPIV's tenfold growth target through three strategic interventions: (1) formalization of land tenure to unlock dead capital, (2) scaling credit accessibility as a complement to PDM initiatives, and (3) optimization of land use to secure investment and maximize economic returns. These interventions establish the necessary preconditions for macroeconomic transformation across agricultural, industrial, and service sectors.

The housing and real estate sector represents a high-multiplier economic driver with capacity to generate millions of jobs across the value chain, stimulate upstream and downstream industries, and create sustainable revenue streams. Strategic public-private partnerships will leverage private capital while government policies create enabling conditions for market expansion, thereby establishing the sector as a cornerstone of employment creation and GDP growth in alignment with NDPIV objectives.

Accelerating urbanization presents strategic opportunities for economic agglomeration, productivity enhancement, and revenue generation. By implementing integrated urban development frameworks that enhance land tenure security, we will establish optimal conditions for investment while creating sustainable municipal revenue streams through property taxation and development charges, creating a virtuous cycle of infrastructure development and economic growth.

This Strategic Plan operationalizes the NRM Government's commitment through evidence-based policy interventions, programmatic initiatives, and inclusive implementation mechanisms that balance economic growth imperatives with social equity and environmental sustainability. The Ministry's strategic objectives directly support the tenfold growth agenda through job creation, revenue generation, capital mobilization, credit market development, and investment security.

I call upon all stakeholders to engage in this transformative implementation process to establish a Uganda characterized by secure land rights, adequate housing, and sustainable urban development, advancing the NRM's vision and NDPIV's economic transformation agenda.

Judith Nabakooba
MINISTER OF LANDS, HOUSING AND URBAN DEVELOPMENT

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ADR	Alternative Dispute Resolution
ALCs	Area Land Committees
AU	African Union
BFP	Budget Framework Paper
BOU	Bank of Uganda
BRT	Bus Rapid Transit
CAMA	Computer Assisted Mass Appraisal
CCO	Certificate of Customary Ownership
CEDAW	Convention on Elimination of all forms of Discrimination Against Women
CEDP	Competitiveness and Enterprise Development Project
CEDP-AF	Competitiveness and Enterprise Development Project-Additional Financing
CGV	Chief Government Valuer
CLA	Communal Land Association
CO	Customary Ownership
CORS	Continuous Operating Reference Stations
DLAM	Directorate of Land Administration and Management
DLBs	District Land Boards
DLGs	District Local Governments
DLO	District Land Office
DPPUD	Directorate of Physical Planning and Urban Development
DPs	Development Partners
DSM	Department of Surveys and Mapping
ESIAs	Environmental, Social and Impact Assessments
FY	Financial Year
GAPR	Government Annual Performance Report
GCPs	Geodetic Control Points
GDP	Gross Domestic Product
GIS	Geographical Information System
GKMA	Greater Kampala Metropolitan Area
Ha	Hectares
HoDs	Heads of Department
IBP	Integrated Bank of Projects
ICT	Information and Communication Technology
IEC	Information, Education & Communication
IFMIS	Integrated Finance Management Information System
ILO	International Labour Organization

IPP	Integrated Personal and Payroll System
ISLM	Institute of Survey and Land Management
IVA	Independent Verification Agency
JPR	Joint Programme Review
KCCA	Kampala Capital City Authority
LCs	Local Councils
LHUD	Lands, Housing and Urban Development
LIS	Land Information System
LOs	Land Officers
LSRCU	Land Ministry Reform Coordination Unit
LSSP	Land Ministry Strategic Plan
LTRP	Land Tenure Reform Project
LURC	Land Use Regulation and Compliance
M&E	Monitoring and Evaluation
MDAs	Ministries Departments and Agencies
MDFs	Municipal Development Forums
MLHUD	Ministry of Lands, Housing and Urban Development
MoFPED	Ministry of Finance, Planning and Economic Development
MoGLSD	Ministry of Gender Labour and Social Development
MoLG	Ministry of Local Government
MoP	Ministry of Public Service
MoWT	Ministry of Works and Transport
MPS	Ministerial Policy Statement
MTEF	Medium Term Expenditure Framework
MZO	Ministry Zonal Office
NBRB	National Building Review Board
NDP	National Development Plan
NH&CC	National Housing and Construction Company
NHP	National Housing Policy
NIMES	National Integrated Monitoring and Evaluation Strategy
NITA	National Information Technology Authority
NLP	National Land Policy
NLUP	National Land Use Policy
NMT	Non-Motorized Transport
NPA	National Planning Authority
NRM	National Resistance Movement
NSDI	National Spatial Data Infrastructure
NTR	Non Tax Revenue
NUP	National Urban Policy

OP	Office of the President
OPM	Office of the Prime Minister
OSH	Occupational Health and Safety
OWC	Operation Wealth Creation
PAP	Project Affected Persons
PDU	Procurement & Disposal Unit
PIP	Public Investment Plan
PPA	Physical Planning Act
PPC	Physical Planning Committee
PPDA	Public Procurement and Disposal of Public Assets Authority
PPP	Public Private Partnership
PQAD	Planning and Quality Assurance Department
PSCP	Private Ministry Competitiveness Project
PSFU	Private Ministry Foundation Uganda
PST	Program Support Team
RTA	Registration of Titles Act
SDG's	Sustainable Development Goals
SDP	Sector Development Plan
SLAAC	Systematic Land Adjudication and Certification
SOP's	Standard Operating Procedures
SWG	Ministry Working Group
SWM	Solid Waste Management
UAAU	Uganda Urban Authorities Association
UBOS	Uganda Bureau of Statistics
UGX	Uganda Shillings
UIPE	Uganda Institute of Professional Engineers
ULC	Uganda Land Commission
USMID	Uganda Support to Municipal Infrastructure Project
USMID-AF	Uganda Support to Municipal Infrastructure Project-Additional Financing
VF	Vote Function

EXECUTIVE SUMMARY

The Ministry of Lands, Housing and Urban Development (MLHUD) Strategic Plan IV (2025/26-2029/30) provides a comprehensive framework for advancing sustainable land use, land tenure security, affordable housing, and organized urban development in Uganda. This plan is strategically aligned with Uganda Vision 2040, the National Development Plan IV, the NRM Manifesto 2021-2026, and relevant global frameworks including the Sustainable Development Goals and the New Urban Agenda.

The Strategic Plan is anchored on four key objectives:

Strengthening Land Administration and Management: Focusing on accelerating land titling, modernizing the Land Information System, and enhancing land dispute resolution mechanisms to unlock the economic potential of land assets. This objective directly supports NDPIV's tenfold growth agenda by formalizing land tenure, unlocking dead capital, and scaling credit accessibility as a complement to the Parish Development Model.

Promoting Adequate Housing: Addressing the national housing deficit through policy reforms, innovative financing mechanisms, and public-private partnerships that position housing as a high-multiplier economic driver with capacity to generate millions of jobs across the value chain while stimulating upstream and downstream industries.

Facilitating Orderly Urban Development: Implementing integrated urban planning frameworks, infrastructure development, and sustainable municipal financing systems to leverage urbanization as a catalyst for economic agglomeration, productivity enhancement, and revenue generation.

Strengthening Institutional Capacity: Enhancing the Ministry's operational efficiency, human resource capabilities, and coordination mechanisms to ensure effective implementation of the strategic objectives.

The implementation of this Strategic Plan requires an estimated budget of UGX 6.2 trillion over the five-year period, with funding expected from Government of Uganda appropriations, development partner contributions, and innovative financing mechanisms including public-private partnerships.

The plan incorporates modern innovations including digital physical planning platforms, geospatial technologies, and blockchain-based land registry systems to enhance efficiency and

transparency across all operational domains. Strategic partnerships with private sector entities, development partners, and academic institutions will be leveraged to access technical expertise, financial resources, and knowledge transfer. Innovative financing mechanisms, including land value capture instruments, municipal bonds, and blended finance approaches, will supplement traditional funding sources to ensure sustainable implementation.

A robust Monitoring and Evaluation framework has been established to track implementation progress against defined indicators at output, outcome, and impact levels. The framework employs digital data collection tools, real-time performance dashboards, and periodic evaluations to ensure evidence-based decision-making and adaptive management. Regular performance reviews will assess progress toward strategic objectives, identify implementation bottlenecks, and inform course corrections to maintain alignment with the NDPIV's tenfold growth agenda.

Despite its transformative potential, the Strategic Plan implementation faces several challenges, including limited fiscal space for capital investments, institutional capacity constraints, fragmented land tenure systems, and vulnerability to climate change impacts. Additional challenges include coordination complexities across multiple stakeholders, resistance to digital transformation, and infrastructure deficits in rapidly urbanizing areas. The plan incorporates mitigation strategies for these challenges through phased implementation, capacity building initiatives, and adaptive management approaches.

The successful implementation of this Strategic Plan will significantly contribute to Uganda's socioeconomic transformation by establishing secure land rights, adequate housing, and sustainable urban development as foundations for achieving the NDPIV goal of tenfold economic

Dorcas W. Okalany (Mrs)
PERMANENT SECRETARY

INTRODUCTION

1.0 Background

This Ministry Strategic Plan (MSP) is the fourth in a series of six Strategic Plans that will guide the Ministry in delivering its mandate in fulfilment of transforming the Ugandan society from a peasant to a modern and prosperous society as stipulated in the Vision 2040. The MSP (2025/26 - 2029/30) lays out strategies and interventions that are aligned with NDP IV that define the Ministry's investment direction and sets key objectives and targets for better service delivery for transformed and sustainable socioeconomic development.

This Chapter provides an overview and insight into of the Ministry of Lands, Housing and Urban Development (MLHUD) in general. It also provides a brief background on how the Sustainable Urbanization and Housing Programme for which the Ministry is the lead agency; and the Natural Resources, Environment, Climate Change, Land and water Management Programme for which the Ministry Co-leads has been mapped in the programme based approach to planning. It also articulates how the plan has positioned the Ministry within the regional and global context.

The MLHUD is responsible for providing policy direction, national standards and coordination of all matters concerning Lands, Housing and Urban Development. The Ministry puts in place policies and initiates laws that ensure sustainable Land Management, promote Sustainable Housing for all and foster Orderly Urban Development in the country. It largely draws its mandate from Chapter 15: Articles 237 and Article 242 of the Constitution of the Republic of Uganda that relates to ownership of Land; tenures of land and regulation of the use of land among others.

1.1 Legal Framework

Uganda has undertaken a series of ambitious legal and policy reforms with regard to property rights, physical planning, housing, urban development and resource governance since 1995, with the intention of bringing about fundamental reforms in rights, tenure management and control of land. Thus, the Ministry of Lands, Housing and Urban Development at the National level is guided by the Constitution of the Republic of Uganda (1995), the Vision 2040, National Development Plan IV and NRM Manifesto in its planning and operations and other international frameworks to which Uganda subscribes.

In order to fully implement its mandate, the Ministry is also guided by a number policy framework including the National Land Use Policy (2008), the Physical Planning .2010 as amended National Land Policy (2013), National Housing Policy (2016) and National Urban Policy (2017), which were adopted and approved by Cabinet.

These Policies and Laws are meant to facilitate efficient land administration, physical planning, valuation and registration processes. The laws also facilitate documentation of land rights on communal land and

promote equal ownership of property between men and women. The objective of the legal reforms is to harmonize and standardize the laws and procedures for land registration, valuation, surveys and mapping, land acquisition and resettlement, management of Government land and general practice for land administration at all levels of Local and Central Government; and management of cities and other urban areas.

1.2 Governance and Organizational Structure

The Ministry of Lands, Housing and Urban Development structure has a Cabinet Minister who is the political head of the Ministry and does this with support from the three (3) Ministers of State, namely: Minister of State, Lands; Minister of State, Housing; and Minister of State, Urban development

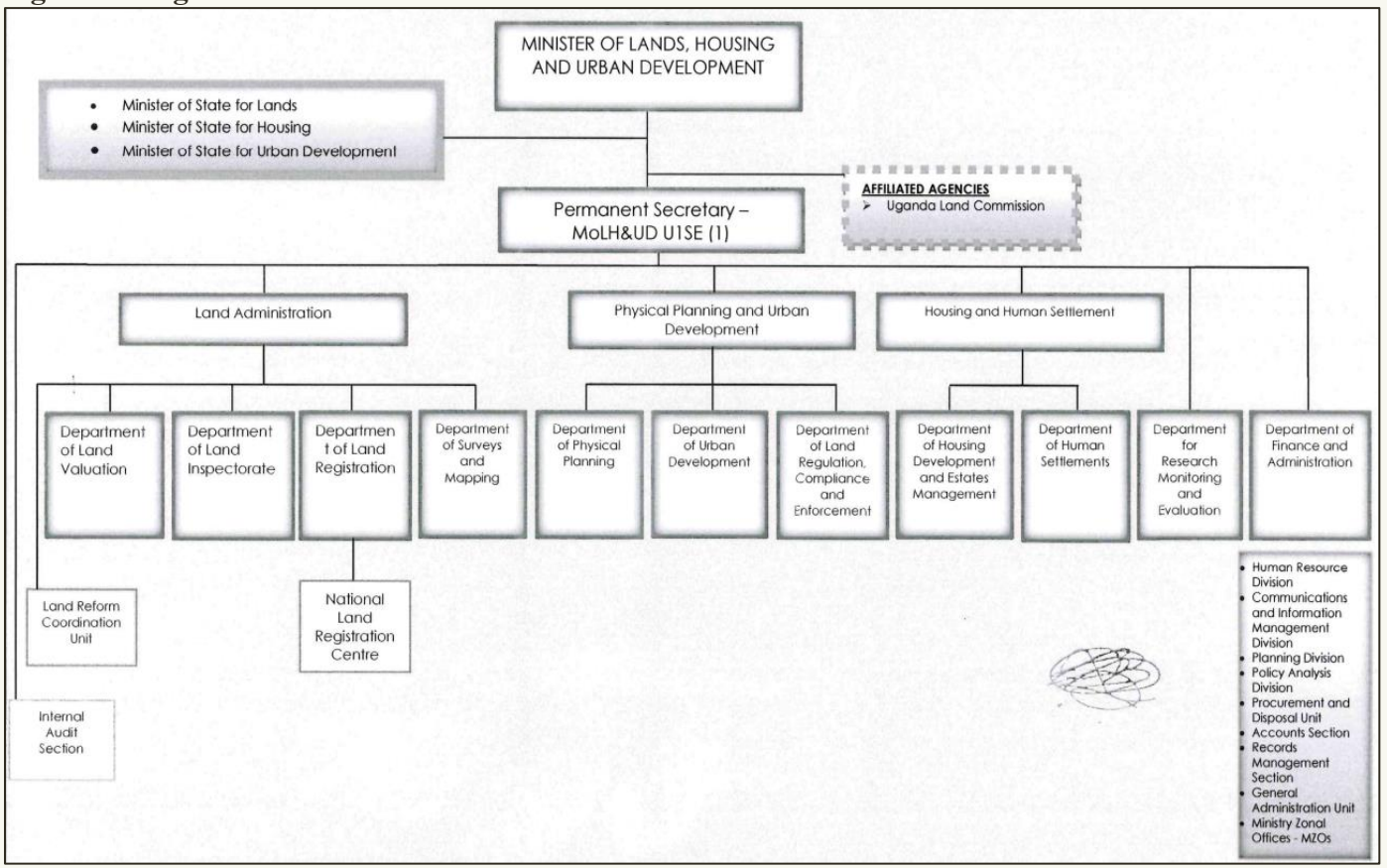
The Ministry's technical leadership is headed by the Permanent Secretary who doubles as the Accounting Officer for the entity. The Permanent Secretary works closely with the different Heads of Department. Specifically, the PS is supported by the Under Secretary in managing administrative tasks and ensuring smooth coordination among different Departments, Divisions and Units.

The Ministry is comprised of eleven departments which together advance the attainment of the Ministry Mandate, Vision and Mission. The Departments are;

1) Department for Finance and Administration
2) Department of Surveys and Mapping
3) Department of Land Registration
4) Department Of Land Administration and Inspectorate
5) Department of Valuation
6) Department of Physical Planning
7) Department of Urban Development
8) Department of Land Use, Regulation, Compliance and Enforcement
9) Department of Human Settlement
10) Department of Housing Development and Estates Management
11) Department of Statistics, Research, Monitoring and Evaluation

The overall organizational structure of the Ministry is depicted in the diagram below, illustrating the hierarchical relationships, key roles, and departmental arrangements that collectively enable the Ministry to fulfill its mandate effectively.

Figure 1: Organizational Structure



1.3 The National, Legal and Policy Context

1.3.1 Linkage with Vision 2040

The Vision 2040 is conceptualized around strengthening the fundamentals of the economy to harness the abundant opportunities around the country. The Vision 2040 clearly states that there is need to strengthen the fundamentals among which include land use and management; and urbanization if the Country is to achieve its transformational goal.

In order to achieve the transformational goal under Vision 2040, the Ministry will contribute and take lead in implementing the following key strategies and policy reforms including:

a) Make land reforms to facilitate faster acquisition of land for planned urbanisation, infrastructure development, and agricultural commercialisation among other developments.
b) Pursue a planned sustainable urbanization and housing policy that will bring about better urban systems that enhance productivity, liveability and sustainability while releasing land for commercializing agriculture.
c) Increase access to decent affordable shelter and pursue planned movement of people from scattered rural to planned settlements to ease delivery of utilities and other services towards achievement of social transformation.

The key activities proposed in the Strategic Plan and prioritized under section 4.2.6 of the Vision 2040 include:

1) Roll out a systematic land demarcation and survey the entire country over the Vision period;
2) Computerise the Land registration system to ensure efficient and effective land management;
3) Activate land tribunals to provide redress for people or organizations that will feel aggrieved in land matters;
4) Put in place a mechanism to ensure that district and international boarders are secured and any disputes addressed; and
5) Conduct massive sensitization programmes and negotiations on lands, housing and urban development sector
6) Implementation of National Physical Development Plan
7) Develop and implement an investment plan for adequate and affordable housing.
8) Incentivize real estate developers to undertake affordable housing projects to reduce the housing deficit.
9) Undertake slum upgrading and operationalize the condominium law in slums and cities.
10) Develop an inclusive housing finance mechanism including capitalization of the housing finance Bank, and revisiting the mandate of the NHCC to support housing development for all
11) Undertake affordable housing projects for priority categories including public servants, the vulnerable, women among others.

1.3.2 Linkage with the National Development Plan IV (NDP IV)

At the onset of the National Development Plan III (NDPIII), government adopted a Programme-based approach to planning and budgeting with the core purposes of improving synergies between Ministries, Departments and Agencies (MDAs) and also reduce duplication of efforts. The NDP III started with 18 programmes but they increased to 20 programmes during the third year of implementing the plan.

The NDP IV as earlier stated under the NDP III further acknowledges the importance of investing in land and land resources and that policy reforms must ensure that land facilities, land use regulation and land development enhance economic productivity and commercial competitiveness for wealth creation and overall social economic development in an integrated and sustainable manner.

This MLHUD Strategic Plan is the second plan under the programme-based approach to planning and it majorly contributes to three Programmes of the NDPIV; Sustainable Urbanization and Housing Programme (SUHP) hosted by MLHUD; Natural Resources, Environment, Climate Change, Land and Water Management Programme hosted by Ministry of Water and Environment; Sustainable Energy Development Programme hosted by the Ministry of Energy and Mineral Development.

The Ministry's contribution to the programmes is mapped onto Objective 3 of NDPIV i.e. which is to Consolidate and increase the stock and quality of productive infrastructure. The Sustainable Urbanization and Housing Programme aims to attain inclusive, productive and livable urban areas for socio-economic transformation. Its key expected results include: decreasing urban unemployment; reducing the housing deficit; enhanced economic infrastructure in urban areas; increasing efficiency in solid waste collection; and more coverage of urban green spaces.

In order to attain the above goals, the Ministry will implement the three NDP IV programmes with the following key actors / stakeholders:

i) **All Ministries, Departments and Agencies (MDAs);**Ministry of Works and Transport (MoWT), Ministry of Kampala Capital City and Metropolitan Affairs (MKCC&MA), Ministry of Local Government, Ministry of Water and Environment (MoWE), Ministry of Energy and Mineral Development (MEMD), Ministry of Finance, Planning and Economic Development (MoFPED).
ii) **Subventions:** i.e. UNCC, Secretariat for Special Interest Groups, UN-HABITAT,GIZ
iii) **Autonomous Bodies:** National Planning Authority, Uganda Bureau of Statistics, Uganda Revenue Authority, National Social Security Fund, Equal Opportunities Commission.

iv) **Local Governments and City Authorities;** All cities and Municipal Local Governments (LGs) through the Uganda Cities and Municipalities Infrastructure Project (UCIMID).
v) **Civil Society Organizations:** Non-Governmental Organisations (NGOs); Community Based Organisations (CBOs).
vi) **Faith Based, Traditional or Cultural Institutions;** Church of Uganda, The Catholic Church, Kings and Chiefs of Kingdoms and Chiefdoms in the quest of enhancing tenure security through stakeholder engagements on Land registration processes and activities.
vii) **Social Partners:** Employers and workers Organisations.
viii) **Private Sector Actors;** Association of Real Estate Agents of Uganda (AREA-UG)
ix) **Development Partners:** World Bank, European Union.

1.3.3 Linkage with Global and Regional Initiatives

Uganda is a signatory to the post-2015 Sustainable Development Goals (or 2030 Agenda) which consists of a set of 17 goals and attendant targets. The 2030 Agenda embodies the aspirations of a world that is more equal, more prosperous, more peaceful and more just. Thus, Government of Uganda through the Ministry of Lands, Housing and Urban Development recognizes the Sustainable Development Goals and Goal 11 in particular that focuses on cities as hubs for ideas, commerce, culture, science, productivity, social development and much more.

The SDGs are an opportunity for Uganda to bring all stakeholders together to decide and embark on new paths to improve the lives of people in urban areas, and to 'make cities and human settlements inclusive, safe, resilient and sustainable' by creating mechanisms to ensure good urban governance. This will be done under three broad strategies:

a) by promoting decentralization and strengthening urban local governments;
b) by encouraging participation and civic engagement; and
c) by ensuring transparent, accountable and efficient governance of cities and towns.

These will require mainstreaming principles of partnership, participation and decentralization. Strides have been made through growing legitimization of citizens' groups, grassroots organizations and civic leaders, particularly at the local level. More effort is required for partnership at the international, national and local levels between the private sector, civil society government and local authorities.

In the period since the drafting of the NDPII, the East African Community and the African Union also finalized the development of regional development plans, namely the EAC Vision 2050 and Africa Agenda 2063. Under the Africa Agenda 2063, MLHUD's contribution to the 20 Goals cannot be underestimated. Specifically, MLHUD contributes to Goal 1 of a high standard of living, quality of life and well-being for all citizens.

The plan is aware of the challenges and threats posed by the regional and global trends. These majorly include pandemics, regional conflicts and climate change, which lead to increased vulnerability of the population as well as the large-scale movement of refugees, displacements, migrants, epidemics, disasters, among others. Such trials are a strain on public services.

1.3.4 Linkage with NRM Manifesto, 2021 - 2026

The Ministry of Lands, Housing and Urban Development is committed to implementation of the NRM Manifesto commitments so that the Country can attain a middle income status and the Ministry has accordingly linked the presidential pledges to the National and Ministry development frameworks.

1.4 Purpose of the Plan

The MLHUD Strategic Plan is a 5-year plan that will guide the Ministry in the successful implementation of the Ministry and the SUH Programme interventions as a contributor to the achievement of National Development Plan and the Ten-fold Growth Strategy.

The Strategic Plan for the period 2025/26 - 2029/30 builds on the achievements registered in the previous Plans (NDP I, NDP II & NDP III) and MSP III. It seeks to utilize lessons learnt and mitigation factors for the challenges encountered. The strategies and actions in the Strategic Plan cover the entire mandate of this Ministry.

1.5 The Process of Developing the Plan

The production of Ministry Strategic Plan III is in line with the planning process outlined in the Comprehensive National Development Planning Framework (CNDPF, 2007) and the National Development Planning Regulations (2018). The process also followed the National Planning Authority (NPA) Planning Guidelines while embracing the Programme Based Approach to Planning.

The Strategic Plan has mainly been informed by the overall National Strategic direction and specific guidelines and policy shift stipulated in the 4th National Development Plan whose implementation will be in the same period 2025/26 - 2029/30. In order to enhance alignment of planning, budgeting and implementation of the MSP IV with the overall National development agenda, the NDPIV outlined key strategic programmes around which all planning, budgeting and implementation will be done throughout the implementation period.

Specific programmes, interventions and key service delivery issues in accordance with the Ministry's mandate were extracted from the NDPIV for purposes of scoping them in this Strategic Plan for effective implementation and tracking.

Approaches and arrangements like programme wide approaches (PWGs), Medium Term Expenditure Framework (MTEF), Fiscal Decentralization Strategy. A mix of top-down and bottom-up approach have been used in the plan development process to ensure that strategic guidance is provided at all levels and that the articulation of the identified development priorities is done at vote level.

The preparation of this strategic plan was extensively consultative and drew experience from the previous planning frameworks of the Ministry. The Ministry conducted a comprehensive diagnosis of its achievements, took stock of lessons learnt and identified the gaps to be addressed in order to improve implementation of the MSP IV.

1.6 The Structure of the Strategic Plan

The structure of the revised Ministry Strategic Plan consists of nine (09) chapters with various contents as discussed hereunder;

Chapter One: Introduction

This chapter provides an overview, composition and institutional arrangements and cross cutting issues. It briefly describes what the plan is about and the rationale for the preparation of the plan. It will provide a background and mandate of the MDA. The section will also describe the context within which the plan will be implemented.

Chapter Two: Situation Analysis

This section will review performance under the previous strategic plan, document key challenges and achievements. Also, the SWOT analysis will be done as well as the stakeholder analysis. needs to be conducted in terms of data and trends that influence the MDAs in order to describe the context within which the plan is being developed and also provide a foundation for the strategic direction going forward.

Chapter Three: Strategic Direction

This section provides the Strategic Direction of the Ministry highlighting the interventions which are in line with the National Development Plan IV. This will be informed by the performance review of the previous strategic plan ended 30th June 2025. It is also derived from the issues identified from the SWOT analysis and the emerging issues in implementation of the previous plan. It will give a framework for the MDA operations i.e Vision, Mission as well as core value.

It will outline the MDA focus over the plan period by elaborating the goal, sub-programmes, objectives and planned outcomes as well as interventions.

Chapter Four: Financing Framework and Strategy

This presents the financing framework of the plan. It provides the overall and disaggregated costs of the Plan, and the strategies for mobilizing the required financing.

Chapter Five: Institutional Arrangements for Implementing the Plan

This section will address the coordination of the implementation of the plan, sustainability arrangements, partnerships and human resource plan.

Chapter Six: Communication and Feedback Strategy/ Arrangements

This chapter focusses on the rationale and objectives of the communication strategy, Key communication priorities and Implementation of communication priorities in the plan over the medium term.

Chapter Seven: Risk Management

This chapter discusses risks which can be operational, strategic, and external risks. This plan requires the comprehensive identification, mitigation, and monitoring of risks for successful plan implementation. The risks should be categorized as High (H), Medium (M) and Low (L) and propose mitigation measures and strategies which can be adopted to effectively manage the risks. Therefore this chapter provides the Risk analysis for the plan according to the Programme areas in line with the National Development Plan IV guidance.

Chapter Eight: Monitoring and Evaluation Framework

This chapter clearly highlights the Monitoring and Evaluation arrangements of the plan implementation in line with the National Development Plan IV and National Integrated Monitoring and Evaluation framework under the office of the Prime Minister. It will detail the following:

a) Monitoring and Evaluation Arrangements
b) Progress Reporting arrangements
c) MDA Performance Annual Review arrangements
d) Mid -term Evaluation arrangements
e) End of Term Evaluation arrangements
f) Monitoring and Evaluation Results Framework

Chapter Nine: Project Profiles

This chapter will detail the project profiles for projects in the pipeline and those under implementation by the Ministry.

SITUATION ANALYSIS

2.0 Introduction

The Ministry's situation analysis examines the extent to which the Ministry has been able to achieve its objectives and it also assesses the environment in which it will be operating to determine how the environment will impact on its ability to realize its Vision, Mission and Objectives.

2.1 Performance of the Previous Plan (MSP III)

This section gives the previous performance of the Ministry in the implementation of its Strategic Plan (2020/21 – 2024/25). It provides an assessment of investments, targets, achievements and key outputs over the Strategic period. The section includes data and analysis with respect to the agreed key indicators in the previous strategic Plan.

The assessment of the financial and physical performance of the Ministry is based on the agreed upon Monitoring indicators and the Result matrix of the previous strategic plan (2020/21 – 2024/25). Under this sub-section, key achievements and analysis of results of the different indicators are presented.

2.1.1 Assessment of key Indicators

The Ministry's performance based on the previously set indicators and targets in the expired Strategic Plan is shown below

Objectives	Outcomes	Outcome indicators	Outputs	Key Performance Indicator	Status/progress
Promoting effective and efficient land administration and management	Security of land tenure and productive use of land resources	% of land that is surveyed and registered	Land Policy, Plans, Strategies and Reports	No. of land related laws, regulations and guidelines handled	• National Land Policy (NLP) approved in 2013 • NLP Implementation Action Plan developed • Land Sector Strategic Plan II developed • Ministry Client Charter developed • Draft Land Acquisition Resettlement and Rehabilitation Policy developed • Guidelines for Compensation Assessment under Land Acquisition developed • 5 Draft Bills developed
			Land Registration	Number of titles sorted, scanned and entered in the data base	• 820,925 out of the planned 762,540 documents were sorted, scanned and entered in the data base
				No. of land transactions registered	• Registered 761,319 out of the planned 437,360 land transactions

Objectives	Outcomes	Outcome indicators	Outputs	Key Performance Indicator	Status/progress
			Surveys and Mapping	Number of International and district borders surveyed	
				Number of land parcels surveyed	
			Capacity Building in Land Administration and Management	% of staff trained	• All MZO and NLIC staff; and Heads of Department trained in LIS use
			Land Information Management	% of LIS implementation	• All 22 Ministry Zonal Offices (MZOs) established and operationalised • The Land Information System (LIS) rolled out in all the 22 MZOs
			Government property rates	No. of properties verified & valued	
Promoting effective, efficient and sound sustainable rural and urban development	Efficient, effective and sustainable physical planning and urban development	Urban population in slums and informal settlements	Physical Planning Policies, Strategies, Guidelines and Standards	Physical Planning Regulations formulated	• Physical Planning Amendment Act 2020 developed
				Physical Planning standards and guidelines finalized	
			Field Inspection	No. of field reports	
			Development of Physical Development Plans	National Physical Development Plan (NPDP) finalized	• NPDP finalized
			Support supervision and Capacity Building	No. of monitoring & coordination reports from Local Governments	
			Urban Development Policies, Strategies, Guidelines and Standards	National Urban Policy developed	• National Urban Policy finalized
Promoting development of safe, efficient, affordable and sustainable housing	Improved housing quality and increased housing stock	% of people living in permanent houses	Housing Policy, Strategies and Reports	National Housing Policy developed.	• National Housing Policy developed
			Technical support and Administrative Services	Number of prototype plans produced	
			Capacity Building	Number of Housing units upgraded	
			Estates Management	Real Estate Act developed	

Objectives	Outcomes	Outcome indicators	Outputs	Key Performance Indicator	Status/progress
			Policy, Strategies and Reports		
			Awareness campaigns on Earthquake Disaster Management	No. of demonstration houses constructed	

2.1.2 Financial Performance

The table below shows the financial performance of the Ministry over years from July 2013 to June 2020. During the 5 year period of the Strategic Plan (2013/14 – 2017/18), Government approved UGX 402.72 Billion for the Ministry but released only UGX 380.827 Billion which accounted for 94.6% of the approved budget.

However, out of the UGX 767.605 Billion that was approved over the seven-year period of the Strategic Plan, UGX 789.499 Billion was released by Government to the Ministry representing 102.9% of the approved budget. This implies that during the last years of the Strategic Plan, Government endeavoured to provide the approved resources to the Ministry.

Table 1: Approved versus Released budget

Financial Year	Planned Budget					Approved Budget				
	Wage	NWR	Dev't	Ext.	Total	Wage	NWR	Dev't	Ext.	Total
2020/21	8.10	49.65	453.18	478.15	**989.08**	2.04	40.37	5.25	68.4	**116.090**
2021/22	10.00	106.87	975.47	1029.23	**2121.57**	2.043	29.590	35.251	51.396	**118.28**
2022/23	12.00	148.36	1354.16	1428.79	**2943.31**	11.194	62.173	14.578	180.216	**268.161**
2023/24	14.00	198.85	1815.02	1915.05	**3942.92**	15.585	22.329	15.880	96.574	**150.368**
2024/25	15.00	260.18	2374.81	2505.68	**5155.68**	16.398	91.171	10.978	133.670	**252.216**

Source: Ministerial Annual Performance Reports (2020/21 – 2024/25**)**

2.1.3 Cross cutting issues

This section reviews major cross-cutting issues that impact and/or are impacted upon by developments and activities undertaken by Ministry of Lands, Housing and Urban Development and these include; environment, climate change, Gender, Human rights, Social Protection, Population and HIV/AIDS**.**

2.1.3.1 HIV/AIDS

This poses the greatest challenge to health and wellbeing of the people. HIV/AIDS has placed a burden on the household resources through payment of medical bills. The epidemic has hit the

traditional labour-intensive agricultural sector and as a result HIV/AIDS has led significantly to high household poverty.

Secure rights to land and housing empower women both socially and economically. Insecure land tenure and property rights for women can contribute to the spread of HIV and to a weakened ability to cope with the consequences of AIDS. Land is a critical asset for the rural poor, and in most countries, men hold the rights to and control over land. As a result, women are often economically dependent on men, do not have secure fallback positions, and, therefore, have very little bargaining power.

Women's lack of bargaining power in their homes and communities can lead to unsafe sex practices and, therefore, to HIV infection. Women who were beaten or dominated by their partners were much more likely to become infected with HIV than women who lived in non-violent households.

Studies show that women who have economic independence have higher levels of agency, allowing them to leave a relationship if needed, to make financial decisions that can alleviate or prevent poverty, and to pay for health care and services for themselves and their families (Aidstar, citing Drimie, 2002). This agency is critical to avoid being infected with HIV and to cope with the disease if infection occurs. Examining one area of rural Uganda, a study found that rights to rent out household land enabled women to better cope with the impacts of partner death and HIV/AIDS (ICRW, 2007a).

While secure property rights alone may not always be sufficient where the threat of violence is severe (ibid), the relationship between women's bargaining power and GBV is well-established. The relationship between GBV and HIV is also well-established. We also know that rights to land improve women's economic independence, and thus their bargaining power in the household.

Thus, the Ministry in all its interventions of enhancing tenure security, has been advocating and strengthening women's property rights since it offers a unique opportunity to prevent the spread of HIV/AIDS as well as enable households to mitigate the negative impacts of HIV/AIDS-related illnesses. This strategy aims at increasing women's economic independence.

In conclusion, secure land and property rights for women will lead to increased economic empowerment and enhanced bargaining power, which can reduce their risk and vulnerability to HIV/AIDS. For women and families affected by HIV/AIDS, secure land and property rights provides greater capacity to cope with the economic, physical, and emotional shock to the household. An economic safety net is critical to women as caregivers and critical to helping women stave off the poverty and food insecurity that can result from the illness or the illness or death of a spouse.

2.1.3.2 Gender and Equity

Government of Uganda continues to reaffirm its commitment to address gender and Equity issues through implementation of international, regional and national declarations including; Beijing Action, CEDAW, SDGs, AU charter, PFMA etc.

Some women in Nwoya district receive CCOs

MLHUD recognizes that G&E are both important determinants of development and they both have a direct effect on climate change and HIV dimensions. Therefore it is important to have them addressed. The link between Gender and Equity and poverty and its relevance the LHUD sector calls for adoption of a mainstreaming strategy to address the G&E issues. Critical issues include: Right to equitable access to resources; low decision making power due to cultural barriers; responsibility of family care; information not translated or illustrated in simple easy to understand language; attitude towards PWDs and other vulnerable persons resulting in less equitable treatment and services; quality of participation due to lack of social skills, information, house/domestic chore; time for meetings may be inconvenient for women; cultural and religious barriers; right to respect not accorded to the marginalized persons; and right to redress - lack of knowledge of where to seek legal and mediation services.

At the Sector level, MLHUD has put policy measures that are being implemented including; Systematic Land Adjudication and Certification (SLAAC), CCOs, CLAs and COs all intended to improve and give property rights to the women and other vulnerable persons.

SLAAC was undertaken in 5 districts of Oyam, Mbarara, Kiruhura, Ibanda and Rwampara. The Ministry was able to demarcate and survey a total of 66,148 parcels in all the 5 districts. A total of 12,843 parcels (19.4%) belonged to women as shown in the table below:

Table 2: Disaggregated data under SLAAC

Districts	Number				
	Male	Female	Jointly Owned	Institutions	Total demarcated
Oyam	20,148	5,165	9,244	235	**34,792**
Mbarara	8,495	4,158	2,938	125	**15,716**
Kiruhura	2,283	1,163	526	106	**4,078**

Ibanda	2,107	702	508	19	**3,336**
Rwampara	4,924	1,655	1,586	61	**8,226**
Total	**37,957**	**12,843**	**14,802**	**546**	**66,148**

Source: MLHUD Administrative records 2021

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

2.1.3.3 COVID-19

In March 2020, the World Health Organization (WHO) declared that an outbreak of the viral disease COVID-19 – first identified in December 2019 in Wuhan, China – had reached the level of a global pandemic. Citing concerns with "the alarming levels of spread and severity," the WHO called for governments to take urgent and aggressive action to stop the spread of the virus.

The effects of COVID-19 pandemic have thus been felt worldwide and across all sectors. COVID-19 and the measures taken worldwide to curb the pandemic are of great concern for the global land governance community.

The COVID-19 crisis and the measures taken to curb it impact on the poor community heavily. From a property rights perspective, the most worrying immediate effects include the following:

a) Loss of livelihood options, especially in the informal sectors, and deepening levels of poverty and food insecurity.
b) Suspension of democratic controls and the use of violence against environmental and human rights defenders.
c) The closing of land administration services as part of lockdown measures.

These developments lead to increased risks of irregular land acquisition, resource grabbing and loss of assets and property access for the poor. The following concerns are summarized as follows:

a) **Loss of assets and land access, and growing inequality:** Poor people in both rural and urban areas are at risk of losing their land and properties. In informal urban settings, the close density and risk for disease transmission may be used as justification for forced evictions.
b) **Reduced access to housing:** The real estate sector experienced a severe drop in real estate transactions such as purchase of new homes, land, and limited movement of tenants to new premises. Landlord -tenant relations were particularly frustrated; with either party struggling to meet their rights and obligations which led to an increase in evictions, disputes, vacancy rates, foreclosures, loss of rental income, growth of slums and increase in homelessness. It is yet to be seen when the sector will fully recover from these effects, however, the scenario

exemplified the importance of a written tenancy agreement between landlords and tenants as a basis for renegotiation to avoid some of the undesired consequences in such unforeseen circumstances.

c) **Lack of due diligence in land-based investments:** It is as yet unclear how the expected global economic crisis will affect investment flows. A financial crisis might limit investment possibilities of major players. However, we may see an increase in predatory capitalism and governments may be tempted to attract investments to finance the recovery from the crisis without observing the necessary due diligence.

d) **Reduced quality of land and property governance services:** It remains to be seen whether public land administration services will be restored to their pre-COVID levels. Limitations in funding and capacity may limit the role of land governance actors in curtailing irregular land acquisition and enhancing tenure security. Formal land governance systems and programmes aimed at ensuring women's property rights may be disrupted, which might negatively affect women's right to property registration and ownership.

e) **Suspended democratic controls on land and property governance:** The worrying scenario here is that democratic controls, suspended under states of emergency and lockdowns, will not be restored to their pre-COVID-19 levels and civic space will remain restricted for a long time. The effect may be widespread and cause irreversible grabbing of land, water and forests.

f) **Increased levels of urban poverty and informality:** As urban dwellers were put under lockdown just as the rest of the citizens' in the country, many of them lost their livelihoods and a few formal and informal businesses thus being relegated to informal sector. This had led to increased levels of urban poverty and a slight spike in the crime rates.

From the concerns above, there is a serious risk that the gains of two decades of investing in Lands, Housing, Physical Planning and Urban Development governance for sustainable and equitable development are undone. The impacts of the COVID-19 crisis need to be placed squarely on the agenda of regional, national and international policymakers. Efforts to mitigate risks to property rights should be stepped up.

2.1.3.4 Climate Change

The achievement of long-term sustainable economic growth in the face of climate change is a primary concern in Uganda. The climate of Uganda is its most valuable natural resource and a major determinant of other natural resources like soils, water, forests and wildlife, as well as the human activities dependent on them. However, increasing emission of carbon dioxide and other greenhouse gases are changing the earth's climate.

2.1.3.5 Population

During the period 1969 – 2014, Uganda's population increased by 25.3 million, from 9.5 million in 1969 to 34.9 million in 2014. Between 2002 and 2014, Uganda's population increased by 10.7

million in a period of 12 years, at an average annual growth rate of 3.03 percent, a slight decline from the rate of 3.20 observed between 1991 and 2002. This trend suggests that, the population of Uganda could reach 40.4 million by 2020, and 46.7 by 2025. Owing to the high population increase against fixed land, the average population density of Uganda has increased from 48 persons per square km in 1969, 123 in 2002 to 174 in 2014.

2.1.3.6 Human Rights

Land is a cross-cutting issue that impacts directly on the enjoyment of a number of human rights. For many people, land is a source of livelihood, and is central to economic rights. Land is also often linked to peoples' identities, and so is tied to social and cultural rights.

Disputes over land are frequently the cause of violent conflict and place obstacles to restoring sustainable peace. In short, the human rights aspects of land affect a range of issues including poverty reduction and development, peace building, humanitarian assistance, disaster prevention and recovery, urban and rural planning, to name but a few. Emerging global issues, such as food insecurity, climate change and rapid urbanization, have also refocused attention on how land is being used, controlled and managed by States and private actors.

The right to housing is recognized in a number of international human rights instruments. Article 25 of the Universal Declaration of Human Rights recognizes the right to housing as part of the right to an adequate standard of living. It states that:

"Everyone has the right to a standard of living adequate for the health and well-being of him/herself and of his/her family, including food, clothing, and housing and medical care and necessary social services, and the right to security in the event of unemployment, sickness, disability, widowhood, old age or other lack of livelihood in circumstances beyond his control."

Urban development projects have led to socio-economic polarization in cities owing to escalating costs of land and housing and depletion of low-income housing. Measures taken to protect the environment are also at times in conflict with the interests and human rights of populations that depend on land for subsistence and survival.

2.2 Institutional capacity of the MDA

2.2.1 Financing Mechanism

The Ministry of Lands, Housing and Urban Development (MLHUD) employs a diverse range of financing mechanisms to address the significant funding gaps identified in its Strategic Plan. These include strengthening domestic revenue generation through optimized land-based revenues such

as registration fees, assurance of title fees, search fees, and title charges. The Ministry actively engages in budget advocacy with the government to highlight the critical role of its interventions in national development. External funding sources are pursued through partnerships with multilateral and bilateral development partners including the World Bank, African Development Bank, EU, and UN-Habitat. Public-Private Partnerships (PPPs) are leveraged for housing development, urban infrastructure, and land administration projects through concessions, build-operate-transfer models, and joint ventures. Additionally, the Ministry explores innovative financing tools such as equity financing, Savings and Credit Cooperative Organizations (SACCOs), debt instruments like housing bonds, mortgage liquidity facilities, joint ventures with entities like the National Social Security Fund (NSSF), and hedge funds to ensure sustainable implementation of its strategic objectives in land management, housing development, and urban planning

2.2.2 Human Resources development and management

The Ministry of Lands, Housing and Urban Development faces significant human resource challenges with staffing capacity currently at only 50% of the approved establishment. Critical gaps exist particularly in specialized technical areas such as survey and mapping and physical planning, which severely hampers the Ministry's ability to fulfill its core mandate. These shortages are attributed to inadequate wage allocations, recruitment freezes, and competition from the private sector for qualified professionals. To address these challenges, the Ministry is prioritizing human resource development through a comprehensive strategy that includes continuous lobbying for additional wage allocations, implementation of targeted capacity building programs, and development of retention strategies for technical staff. The Ministry, in consultation with the Ministry of Public Service, is redefining job responsibilities and developing clear terms of reference for all positions to eliminate overlap and enhance efficiency. Additionally, the Ministry is exploring innovative approaches such as internship programs with academic institutions, professional mentorship initiatives, and strategic partnerships with professional bodies to bridge the expertise gap in the short term while building long-term capacity. Strengthening performance management systems and creating career development pathways are also key priorities to improve staff motivation and productivity despite the current staffing limitations.

2.2.3 Monitoring and Evaluation function

The Monitoring and Evaluation (M&E) function at the Ministry of Lands, Housing and Urban Development serves as a critical mechanism for tracking progress, ensuring accountability, and facilitating evidence-based decision-making in the implementation of the Strategic Plan. The Ministry has established a structured M&E framework aligned with the National Integrated Monitoring and Evaluation Strategy (NIMES) under the Office of the Prime Minister, with the Department of Statistics, Research, Monitoring and Evaluation taking the lead role. This function encompasses systematic data collection, analysis, and reporting on key performance indicators across all strategic objectives, with particular emphasis on land tenure security, housing development, and urban planning outcomes. Regular progress reviews are conducted through quarterly and annual performance assessments, mid-term evaluations, and end-of-term evaluations to measure both implementation effectiveness and impact. The Ministry has integrated M&E into its institutional culture through dedicated M&E committees at different levels, including Top Management, Senior Management, and Programme Working Groups. Despite these structures, the M&E function faces challenges including inadequate resources for comprehensive data collection, limited technical capacity in specialized evaluation methodologies, and difficulties in measuring long-term outcomes in land administration and housing development. The Ministry is addressing these challenges through capacity building initiatives, strengthening coordination with local governments for decentralized monitoring, and leveraging technology for real-time data collection and visualization to enhance the effectiveness of the M&E system

2.3 Key Achievements and Challenges

2.3.1 Achievements

Some of the key achievements registered between the year 2021 and 2025 include: -

i. Establishment and operationalization of 22 Ministry Zonal Offices (MZOs) across the country, enhancing decentralized land administration services
ii. Successful rollout of the Land Information System (LIS) to all 22 MZOs, improving efficiency in land transactions
iii. Demarcation and survey of 66,148 land parcels across 5 districts under the Systematic Land Adjudication and Certification (SLAAC) program
iv. Registration of 761,319 land transactions, exceeding the planned target of 437,360
v. Sorting, scanning, and digitization of 820,925 land documents, surpassing the target of 762,540
vi. Finalization and approval of the National Physical Development Plan (NPDP)
vii. Development and finalization of the National Urban Policy
viii. Development of the National Housing Policy
ix. Development of 5 draft bills to strengthen the legal framework for land administration
x. Development of guidelines for Compensation Assessment under Land Acquisition
xi. Development of the Land Policy Implementation Action Plan
xii. Development of the Ministry Client Charter
xiii. Comprehensive training of all MZO staff, National Land Information Centre staff, and Heads of Department in LIS usage
xiv. Development of the draft Land Acquisition Resettlement and Rehabilitation Policy
xv. Formulation of Physical Planning Regulations and Physical Planning Amendment Act 2020
xvi. Finalization of Physical Planning standards and guidelines

2.3.2 Challenges

The Sector encountered the following challenges in the delivery of its mandate:

Financial Challenges

xvii. Inadequate funding leading to significant service delivery gaps across all three directorates
xviii. 72% reduction in the Ministry's budget from UGX 260.287bn in FY 2024/25 to UGX 73.746bn in FY 2025/26
xix. Insufficient resources for capacity building, retooling, and facilitation of Land Management Institutions in Local Governments

Human Resource Challenges

xx. Understaffing with only 50% of approved positions filled

xxi. Critical shortages in specialized technical areas like survey and mapping and physical planning
xxii. Low staff motivation affecting productivity and service delivery

Land Administration Challenges

xxiii. High incidence of land fraud and fraudulent land transactions in land registration processes
xxiv. Weak enforcement of land-related laws contributing to land conflicts and disputes
xxv. Increasing land disputes and conflicts leading to evictions, property destruction, and loss of lives
xxvi. Destruction of the Geodetic network resulting in overlapping surveys and boundary disputes
xxvii. Increasing district and international border disputes

Urban Development and Housing Challenges

xxviii. Unplanned urban settlements making it difficult to implement spatial plans for cities and urban areas
xxix. Uncontrolled growth of slums in urban areas
xxx. Non-adherence to physical planning regulations, standards, and guidelines
xxxi. Inadequate decent low and medium-cost houses leading to a huge housing deficit across the country
xxxii. Lack of a comprehensive Housing Regulatory Framework including National Estates Management Policy and Landlord-Tenant law
xxxiii. Inadequate serviced land for investment/development purposes

Institutional Challenges

xxxiv. Overlapping mandates among different Ministries, Departments, and Agencies (MDAs)
xxxv. Political undue intervention in land administration processes
xxxvi. Inadequate office space and transport facilities for staff
xxxvii. Limited use of statistics ,research and innovations
xxxviii. Unclear mandate for urban development in the country
xxxix. Over-reliance on foreign funding and donors for key programs
xl. Encroachment on public and Government land

2.4 SWOT Analysis

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

Table 3: SWOT Analysis

INTERNAL INFLUENCES	
Strengths	**Weaknesses**
• Existence of well-established, functional and decentralised Land Administration structures/Ministry Zonal Offices • A good political will and top management support. • The Ministry has developed most of its Policy and Legal framework • Presence of the necessary Strategies, Standards and Guidelines • Qualified and skilled core staff available • LIS developed and operationalized. • The Clients Charter, an instrument for enhancing delivery of land services is in place. • Clear mandate with a clear Organizational structure • Availability of basic facilities e.g. computers, desks, internet.	• Inadequate staffing. • Limited use of statistics in management and decision making. • High incidence of land fraud and fraudulent land transactions in the land registration process. • Inadequate budget. • Lack of a comprehensive Housing Regulatory Framework (National Estates Management Policy, Landlord-Tenant law) • Inadequate capacity building. • Poor time management and utilization. • Low staff motivation. • Lack of adequate office space and transport (work stations, car parking). • Unclear mandate for urban development in the country
EXTERNAL INFLUENCES	
Opportunities	**Threats**
• Recognition in the National Development Plan III and Vision 2040. • Growing interest by the development partners and CSOs in supporting the Ministry • Government willingness to fund the sector. • Availability of local and international forums through which advocacy campaigns and lobbying can be done. • Presence of urban development Forums at Local Governments and at the National level	• Over reliance on foreign funding/donors. • High prevalence of land disputes /conflicts that lead to land evictions, destruction of property and loss of life. • Destruction of the Geodetic network which results into overlapping surveys. • Weak enforcement of Land related laws. • Increasing district/international border disputes. • Development of unplanned settlements making it difficult to implement spatial plans to guide expansion of Kampala City and other major Cities. • Uncontrolled growth of slums. • Overlapping mandates amongst the different MDAs • Political intervention. • Inadequate Policy and legal framework.

2.5 Stakeholder Analysis

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

a) Office of the Prime Minister (OPM)
b) Ministry of Finance Planning and Economic Development(MFPED)
c) Uganda Land Commission (ULC)
d) Surveyors Registration Board and Valuers (SRB&V)
e) District Land Boards (DLB)
f) Physical Planning Association (PPA)
g) Real Estates Dealers (REDs)
h) Uganda Bankers Association (UBA)
i) Uganda Investment Authority (UIA)
j) Uganda Law society (ULC)
k) National Housing and Construction Company (NH&CC)
l) Uganda Local Urban Authorities Association (ULUAA)
m) Ministry of Agriculture, Animal Industry and Fisheries (MAAIF)
n) Ministry of Water and Environment (MWE)
o) Ministry of Gender, Labour and social Development (MGLSD)
p) Development Partners/Donors
q) Civil Society Organizations (CSOs)

Further analysis of the stakeholders is provided under section 5.2.2 of the Ministry Strategic Plan (MSP).

2.6 Emerging issues and implications

The Ministry of Lands, Housing and Urban Development faces critical operational constraints due to persistent underfunding, creating significant service delivery gaps across all three directorates. In Land Administration, inadequate resources have resulted in low registration rates, widespread land conflicts, and accelerating land degradation nationwide. The Physical Planning directorate struggles with implementing comprehensive frameworks, evidenced by the modest 31.43% average planning level, leading to uncoordinated development patterns that undermine national sustainability objectives.

Housing development remains severely constrained by both funding limitations and restrictive policy frameworks that inadequately address the growing national housing deficit. The current legal architecture positions housing primarily as a private sector responsibility rather than recognizing it as an essential public good, further complicating efforts to address the substantial backlog. This systemic underfunding represents not merely an institutional challenge but a

strategic national vulnerability, as land security, planned development, and adequate housing form the foundation of economic growth and social stability.

Comprehensive resource enhancement for the Ministry therefore constitutes an essential investment in Uganda's development infrastructure, with direct implications for conflict reduction, environmental protection, urban functionality, and improved living standards for all citizens. Strategic realignment of both funding priorities and policy frameworks is urgently needed to enable the Ministry to fulfill its mandate of ensuring sustainable land management, orderly development, and adequate housing for all Ugandans.

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STRATEGIC DIRECTION

3.0 Introduction

The Ministry of Lands, Housing and Urban Development (MLHUD) serves as the central authority for establishing policy frameworks, implementing national standards, and coordinating all matters pertaining to lands, housing, and urban development across Uganda. As the principal steward of the country's land resources and built environment, the Ministry formulates comprehensive policies, enacts enabling legislation, and develops strategic interventions that guide sustainable development practices nationwide. These governance instruments and strategic directions are systematically documented and presented in the Annual Ministerial Policy Statements, which outline the Ministry's priorities, resource allocations, and performance targets for each fiscal year. Through this structured approach to policy articulation and implementation, MLHUD ensures coherent and harmonized development of the lands, housing, and urban sectors in alignment with broader national development objectives..

3.1 Vision, Mission, Goal and Mandate of the Ministry

3.1.1 Vision

The development aspiration of the Ministry of Lands, Housing and Urban Development is guided by its Vision which is “Sustainable Land Use, Land Tenure Security, Affordable, Decent Housing and Organized Urban Development.

3.1.2 Mission

“To ensure Sustainable Land Management, Orderly Development and Adequate Housing for all”

3.1.3 Mandate

The Ministry is mandated “To ensure rational and sustainable use, effective management of land and orderly Country development, planned and adequate housing for socio-economic transformation”.

3.1.4 Ministry Core values

The interventions and operations of the Ministry are anchored upon the following core values as clearly highlighted the Ministry’s client charter;

g. **Integrity** - to clients and landowners where we observe the highest ethical standards.
h. **Excellence** - we aim to excel in all the work we do to the satisfaction of our clients.
i. **Respect** - we show respect and trust by listening to our clients to our clients and adequately responding to their needs.
j. **Transparency and Accountability**: we give assurance to carrying out our statutory responsibilities with fairness, openness, and honesty.

k. **Innovation:** we are driven by innovation and creativity in our endeavor to provide efficient and effective service to our clients.
l. **Professionalism**: we are professionals who provide reliable record of information on physical planning, urban development, housing, and ownership of and interests affecting registered land

3.1.5 Goal

The goal of the Ministry of Lands, Housing and Urban Development is to attain ***"Improved Utilization of resources to attain Inclusive, productive and livable Urban and Rural areas for sustainable socio-economic development".***

3.1.6 Theme

The theme of the MSP IV is ***"Sustainable land use, land tenure security, adequate housing, and orderly development".***

3.2 Strategic Objectives and intermediate Outcomes

The Ministry of Lands, Housing and Urban Development Strategic Plan is guided by the following strategic objectives:

a) To strengthen and implement efficient land administration and management systems
b) Promote Integrated land use Planning and Development in rural and urban areas
c) Promote the development of livable, productive, inclusive, environmentally resilient urban areas.
d) Develop and implement housing programmes
e) Strengthen policy, legal, institutional and coordination frameworks

Table 4: Strategic Objectives and Intermediate Outcomes

Strategic Objective	Outcomes
a) To strengthen and implement efficient land administration and management systems	Improved land tenure security
b) Promote Integrated land use Planning and Development in rural and urban areas	Integrated Regional, District, Urban and Local Physical Development Plans developed
c) Promote the development of livable, productive, inclusive, environmentally resilient urban areas.	Improved urban Infrastructure
d) Develop and implement housing programmes	Increased housing stock

e) Strengthen policy, legal, institutional and coordination frameworks	Harmonized planning and implementation of Ministry programs

3.3 Objectives and Interventions

Find hereunder the Ministry's interventions under each objective:

Strategic Objective	Interventions
a) To strengthen and implement efficient land administration and management systems	1) Undertake Land Tenure Security Enhancement Programmes 2) Enhanced land administration and management systems 3) Enhance Surveys and mapping Geospatial data reference systems/framework. 4) Enhance valuation data and services
b) Promote Integrated land use Planning and Development in rural and urban areas	1) Develop PDPs to operationalize the National Physical Development Plan 2) Strengthen land use planning, compliance, and enforcement in the country
c) Promote the development of livable, productive, inclusive, environmentally resilient urban areas.	1) Promote balanced urban growth and development in the country 2) Strengthen Urban planning with a focus on compact city models for regional cities in Uganda
d) Develop and implement housing programmes	1) Capitalize Housing Finance Bank Ltd 2) Capitalize National Housing and Construction Company Ltd (NHCCL) 3) Develop and implement affordable housing programmes for priority categories of people including UPDF, Police, teachers, prisons, health workers, public servants in hard to reach areas, , and VVIPs 4) Increase access to non-bank housing financing 5) Develop and implement slum upgrading programmes in urban areas through PPPs
e) Strengthen policy, legal, institutional and coordination frameworks	1) Improve policy, legal, and institutional framework for the Ministry 2) Strengthen planning, coordination, monitoring, and evaluation for improved service delivery

	3) Improve administrative infrastructure

3.4 Ministry Core Projects

Projects are one of the public Ministry mechanism/ vehicle used to deliver services. Projects help in delivering services in an organized, rational and time bound manner with minimal probability of failure. The Ministry will ensure and sponsor bankable projects to attract both government and private capital investments.

Table 5: The core Ministry projects

No.	Project Title	Status	Start Date	End Date
A	**Ongoing Projects**			
1.	Land Valuation Infrastructure Project (LVIP)	On-going	2015/16	2020/21
2.	Land Economic Competitiveness Project (LECP)	On-going	2024/25	2028/29
3.	Support to MLHUD-Retooling Project	On-going	2020/21	2024/25
B	**New Projects**			
4.	Enhancing Access to Decent Housing Project	Pre-Feasibility	2026/27	2026/27
5.	Infrastructure Corridor Development Project	Pre-Feasibility	2026/27	2026/27
6.	National Centre for Housing and Urban Innovation (NCHUI)	Concept	2025/26	2030/31
7.	Kampala Slum Upgrading project	Concept	2026/27	2031/32
8.	Institutional Development Project-Ministry of Lands, Housing and Urban Development	Profile	2025/26	2030/31
9.	Integrated Waste Management Project (IWMP)	Profile	2026/27	2031/32
10.	Fast growing towns Infrastructure Development Project	Concept	2028/29	2033/34
11.	Town councils infrastructure Development	Concept	2028/29	2033/34
C	**Project Ideas**			
12.	Digital Spatial data Infrastructure	NDPIV Project Idea		
13.	Mobile Land Registration	NDPIV Project Idea		

3.5 Strategies

The following strategies will be undertaken to ensure that the Ministry objectives and investments are achieved: -

i. Maintaining an efficient and effective use of Ministry resources
ii. Harmonizing Ministry policies with National Planning Framework and Policies

iii. Ensure Compliance with standards, guidelines, regulations and laws
iv. Performance Improvement among the staff of institutions within the Ministry and Maintaining an Efficient and Effective Work Force
v. Maintaining Public Relations and Information sharing with the general public
vi. Robust and effective Monitoring and evaluation system

3.6 Measuring Ministry development results

Tracking progress made during the implementation of this plan will be done through a set of program indicators. The indicators aggregate achievements of all programs and projects implemented across all the institutions within the Ministry. FY2024/2025 will be used as baseline financial year and comparison will be made to MSPIII.

Table 6: MSP IV Key Development Results

Strategic Objective	Outcomes	Outcome Indicators
To strengthen and implement efficient land administration and management systems	Improved land tenure security	Land Surveyed (%) Average Turnaround time for land titling (days) Land Registered (%)
Promote Integrated land use Planning and Development in rural and urban areas	Integrated Regional, District, Urban and Local Physical Development Plans developed	
Promote the development of livable, productive, inclusive, environmentally resilient urban areas.	Improved urban Infrastructure	
Develop and implement housing programmes	Increased housing stock	Housing Deficit
Strengthen policy, legal, institutional and coordination frameworks	Harmonized planning and implementation of Ministry programs	Performance of the Ministry (%)

FINANCING FRAMEWORK AND STRATEGY

4.0 Introduction

This section presents the financing framework of the plan. It provides the overall and disaggregated costs of the Plan and the strategies for mobilizing the required financing.

The financial plans and procedures required to support the Ministry's main projects, programs, and changes are described in this chapter. It lists the necessary resources, possible funding sources, and important financing tools that are in line with both worldwide best practices and National Development priorities. The Ministry hopes to guarantee openness, responsibility, and long-term sustainability in the mobilization and distribution of financial resources to promote equitable, sustainable Urban and Land development by putting in place a clear and cohesive funding plan.

4.1 Summary of Strategic Plan Budget

Table …….. shows the financial resources required annually based on the priorities of the Strategic Plan.

Financial Projections and Allocation

		MTEF Projections UGX Billions				
		2025/26	**2026/27**	**2027/28**	**2028/29**	**2029/30**
Recurrent	**Wage**	16.398	17.218	18.079	18.983	19.932
	Non Wage	15.272	17.868	20.548	24.658	29.589
Development	**GoU**	5.076	5.838	6.422	7.706	9.247
	External	0.000	0.000	0.000	0.000	264.725
	Grand Total	36.746	40.924	45.049	51.347	323.493

Source: MoFPED BCC and MoLHUD BFP FY2025/26 Submitted

This plan has been costed at UShs. 497.559 billion, over the five year period, and the cost will range from UShs. 36.746 **billion** in the first year to UShs. 323.493 billion in the last year of implementing the plan.

The major cost drivers over the planning period include:

- Issuance of Customary Certificates of Ownership (CCOs)
- Formation and registration of Communal Land Associations
- Finalization of the Land Acquisition Bill and Valuation Bill
- International border demarcation
- Review and Implementation of the National Housing Policy
- Sensitisation on housing issues, Housing finance, real estate development and related matters
- Capacity building in housing cooperatives

- Implementation of the National Physical Development Plan (NPDP) and Physical Planning Framework
- Implementation of UCMID in Cities, Municipalities and districts hosting refugees
- Regularization of tenure for bona fide and lawful occupants

4.2 Costing of Interventions and Results

The costing of interventions include a thorough assessment of the financial resources needed to carry out all initiatives in order to achieve the Ministry's objectives. These actions are in line with the strategic goals including boosting sustainable development, increasing access to affordable housing, improving urban planning and infrastructure, and improving land administration.

Every intervention has discrete tasks, each with corresponding unit prices, deadlines, and accountable parties. This makes it possible to mobilize resources and manage the budget clearly, frequently involving contributions from the government and development partners. Initiatives to increase capacity, operating costs, and capital investments are also taken into account in the costing.

The results framework connects these interventions to measurable outputs and outcomes such as increased land titling, reduced housing deficits, improved urban service delivery, and strengthened institutional capacity.

4.2 MTEF Projections and Implications for Financing the Plan

This section explains the resource gaps that exist between the planned budgetary allocations and the MTEF allocations in the implementation of this Strategic Plan.

The MTEF projections for the Ministry of Lands, Housing and Urban Development is provided in Table 9.

Table 7: MTEF Projections for 2020/21 – 2024/25

Budget Item	2020/21	2021/22	2022/23	2023/24	2024/25
Wage	8.10	8.10	8.10	8.10	8.10
Non-Wage	49.65	36.97	36.97	36.97	36.97
Development	109.93	487.07	136.34	51.73	51.73
Total	**167.68**	**532.14**	**181.41**	**96.80**	**96.80**

Source: MoFPED BCC and MoLHUD BFP FY2021/22 Submitted

In the FY2020/21, the sub-programmes of the Ministry were allocated UShs. 167.68 billion contrary to the UShs. 989.08 billion required indicating a funding gap of UShs. 821.4 billion. The trend is similar throughout the years indicating an average funding gap of 92.9 percent over the

five years. This gap is anticipated to tremendously affect the implementation of a number of key activities under the various sub-programmes intended to achieve the objectives of the Strategic Plan III and NDP III. The detailed gaps are clearly presented in Table 10 below.

Table 8: Funding Gaps

CLASSIFICATION	2020/21	2021/22	2022/23	2023/24	2024/25
Wage Gap	-	1.90	3.90	5.90	6.90
Non-Wage Recurrent Gap	-	69.90	111.39	161.88	223.21
Total Recurrent Gap	**-**	**71.80**	**115.29**	**167.78**	**230.11**
Total Development Gap	**821.40**	**1,517.63**	**2,646.61**	**3,678.34**	**4,828.76**
Total Funding Gap	**821.40**	**1,659.33**	**2,873.29**	**4,008.00**	**5,282.09**

Table 9: Strategic Plan Budget by Source of Funding FY (FY2020/21–2024/25)

Classification	2020/21		2021/22		2022/23		2023/24		2024/25		TOTAL	
Funding Source	**GoU**	**Donor**	**GoU**	**Donor**	**GoU**	**Donor**	**GoU**	**Donor**	**GoU**	**Donor**	**GoU**	**Donor**
Wage	8	0	10	0	12	0	14	0	15	0	**59**	**0**
Non-wage recurrent	50	0	107	0	148	0	199	0	260	0	**764**	**0**
Total recurrent	58	0	117	0	160	0	213	0	275	0	**823**	**0**
Development	453	478	975	1029	1354	1429	1815	1915	2375	2506	**6973**	**7357**
Total Budget	511	478	1092	1029	1515	1429	2028	1915	2650	2506	**7796**	**7357**
%age of Budget Source	**52%**	**48%**	**51%**	**49%**	**51%**	**49%**	**51%**	**49%**	**51%**	**49%**	**51%**	**49%**

Based on the MTEF Projections and past budgets, majority of the budget leans towards government financing averagely at 51 percent of the interventions using a multitude of options including grants, loans and Public Private Partnerships among others. This implies that 49 percent of the budget ought to be funded by the Partner financing often referred to as external financing through projects. The Strategic Plan budget by source is almost balanced at 50% for Government of Uganda and Partner/Donor financing respectively. The detailed information is presented in table 11 above.

4.3 Resource mobilization strategy

This section provides a thorough overview of how the Ministry will obtain and oversee the funding required for interventions in order to fulfill its mission and goals. It also determines the need for resources and diversifies sources of support.

The Ministry frequently faces significant challenges in achieving its planned interventions due to insufficient budgetary allocations within the Medium Term Expenditure Framework (MTEF). This underfunding has a cascading effect across various critical areas of the Ministry's mandate. Addressing these funding gaps is crucial for the Ministry to achieve its strategic objectives and contribute meaningfully to the country's socio-economic transformation.

Here are MLHUD's key resource mobilization strategies;

1) **Strengthening Domestic Revenue Generation:**
   a) **Optimizing Land-Based Revenues:** Improve the efficiency of collecting registration fees, Assurance of title fees, search fees and title charges. This involves further enhancement in digitalization of land records, streamlining payment processes, and enhancing enforcement mechanisms.

b) **Budget Advocacy and Prioritization:** Engage in strong advocacy within the government budget allocation process to highlight the critical role of MLHUD's interventions in National Development, pushing for increased MTEF ceilings and prioritized funding for key programs.

2) **Enhancing Partnerships and External Funding:**
   a) **Development Partner Engagement:** Actively seek grants and concessional loans from multilateral and bilateral development partners (e.g., World Bank, African Development Bank, EU, UN-Habitat). This requires developing well-structured project proposals aligned with donor priorities.
   b) **Public-Private Partnerships (PPPs):** Encourage private sector investment in housing development, urban infrastructure, and land administration projects. This can involve concessions, build-operate-transfer (BOT) models, or joint ventures, leveraging private capital and expertise.
   c) **Sector-Specific Funding Initiatives:** Participate in and leverage global and regional funds dedicated to sustainable urbanization, climate resilience in urban areas, affordable housing, and land governance.
   d) **Other funding mechanisms** such as Equity Financing, SACCOS, Debt Instruments such as Housing Bonds, Mortgage Liquidity Facility,Hedge funds

3) **Other funding mechanisms will include:**
   a) Equity Financing
   b) SACCOS
   c) Debt Instruments such as Housing Bonds
   d) Mortgage Liquidity Facility
   e) Joint ventures e.g. with NSSF
   f) Hedge funds

INSTITUTIONAL ARRANGEMENTS FOR IMPLEMENTING THE PLAN

5.0 Introduction

The institutional arrangements proposed in this chapter aim at laying the main structural and functional basis of the Strategic Plan.

5.1 Coordination of the implementation process

The Ministry of Lands, Housing and Urban Development is responsible for the overall coordination of the Ministry Strategic Plan IV. The implementation of this Plan will be in close consultation with the different Programme Working Groups (PWGs) that the Ministry subscribes to. Thus, the PWGs for Natural Resources, Environment, Climate Change, Land and water Management; and Sustainable Urbanization and Housing will oversee the implementation of the Strategic Plan.

At Ministry level, the different established committees will monitor and supervise the implementation of the Plan and these include: Top Management, Senior Management and the Finance Committee.

5.1.1 Roles and responsibilities of the Ministry

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

5.1.2 Roles and Responsibilities of Other Stakeholders

Stakeholders category	Expectations of the stakeholder	Ministry's expectation
Public/citizenry	• Active participation • Enhanced awareness in the Ministry • Efficient and effective services • Transparency and accountability in the service delivery	• Regular feedback on our services • Responsive citizenry • Compliance with laws and regulations • Ownership and sustainability of projects
Staff	• Commitment to their welfare • Reward of excellent performance • Favourable terms & conditions of service • Good work environment • Skills development and Job progression • Efficient and effective Human resource services • Participatory and fair appraisal	• Improve productivity • Provide necessary skills and manpower • Exhibit good image of the Ministry • Efficient and timely services to the citizens and stakeholders • Adherence to policies, rules, &regulations of the ministry • Efficient utilization of resources allocated
Researchers and academic institutions	• Provide internship to their students • Share the generated data and information • Partnership and collaboration in research and policy formulation	• Training of Staff which are competent enough to deliver on the Ministry's mandate • Sharing of research findings to inform policy decisions
Ministries Department and Agencies (MDAs)	• Strengthen support and collaboration with Ministries and state corporations	• Promote inter-ministerial coordination and collaboration, devolution and decentralization opportunities

Stakeholders category	Expectations of the stakeholder	Ministry's expectation
Contractors, Suppliers and Merchants	• Timely payments for goods and services supplied • Procurement process which is transparent and accountable as well as Fair competition	• Efficient, effective and timely delivery of goods and services • High standards of technical works undertaken, goods and services supplied that meet contractual obligations • Competitive pricing
Professional bodies	• Compliance by technical staff through registration and renewal	• Improved standards of technical expertise and professional management in the sector • Partner in the implementation of development projects and programmes Improved innovation, research and development; and policy analysis
Non-State Actors such as NGOs, civil societies, CBOs and Other	• Participation in the Ministry policies, projects and programmes development • Provision of quality services in the environment and natural resources sub-sector	• Active participation and collaboration • Positive engagement
Development partners and international organizations	• Efficient use of Resources • Achievement of planned outcomes of projects implemented • Involvement in planning for the sub-sector	• Support specific programmes whose implementation is coordinated by the Ministry • Timely disbursement of committed resources

Stakeholders category	Expectations of the stakeholder	Ministry's expectation
Parliament	• Timely submission of draft policies and bills for legislation • Timely response to parliamentary questions • Efficient utilization of allocated resources	• Timely approval of policies bills • Ensure adequate funding
Media	• Provision of timely, accurate and reliable information	• Enhancing awareness and information documentation and communication including feedback • Fair and responsible coverage and reporting
Local Gov'ts DLBs, ALCs, DLOs	• Policy guidance on environment, and natural resources sub-sector • Partnership in implementation of devolved and decentralized functions in Lands, Housing and Urban Development. • Capacity building on Lands, Physical Planning and Housing development and related issues • Technical advisory and support	• Proper implementation of policies, legislation and regulations for both levels of Government • Partnership in implementation of national programmes and projects
Private sector	• Increased involvement of Public Private Partnership (PPPs) for the Ministry. • Provide enabling environment and incentives for business • Involvement in policy formulation in the sector	• Increased funding for prioritized PPPs projects • Play their rightful role in Lands, Physical planning and housing development • Compliance with laws, regulations and best business practices

5.2 Sustainability arrangements

The private sector complements Government efforts through development, distribution and maintenance of bulk infrastructure. The CSOs on the other hand, mobilize and sensitize local communities to achieve self-driven approaches for community ownership and sustainability of all sector infrastructures in the Country.

5.2.1 Institutional Sustainability arrangements

The Government through Ministry of Lands, Housing and Urban Development and Local Government sets standards, coordinates, inspects and provides guidance to the Private Sector and CSOs for implementation of orderly development. The private sector provides professional services in physical planning, Housing and valuation while CSOs and development partners provide advocacy and technical as well as financial support**.**

5.2.2 Financial Sustainability arrangements

The Ministry will make deliberate efforts to ensure all directorates and departments make adequate provisions for sustainability of the in their plans and budgets. The routine maintenance of the Ministry will be planned for and undertaken on quarterly basis using prequalified service providers.

This will be undertaken using the financial resources planned in the yearly approved work plans and budgets for the sector. The beneficiaries and other sector stakeholders (both nongovernment and private sector) will equally be engaged to ensure sustainability of the projects and facilities.

5.3 Partnerships and collaborations

The implementation of the Ministry strategic plan is multi sectoral and multi-disciplinary, which requires concerted efforts of all stakeholders, if the vision, goal and objectives of the plan are to be realized. Various stakeholders have various roles and responsibilities to undertake as explain above.

5.4 Human Resource Plan

The Ministry of Lands, Housing and Urban Development will prioritise areas which need strengthening and these include developing and fostering Human Resources management, communications, and work performance evaluation in consultation with the Ministry of Public Service.

The first stage of this strengthening process will require a re-definition of the responsibilities of the people managing the different areas and departments within the Ministry and the drafting and agreement of clear job descriptions and terms of reference (TOR) for all work positions and all departments. This process will cut out overlap, while promoting efficiency and synergy within the Ministry.

COMMUNICATION AND FEEDBACK STRATEGY/ARRANGEMENT

6.0 Introduction

This section outlines the comprehensive communication and feedback arrangements that will guide the Ministry of Lands, Housing and Urban Development (MLHUD) during the implementation of its strategic plan. Effective communication is paramount to achieving the Ministry's mandate of securing land, promoting sustainable housing, and fostering organized urban development across Uganda.

6.1 Rationale & Objectives of the Communication Strategy

6.1.1 Rationale

In the past, the MLHUD engaged key stakeholders, including rural and urban populations, executives, and the government, on critical issues related to land, housing, and urban development through various channels such as printed materials, radio, and television programs. However, an information needs assessment survey conducted between May and July 2018, which informed the development of the previous strategy, indicated that these efforts did not always achieve the desired impact.

Key challenges identified included a persistent lack of public knowledge regarding access points for various land services and a general unawareness of fee structures. The public often lacks clear information on standard fees and levies associated with land transactions, such as stamp duties and land transfer fees, leading to misinformation by middlemen and an increased risk of corruption.

This updated Communication Strategy is developed to directly address these identified information gaps and needs, building on the preliminary activities of communication audits and field assessments. Furthermore, it will tackle challenges arising from a lack of corrective information and clear guidelines, as identified through the MLHUD's activity monitoring processes and public feedback.

6.1.2 Objectives of the Communication Strategy

The overarching goal of this communication strategy is to establish an effective, well-coordinated, and impactful communication system both within the Ministry of Lands, Housing and Urban Development and with its diverse stakeholders and the general public. This system aims to comprehensively address their information requirements.

The specific objectives, tailored to each sub-programme are as follows:

Lands

a) To improve communication and information sharing concerning the vital role and functions of the lands subsector.
b) To disseminate relevant information on land owners' rights, land acquisition processes, land use regulations, and effective land management practices.
c) To provide accessible information on opportunities for public participation in policy formulation and performance evaluation processes within the lands subsector.
d) To enhance transparency and proactively combat corruption in the delivery of land services.
e) To significantly enhance confidence and build public trust among Ugandans in the lands subsector by demonstrating integrity and efficiency.

Housing Subsector

(a) To disseminate and popularize the National Housing Policy, 2016 to stakeholders and the general public;
(b) To provide information aimed at improving security of tenure in human settlements especially through programs aimed at granting land rights to the beneficiaries;
(c) To disseminate information on the minimum housing standards in both urban and rural Uganda, effects of rapid urbanization, urban slums and affordable housing;
(d) To put in place a feedback mechanism and counter any critical communications issues that may arise regarding the housing subsector interventions.

Physical planning and Urban Development sub sector

a) To sensitize stakeholders on the implementation of the National Urban Policy
b) To create awareness of rights of minorities in urban areas (urban women, children, disabled people) regarding urban development and management;
c) To collect, analyse and disseminate critical issues/views and opinions from the urban sector stakeholders regarding urbanization and urban development in Uganda;
d) To put in place a feedback mechanism and counter any critical communications issues that may arise regarding urbanization and housing subsector interventions; 5. To communicate opportunities and benefits of urban development/ organized urban development for balanced growth and national development;
e) To popularize the National Urban Policy (NUP) and the National Physical Development Plan (NPDP) and other Regional & District Plans in order to ensure compliance implementation process among the various stakeholders within the urban sector.

6.2 Key Communication Priorities

Among the key communication priorities shall be;

a) Implementing policies that enhance internal communication with sub-sectors of the Ministry, staff, land service providers and users, and relevant stakeholders in order to implement awareness of the Ministry's responsibilities obligations, challenges and technical achievements
b) Offering relevant information to both primary and secondary stakeholders and international audiences, as well as support the Ministry's public relations efforts.
c) It will visually and accurately facilitate the communication of the vision, mission, mandate & values of MLHUD as well as instituting measures to track public perception of the Ministry.
d) Through information, education and communication (IEC) tools, MLHUD will continue to engage and build relationships with its local and international stakeholders for mutual benefits so as to adapt to each other; anticipate, analyse and interpret public opinion, attitudes and issues that might impact the operations and plans of the Ministry; counsel Ministry management with regard to policy decisions, courses of action and communication, as well as research and evaluate policies, communications and implement the Ministry's efforts to influence or change public behaviour.
e) Placing emphasis on anticipating and addressing emerging issues quickly – treating short term needs without losing sight of the overall program objectives.
f) Maintaining transparency, consistency and uniformity in the messages being disseminated through the various outlets to build and maintain credibility.
g) Providing the platform to launch communication activities and communicate progress.
h) Building on the strength of other related government programmes that already have a firm national network.
i) Continuous research and analysis of the external environment to determine levels of awareness, attitudes and practices.
j) Intensive employee communication initiative to reduce bureaucratic resistance to service delivery

6.3 Implementation of Communication Priorities

The communication priorities have been carefully designed to cover the information, communication and education needs of the different segments of the public. However, the following have been undertaken in order to implement the communication priorities,

a) Phased Implementation: the communication priorities highlighted are many and engaging. A phased out approach placing emphasis on anticipating and addressing emerging issues quickly shall be adopted in implementing them.
b) Organize your house first: Communication should start with the MLHUD internal stakeholders (staff) for mind-set change and orientation towards the MLHUD mandate, goals and objectives. Employee communications, research and analysis shall be emphasized, the Ministry staff shall be proactive and pre-empt crises through consultations as critical to the success of this Strategy.

c) MLHUD shall look at the short term needs without losing sight of the overall communication objectives, emanating issues, and national policy development.
d) Roll out: Programs shall be rolled out to provide the platform to launch them to facilitate communication about their progress.
e) Consistency: there is need to maintain consistency and uniformity in the messages being disseminated through the various outlets in order to build and maintain credibility by identifying and fronting a single person to lead the communication efforts. In this case it should be the spokesperson of the Ministry, who shall take lead in this and shall be assisted by a Communications Committee represented by various departments to plan, monitor and review progress and feedback for the desired public actions.
f) The ministry shall create a common platform, for sharing and discussing progress in the media for a considerable time through regular monthly radio/TV LHUD forums.
g) There is a need to ease access to information by using multiple media and existing MLHUD and other related government networks to achieve wide outreach
h) Use proactive and participatory approaches by involving the primary targets and the groups that pose a potential threat to the process of implementation of the media plan to reduce resistances to the programs. The potential threats can be identified through the Annual Perception Surveys.
i) Simplify messages in form of user-guides, flyers and posters, to be supported by non-traditional media like video drama and radio skits especially to effectively reach rural communities.
j) Use multiple channels to create visibility and demonstrate commitments by public display of some of the products (through use of billboards, boardrooms and wall paintings with messages and posters.
k) Use proactive and participatory approaches by involving the primary targets and the groups that pose a potential threat to the process of implementation of the media plan to reduce resistances to the programs. The potential threats can be identified through the Annual Perception Surveys.
l) Build a team of influencers from respected experts in lands, economics, opinion leaders, media personalities, political and business columnists, and national experts to influence public debate on the programme. These people will be more believable than government spokespersons.

In order to make information on land, housing and urban development available, accessible and easily understood by the public, the MLHUD shall use a mix of communication and engagement strategies, including but not limited to, media communications, social media, stakeholder engagement, social mobilization and community engagement, mass awareness campaigns and public relations promotion. Both formal (like radios, TVs, newspapers, posters) and non-formal (like Songs dances, symbols, scripts, iconography, linguistic and market place dialogues) means of communication methods shall be used to reach the public with information on LHUD. The goal

of the communication mix is to reach all segments of the public domain with relevant information to address their information needs. This shall be done with purposeful frequency.

6.4 Communication Channels and Tools

This section expands on section 6.3 (g, i, j) providing a more structured approach to channels. The MLHUD will strategically utilize a blend of traditional, digital, and direct engagement channels to ensure maximum reach and impact:

6.4.1 Traditional Media

a) Radio: Regular spots, talk shows, and public service announcements (PSAs) on national and local radio stations, especially targeting rural communities and local languages.
b) Television: News features, documentaries, and PSAs on national and regional TV channels.
c) Print Media: Press releases, feature articles, and advertisements in national and regional newspapers and specialized publications.
d) Printed Materials: Development and distribution of user-guides, flyers, brochures, posters, policy briefs, and annual reports in accessible language formats.

6.4.2 Digital Media

a) MLHUD Website: A dynamic and regularly updated central hub for all Ministry information, publications, forms, and service guides.
b) Social Media Platforms: Active presence on platforms like Facebook, X (formerly Twitter), YouTube, and LinkedIn for real-time announcements, engagement, live Q&A sessions, and sharing multimedia content.
c) Email Marketing/Newsletters: Targeted electronic newsletters and updates for specific stakeholder groups.
d) SMS/USSD Services: Implementation of basic information dissemination services, such as land registration status updates or fee inquiries, via mobile phones.
e) Online Portals: Development or enhancement of digital portals for land information systems, public feedback, and service applications.

6.4.3 Direct Engagement and Community Mobilization

a) Public Consultations and Barazas: Regularly organized community meetings to engage directly with citizens, especially in rural and peri-urban areas, for feedback and information dissemination.
b) Workshops and Seminars: Focused events for specific stakeholder groups (e.g., local government officials, developers, civil society).
c) Press Conferences and Briefings: Formal engagements with media for major announcements and policy updates.

d) Stakeholder Forums and Roundtables: Regular meetings with key partners, CSOs, and private sector entities.
e) Exhibitions and Trade Fairs: Participation in relevant events to showcase Ministry initiatives and provide direct information.
f) Customer Service Desks/Call Centers: Dedicated points of contact for public inquiries and feedback.
g) Non-Traditional Media: Utilization of songs, dances, symbols, scripts, iconography, and marketplace dialogues to convey messages, especially in culturally relevant contexts for diverse communities.
h) Public Displays: Strategic placement of billboards, wall paintings, and messages in public spaces like boardrooms to increase visibility and reinforce key messages.

6.4.4 Internal Communication Channels

a) Intranet Portal: A dedicated internal digital platform for staff communication, policy updates, and knowledge sharing.
b) Internal Memos and Circulars: Formal communication for official directives and information.
c) Staff Meetings: Regular departmental and all-staff meetings to ensure consistent information flow and engagement.
d) Email Lists/Groups: Dedicated email groups for internal announcements and discussions.
e) Notice Boards: Physical notice boards for key announcements in MLHUD offices.

6.5 Communication Activities and Action Plan

The implementation of communication priorities will involve a range of activities, phased and prioritized according to the MLHUD's strategic objectives and emerging needs.

a) **Awareness Campaigns:**
   - Development and dissemination of integrated IEC materials (print, digital, audio-visual) on land tenure, housing standards, urban planning benefits, and service fees.
   - Regular radio and TV talk shows featuring MLHUD experts and officials.
   - Community outreach programs, including barazas and mobile service clinics, to provide direct information and services.
   - Targeted campaigns to counter misinformation about land services and fees.
b) **Stakeholder Engagement:**
   - Organizing regular consultative workshops and forums with local governments, CSOs, private sector, and traditional leaders.
   - Establishing formal feedback mechanisms for key stakeholders in each sub-sector.
   - Collaborating with other government agencies for synergistic communication efforts.
c) **Media Relations:**

- Regular press briefings and releases on Ministry achievements, policy updates, and new initiatives.
- Proactive media engagement to highlight positive stories and address misconceptions.
- Designation of a single spokesperson and support by a Communications committee to ensure consistent messaging.
- Building relationships with key journalists, columnists, and media personalities.

d) **Internal Communication Enhancement:**
- Conducting internal communication audits and staff perception surveys.
- Implementing a robust internal communication plan to ensure all staff are informed and aligned with the Ministry's mandate.
- Providing training to staff on effective communication and public engagement.

e) **Crisis Communication:**
- Developing and regularly updating a comprehensive crisis communication plan to respond swiftly and transparently to negative issues or emergencies.
- Establishing rapid response teams for fact-checking and dissemination of accurate information.

f) **Research and Monitoring:**
- Conducting regular public perception surveys (e.g., Annual Perception Surveys) to assess awareness, attitudes, and practices, and to identify potential threats or areas requiring improved communication.
- Continuous monitoring of media coverage and social media sentiment.

6.6 Communication Structure and Responsibilities

Effective communication requires a clear organizational structure and defined roles. The Ministry shall strengthen and adequately resource its Communication Unit/Department which will be the central coordinating body for all communication efforts, both internal and external. Its responsibilities will include strategy development, content creation, media relations, digital presence management, and monitoring and evaluation.

Roles and Responsibilities:

a) Minister(s) and Permanent Secretary: Provide strategic direction for communication, act as principal spokespersons for high-level policy matters, and oversee the implementation of the communication strategy.

b) Heads of Department: Responsible for technical content within their respective sub-sectors, ensuring accuracy and providing input to the Communication Unit.

c) Ministry Spokesperson: The designated lead for all external communication and media engagement, ensuring consistency and uniformity of messages.

d) Communications Committee: Comprised of representatives from various departments, this committee will assist the spokesperson in planning, monitoring, and reviewing communication progress and public feedback.
e) All MLHUD Staff: Every staff member is an ambassador for the Ministry and is expected to adhere to communication guidelines, contributing to a positive image and effective service delivery. Intensive employee communication initiatives will reduce bureaucratic resistance to service delivery.

Capacity Building:

a) Regular training will be provided to the Communication Unit staff and other relevant MLHUD personnel on modern communication techniques, media handling, crisis communication, digital tools, and public engagement skills.

6.7 Budget for Communication

A dedicated and sufficient budget is essential for the effective implementation of this communication strategy. The budget will be allocated for:

a) Human Resources: Salaries and training for communication staff.
b) Media Buys: Costs for radio, TV, and print advertisements, and talk show appearances.
c) Digital Platforms: Website development, hosting, maintenance, and social media management tools.
d) Content Production: Development and printing of IEC materials (flyers, brochures, posters, user-guides), video production, and audio recordings.
e) Events and Outreach: Costs associated with public consultations, workshops, press conferences, and community engagement activities.
f) Research and Evaluation: Funds for conducting perception surveys, media monitoring subscriptions, and communication audits.
g) Technology: Investment in necessary communication equipment (e.g., cameras, audio recorders, presentation tools).
h) Contingency: A dedicated fund for unforeseen communication needs or crisis response.

6.8 Monitoring and Evaluation

The effectiveness of this communication strategy will be continuously monitored and evaluated to ensure its objectives are being met and to facilitate necessary adjustments.

Performance Indicators:

a) Increase in public awareness of MLHUD services and fee structures (measured by surveys).
b) Increase in public trust and confidence in MLHUD (measured by perception surveys).

c) Reduction in reported instances of misinformation by middlemen.
d) Number of queries resolved through feedback mechanisms.
e) Media mentions and sentiment analysis (positive vs. negative coverage).
f) Website traffic and social media engagement metrics (reach, impressions, interactions).
g) Number of stakeholders participating in consultative forums.
h) Staff awareness and understanding of MLHUD mandate (measured by internal surveys).

Evaluation Methods:

a) Annual Perception Surveys: To determine levels of public awareness, attitudes, and practices, and identify potential threats.
b) Media Monitoring: Systematic tracking and analysis of MLHUD coverage in print, electronic, and social media.
c) Website Analytics: Analysis of website traffic, popular pages, and user behavior.
d) Social Media Analytics: Tracking engagement rates, follower growth, and sentiment.
e) Stakeholder Feedback Forms: Formal collection of feedback from workshops, forums, and customer service points.
f) Internal Communication Audits: Periodic assessments of communication flow and effectiveness within the Ministry.
g) Post-Activity Reviews: Evaluation of specific communication campaigns or events against their objectives.
h) Percentage of land disputes resolved through Alternative Dispute Resolution mechanisms.
i) Number of land titles processed and issued within established service level agreements.
j) Rate of compliance with physical planning regulations and standards in urban areas.
k) Percentage reduction in informal settlements and slums in urban centers.
l) Number of affordable housing units developed through public-private partnerships.
m) Percentage of districts with updated and operational physical development plans.
n) Customer satisfaction index for land administration services.
o) Reduction in land transaction processing time at Ministry Zonal Offices.
p) Percentage of surveyed and mapped land across the country.
q) Number of new districts with established and functional Land Boards.
r) Rate of implementation of the National Land Policy and related frameworks.
s) Percentage of urban areas with functional physical planning committees.
t) Number of capacity building initiatives conducted for land management institutions.
u) Efficiency in budget utilization against planned activities.
v) Percentage of land-related complaints addressed within established timeframes.

Reporting and Review:

The Communication Unit will prepare regular performance reports (e.g., quarterly and annual) on the implementation of the strategy. These reports will be presented to the Ministry's leadership and

the Communications Committee. A comprehensive mid-term and end-term review will be conducted to align with the overall strategic plan review cycle, allowing for significant adjustments and improvements based on performance data and emerging communication needs.

6.9 Risk Management in Communication

The MLHUD acknowledges potential risks that could impede effective communication and has identified mitigation strategies:

No	Potential Risk	Mitigation
1.	Misinformation and Disinformation	Proactive and consistent dissemination of accurate information; rapid response mechanism for fact-checking and debunking false narratives; engagement of credible influencers
2.	Negative Media Coverage	Building strong relationships with media; transparent and honest engagement; swift and factual responses; a robust crisis communication plan.
3.	Public Misunderstanding or Resistance to Policies	Simplifying messages into user-friendly formats; involving primary targets in planning; utilizing participatory approaches; continuous feedback collection to understand public sentiment.
4.	Internal Communication Breakdowns	Strengthening internal communication channels (intranet, regular meetings); fostering a culture of openness; continuous employee communication initiatives.
5.	Capacity Gaps (Human and Technical)	Prioritizing training and professional development for communication staff; investing in appropriate communication technologies and tools.
6.	Budget Constraints	Advocating for adequate budget allocation; prioritizing cost-effective channels and activities; seeking partnerships and external funding where appropriate.
7.	Political Sensitivities	Ensuring all communication aligns with national policies and priorities; careful messaging and timing; involving political leadership in communication strategies.

6.10 Conclusion

This Communication Strategy is an integral component of the Ministry of Lands, Housing and Urban Development's broader strategic plan. By establishing a well-coordinated, transparent, and responsive communication system, the MLHUD aims to effectively address the information needs of all its stakeholders. The systematic implementation of this strategy, coupled with continuous monitoring and evaluation, will significantly contribute to enhancing public awareness, building trust, fostering participation, and ultimately supporting the Ministry's mandate of sustainable land,

housing, and urban development for all Ugandans. The commitment to maintaining consistency, transparency, and a proactive approach will underpin all communication efforts, ensuring the Ministry's vision and mission are clearly understood and embraced.

RISK MANAGEMENT

7.0 Introduction

The Ministry understands that risks are inescapable and has identified twenty (20) key Risks categorized under operational, strategic, and external risks that may affect the achievement of its Strategic Objectives as stated in the plan. To deal with these risks, a robust risk mitigation framework in which issues have been identified, and their risk level categorized as High (H), Medium (M) and Low (L) has been developed.

Consequently, the plan has programmed strategies and activities to be implemented to mitigate on the effects of the risks to ensure that activities in the plan are implemented smoothly with minimal adverse impact.

The table below shows some possible risks that may affect the Ministry during the implementation of the Strategic Plan, the risk level and mitigation strategies to manage the risk.

7.1 Key Risks

The key risks under this section will be ranked as follows: Low = 1, Moderate = 2, High = 3; Minor = 1, Moderate = 2, Significant = 3.

7.1.1 Operational Risks

The Ministry's operational risks result from inadequate or failed internal processes, people and systems or from external events. The table below presents the operational risks the Ministry may encounter and the proposed mitigation strategies.

Table 10: Key envisaged operational risks

S/N	Risk	Risk factor	Risk level	Mitigation strategy
1.	Inadequate funding of the Ministry	Government funding priorities fail to realize fundamental importance of Land's Ministry Budgetary Cuts	3	Lobbying for additional financing from MoFPED and Parliament; and continued engagements with relevant Stakeholders e.g., Donor Funders for additional funds. Continuous engagements with Parliament and MoFPED to waive budget cuts on Ministry's consumptive expenditure as the Ministry activities are field based

S/N	Risk	Risk factor	Risk level	Mitigation strategy
				Heighten resource mobilization initiatives Prioritization of projects
2.	Data Loss/ Scarcity of data for proper planning	Poor records keeping and data management Lack of Ministry information database/ system	2	Increased Quality Assurance capacity Develop IT systems to support information and project management
3.	Poor implementation of internal controls	Lack of a monitoring and evaluation system Diversion/Failure to adhere to approved budgets & work plans	2	Implement management systems to support institutional performance Periodic operational assessments and performance review meetings
4.	Inadequate staffing and shortages of Human Resources in Critical positions	Funding shortfalls reduces availability and recruitment of necessary manpower	3	Development of a comprehensive strategy and plan to address human resource requirements, including filling of critical vacant posts Continuous lobbying for additional wage for Recruitment of additional staff
5.	Delays in land acquisition	Lack of financing for prior land acquisition Delayed compensation for acquired land	3	Fast track land acquisition payments Lobbying for compensation financing

S/N	Risk	Risk factor	Risk level	Mitigation strategy
6.	Inability to cope with rapidly changing technologies	Irregular training of staff on new knowledge and technologies High cost of advanced/ new technologies in relation to the low funding of the Ministry	2	Upgrade existing technology Acquire modern technology Regularly train staff on new technologies
7.	Inefficiency of the various Land Management Institutions to fully implement their mandates	Underfunded and poorly equipped land management institutions (ALCs, MZOs, DLBs, DLOs, PPCs)	3	Engage both Parliament and the MoFPED for increased funding Heighten resource mobilization initiatives Capacity building and strengthening of the districts to implement and enforce Ministry legal frameworks
8.	Non-Compliance to legislative framework, laws, and regulations	Underfunded and poorly equipped land management institutions (ALCs, MZOs, DLBs, DLOs, PPCs) to enforce compliance to legislative framework, laws, and regulations	3	Implementation of corrective measures for non-compliance Prioritization of non-compliance with key legislation

7.1.2 External Risks

The Ministry will also encounter external risks that may include changes in government legislation, changes in strategy, and the economy that the Ministry may not have control of as shown in the table below:

Table 11: Key envisaged external risks

S/N	Risk	Risk factor	Risk level	Mitigation strategy
1.	Change of focus during	The promises are in contrary to the planning	1	Proper documentation of the Ministry plans

S/N	Risk	Risk factor	Risk level	Mitigation strategy
	the electioneering period and Reorganization of government	documents i.e., NDPIII, Sector Development Plan, or Programme Framework papers		Periodic/Annual review of the strategic plan
2.	Currency and Exchange rate fluctuations for Donor funded projects		2	Continued advocacy for financing agreements to be implemented/ disbursements negotiations
3.	External interference due to diverse interests		2	Promote ethical standards and professionalism in executing the Ministry's mandate
4.	Outbreak of pandemics and natural disasters	Lack of staff training/ capacity building in disaster preparedness	1	Create awareness among staff on possible outbreaks Train staff on disaster preparedness Build capacity for quick response to pandemic outbreaks and disasters
5.	Effects of Natural hazards and climate change on the human settlement patterns.		2	The development of a policy guideline to address climate change and natural hazards

7.1.3 Strategic Risks

Strategic risks are those that arise from the fundamental decisions that Management may take concerning the Ministry's objectives. Essentially, strategic risks are risks of failing to achieve the Ministry's objectives.

Table 12: Key envisaged strategic risks

S/N	Risk	Risk factor	Risk level	Mitigation strategy
1.	Lack of integrated planning across various MDAs of government.	In-adequate inter-sectoral collaboration marginalizes the lands sector and its programmes	2	Embracing of the Programme based approach Holding periodic Programme working meetings
2.	Lack of goodwill to deliver on land reforms/ Negative perception on service delivery	Rampant Land disputes Land grabbing High number of unresolved litigation cases on land matters	2	Implementation of the Ministry Client Charter Continued stakeholder engagements and consultations Enhancing transparency and accountability in the various land processes Building capacity of stakeholders and raise awareness Continuous and timely dissemination and communication of accurate information and awareness creation Strengthen the relationship between the Ministry and Ministry of Justice Use of alternative dispute resolution mechanisms (Establishment of a land fraud unit)

S/N	Risk	Risk factor	Risk level	Mitigation strategy
3.	Increased housing deficit	High costs associated with housing developments	3	Research and implementation of low-cost house construction technology initiatives
4.	Continued emergency of informal settlements and slums in urban areas	Few Districts and Urban areas with approved physical development plans Increasing levels of urban poverty	3	Slum upgrading in the urban areas (Municipalities and the Cities) Provide people with necessary, accessible, fully serviced sites to make the informal settlements resilient. Provide technical support to Districts and Urban areas in developing and enforcing compliance to physical development plans Focus on development of satellite cities to stimulate economic development and opportunities to curb effects of urbanization Mobilize the urban poor into saving groups and equip them with financial literacy Establish a Community Upgrading fund for the urban poor in Uganda
5.	No database on Housing Needs Register in Municipalities and Cities	Lack of housing officers in the District and Municipality structures to organise and keep proper records on housing data	2	Develop a Housing Database for all Municipalities and cities Engagement of MoPS and MoLG to revise the DLO structure so that it has a position of housing officer

S/N	Risk	Risk factor	Risk level	Mitigation strategy
6.	Urban Sprawl	Increased developments in Urban areas without PDPs Low compliance to PDPs for those urban areas with PDPs Inadequate financing for Development of PDPs	3	Heighten enforcement and compliance to PDPs Fast track and provide technical support to Districts and Urban areas in development of PDPs
7.	High compensation cost burden Delays in land acquisition	Lack of a Land Valuation Management Information System Lack of financing for prior land acquisition Delayed compensation for acquired land	3	Fast track the development of a Land Valuation Management Information System Fast track land acquisition payments Lobbying for compensation financing

MONITORING AND EVALUATION FRAMEWORK

8.0 Introduction

This chapter starts with an overview, then provides an introduction, monitoring, evaluation and reporting frameworks.

Monitoring and Evaluation of the Strategic Plan will be carried out to ensure the timely implementation of the Plan. Annual work plans, monthly and quarterly reports shall form the basis of ongoing monitoring while periodic evaluation shall be conducted and released through the annual report. For effective monitoring, evaluation and reporting, the Ministry will assign and empower the Ministry's Statistics, Research, Monitoring and Evaluation Department to take lead.

The Monitoring, Evaluation and Reporting plan will help the Ministry in:

- Tracking implementation progress internally.
- Assessing whether objectives are being achieved efficiently, effectively and their impact.
- Enabling the Ministry celebrate best practices, success and benefit from lessons learnt for improvement.

The Ministry will apply both quantitative and qualitative techniques to monitor the planned performance of its respective Departments and Sections. The Ministry shall simply compare the standards given in the objectives with the actual results and any difference or variance will be identified. As a consequence of the analysis of variances and identification of causes, the Ministry shall take appropriate remedial actions.

Under this monitoring and evaluation process, actual results will continually be checked against planned results and variances carefully investigated. If necessary, action plans will be changed so that they are brought in line with the budgeted results or the budget will be amended to take account of new developments.

8.1 Monitoring and Evaluation Arrangements

8.1.1 Monitoring

Monitoring will involve routine data collection and analysis on the success of the implementation of this strategic plan. The results from the analysis will then be used to inform decision making at all levels. The objectives of the strategic plan will be reinforced through corrective measures when and if necessary. This will be achieved by:

- Establishment of clear reporting schedules, channels and feedback mechanisms on an on-going process requiring time and commitment of all;

- Candid specifications of the roles of individuals submitting or receiving the documents taking into consideration internal progress reports, and an annual report card; and
- Clear statement and definition of action plans to be taken on specified monitoring results in terms of resource adjustment, change of strategy or review of programme/ activity.

8.1.2 Evaluation

The Ministry will undertake three types of evaluations namely:

- Formative evaluation will take place at the beginning of the programme in the concept or design stage. It helps define realistic goals, objectives and strategies.
- Process evaluation will take place once activities are started and will focus on tracking efficiency of a given programme.
- Mid-term evaluations will be done to provide feedback on progress made on implementation of planned activities. Relevant amendments on planned activities will be made where necessary.
- Effectiveness evaluations (impact and final evaluations) will take place toward the end of the programme and will be focused on what results have been achieved; what short-term effects have been observed as a result of the programme effort; and what the outcomes achieved are.
- The end term report will be prepared to review the success in the implementation of this SP. It will highlight key milestones, challenges, lessons learnt and recommendations to inform the next plan
- The Ministry will employ rigorous scientific methods to evaluate program impacts, including quasi-experimental designs with treatment and control groups to establish causal relationships between interventions and outcomes. Quantitative approaches will utilize statistical analysis of baseline and endline surveys, difference-in-difference calculations, propensity score matching, and regression discontinuity designs to isolate program effects from confounding variables. These will be complemented by qualitative methods including structured key informant interviews, focus group discussions, and participatory rural appraisal techniques to capture contextual nuances and stakeholder perspectives. The evaluation framework will incorporate mixed-methods triangulation to enhance validity, with particular emphasis on counterfactual analysis to determine what would have occurred in the absence of interventions. Data collection will adhere to standardized protocols ensuring reliability, while analysis will employ both descriptive and inferential statistics with appropriate significance testing to verify results. This methodologically sound approach will generate credible evidence on program effectiveness, cost-efficiency, and sustainability to inform future

8.1.3 Reporting

Reports will be prepared by the implementing departments and will be undertaken regularly or coincide with budgetary cycles. The Statistics, Research, Monitoring and Evaluation Department

will act as the internal consultancy to assist the departments in completing and coordinating the reports prior to presentation. Reports will describe actions taken by departments toward achieving specific outcomes and strategies of the plan and may include costs, benefits, performance measures and progress to date. Highlights of major achievements will be posted on the Ministry's website.

The Strategic Plan will be reviewed in FY 2027/28 to conform to the Medium Term Plan and the Government new agenda. A new strategic plan will be formulated at the end of this Strategic Plan period or will be reviewed when need arises.

PROJECT PROFILE

9.0 Introduction

The Ministry in collaboration with other actors will undertake projects as a mechanism to deliver services. Projects are necessary because they help in delivering services in an organized, rational and time bound manner with minimal probability of failure. The Ministry will ensure and sponsor bankable projects so as to attract both government and private capital investments.

9.1 Projects under the Ministry

Currently, the Ministry has three (3) ongoing projects as portrayed by the table contained herein and plans to rollout 10 more projects during the Plan period.

These projects have interventions that directly contribute to the delivery of key results of the Plan and objectives of the Sustainable Urbanization, Housing, Lands and Institutional Coordination Sub-programmes.

Table 13: Ministry of Lands, Housing and Urban Development Projects

No.	Project Title	Status	Start Date	End Date
A	**Ongoing Projects**			
14.	Land Valuation Infrastructure Project (LVIP)	On-going	2015/16	2020/21
15.	Land Economic Competitiveness Project (LECP)	On-going	2024/25	2028/29
16.	Support to MLHUD-Retooling Project	On-going	2020/21	2024/25
B	**New Projects**			
17.	Enhancing Access to Decent Housing Project	Pre-Feasibility	2026/27	2026/27
18.	Infrastructure Corridor Development Project	Pre-Feasibility	2026/27	2026/27
19.	National Centre for Housing and Urban Innovation (NCHUI)	Concept	2025/26	2030/31
20.	Kampala Slum Upgrading project	Concept	2026/27	2031/32
21.	Institutional Development Project-Ministry of Lands, Housing and Urban Development	Profile	2025/26	2030/31
22.	Integrated Waste Management Project (IWMP)	Profile	2026/27	2031/32
23.	Fast growing towns Infrastructure Development Project	Concept	2028/29	2033/34
24.	Town councils infrastructure Development	Concept	2028/29	2033/34
C	**Project Ideas**			
25.	Digital Spatial data Infrastructure	NDPIV Project Idea		

26.	Mobile Land Registration	NDPIV Project Idea