THE REPUBLIC OF UGANDA

MINISTRY OF LANDS, HOUSING, AND URBAN DEVELOPMENT

THE UGANDA NATIONAL LAND POLICY 2025
(FINAL DRAFT)

AND

IMPLEMENTATION ACTION PLAN 2025
(FINAL DRAFT)

SUBMITTED BY:

Associates Research Trust- Uganda
Margaret A. Rugadya (Ph.D.)
Doreen N. Kobusingye (Ph.D.)
Eddie Nsamba-Gayiiya
Herbert Kamusiime
Robert Nyombi
Kajumba Christine
Sheila Israel

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FOREWORD

In 2013, the Government of Uganda adopted a comprehensive National Land Policy (NLP) to guide the efficient, equitable, and optimal utilisation and management of Uganda's land resources. The policy principles were derived from the 1995 Constitution of the Republic of Uganda (as amended) and various other macro-policy development frameworks that articulated Uganda's medium and long-term vision for achieving socio-economic transformation, including Uganda Vision 2040, the National Development Plans (NDP 1-3), and the Africa Union Framework and Guidelines on Land Policy in Africa, among others.

The Ministry of Lands, Housing, and Urban Development (MLHUD) developed two Implementation Action Plans (IAP): IAP I (covering the years 2015/2016 to 2018/2019) and IAP II (from 2018/2019 to 2020/2021). These plans served as a guide for the implementation of the Policy. They outlined a series of actions to be carried out in a sequenced and phased approach to land reforms. The actions were prioritised based on available resources and the identified needs of the Land Sector. The implementation process involved various stakeholders, including representatives from Government Ministries, Departments, Agencies, Local Governments, Development Partners, Civil Society Organisations, the Private Sector, Academia, and Citizens.

In 2023, following a decade of implementation, the Ministry of Lands, Housing and Urban Development (MLHUD) conducted a study to assess the implementation of the NLP 2013. This study aimed to identify the best practices, lessons learned, and key success factors for policy implementation. Upon completing the assessment, MLHUD convened a National Land Policy Platform in November 2023. This meeting was held to review the assessment results and to establish a roadmap for the review and revision of the NLP 2013. Additionally, participants took stock of the progress made, addressed outstanding issues, and discussed new or emerging challenges in the land sector.

The findings from the Assessment and the recommendations from the Platform were used to draft an Issues Paper, which guided the review and revision process. Reviewing and revising of the NLP involved Special Interest Consultative meetings, Regional Consultative meetings, National Land Policy Review Working Group meetings, and meetings with Senior and Top Management of MLHUD. The information, data, and issues raised during these consultative meetings informed the policy statements, strategies and actions of this revised NLP.

Finally, this revised NLP 2025 takes into consideration the Uganda Vision 2040, the NDP IV and the NRM Manifesto. I am grateful to all those who contributed to the review and revision of this Policy, particularly the consultants who facilitated the review and revision process, the National Land Policy Review Working Group, which steered the process, the various Stakeholders who participated in the process, IGAD and GIZ, for their technical and financial support.

HONOURABLE MINISTER
MINISTRY OF LANDS, HOUSING AND URBAN DEVELOPMENT

PREAMBLE

In 2013, the National Land Policy reached its 10-year milestone, thus necessitating a comprehensive review and revision in accordance with Policy Statement 189 of NLP 2013 and Policy Strategy 191. The Ministry of Lands, Housing and Urban Development, in partnership with GIZ and IGAD, spearheaded the process of reviewing and revising the NLP 2013, which started in 2024.

The review and revision process started with the development of an Issues Paper, preparation of various drafts of the revised Policy and its Implementation Action Plan by consultants, as consultations with various Stakeholders across the country progressed.

The Land Policy is the overall land governance framework for the Country. This revised Policy articulates the centrality of the land sector, which plays both a direct and facilitative role in the overall social and economic development process. It identifies effective linkages between the land subsector and other productive sectors and provides for the regulation of land use and development planning.

The policy also provides for the management of land as a basic cross-cutting resource that requires the integration of the land subsector in the overall macro-level planning processes. For this reason, this Policy is aligned with the goals and objectives of the Uganda Vision 2040 and the NDP IV.

This revised policy articulates the revenue generation potential of the land subsector as its direct contribution to the national economy. Ministries, Departments, Agencies and Local governments require land for various purposes. This policy proposes strategies and actions that streamline land governance to facilitate other productive sectors in realising their development objectives. This policy emphasises secure land access, planned and responsible land use for individuals and the private sector as pathways for sustainable wealth creation. This policy proposes a number of legal and regulatory reforms in the land sector that need urgent action.

This revised policy has a costed Implementation Action Plan, with an estimate of UGX xx for its implementation.

I therefore call upon the Government and other stakeholders to collaborate and fund the implementation of this revised Land Policy.

PERMANENT SECRETARY
MINISTRY OF LANDS, HOUSING AND URBAN DEVELOPMENT

EXECUTIVE SUMMARY

In 2013, the Government of Uganda formulated a comprehensive National Land Policy (NLP) as a framework for the efficient, equitable, and optimal utilisation and management of Uganda's land resources for poverty reduction, wealth creation, and the country's overall socioeconomic development. However, it did not adequately capture the contribution of the land sector to the national economy, both as a factor of production and as a facilitator for other productive sectors. This oversight limited the ability to track the performance of the land subsector and affected the allocation of resources from the national budget.

The revised NLP 2025 updates all matters addressed in NLP 2013 while focusing on three additional aspects aimed at enhancing the role of the land sub-sector in the national economy. These aspects include (a) recognising land as a direct and facilitative contributor to economic growth, (b) aligning land administration with advancements in technology, and (c) adapting to the changing landscape of land governance. Consequently, the scope of the revised NLP 2025 includes land tenure, land administration, land use, land development, and land management.

The revised NLP 2025 presents a proactive strategy for the land sector to drive economic growth by effectively addressing land tenure challenges in other productive sectors, including agriculture, forestry, wetlands, conservation, pastoralism, tourism, minerals, oil/gas, climate change, investment, urbanisation and human settlement. It prioritises climate action by ensuring access to land to support climate actions and initiatives for protecting, preserving, and restoring nature to enhance biodiversity conservation. This approach recognises that establishing robust land tenure regimes and implementing efficient land administration is vital for integrating nature-based sectors with optimal land resource management, thereby unlocking significant economic opportunities.

The revised NLP 2025 addresses the growing demand for demarcation, mapping, surveying, and titling of government land and individual land holdings, particularly those under customary tenure. It advocates for "fit for purpose" technologies in demarcation, mapping, and surveying. It calls for the linking of essential cadaster data sets for management of natural resources and other relevant national registers with the Uganda National Land Information System (Ug. NLIS). This integration is essential for maintaining accurate and accessible land information and is vital for land and business transactions. It will also streamline services in the financial sector, allowing land to be used as collateral and as an asset for production.

To address the persistent challenges of multiple, conflicting, and overlapping rights on the same parcel of land within land tenure regimes, the revised NLP 2025 establishes a clear framework for mediating relationships between registered landowners and land occupants. It mitigates land evictions, disputes, and conflicts by consolidating innovations derived from presidential directives, practice orders, and awareness campaigns.

The revised NLP 2025 underscores the necessity for efficient land administration processes and optimised workflows in service delivery to reduce land disputes caused by operational deficiencies. It emphasises the need for a strategic realignment of government institutions involved in land service delivery to improve inter-agency coordination, oversight, and quality assurance. This realignment is necessary for clarifying the mandates, roles, and responsibilities of all land administration and land management institutions to create an effective framework for land governance.

CHAPTER 1: INTRODUCTION

1.1 BACKGROUND

The revised NLP shifts its focus from simply protecting property rights in land to recognising land as a crucial resource for national development. This change specifically:

a) Reduces policy ambiguity at both sector and sub-sector levels by consolidating fragmented policy statements on sustainable land use across various areas, including agriculture, the environment, natural resource management, housing, real estate, industrialisation, pastoralism, climate change, physical development planning, and urbanisation.
b) Addresses historical complexities in land tenure relations that the 1975 Land Decree, the 1995 Constitution, and the Land Act Cap 227 had failed to resolve.
c) Recognises the land subsectors' essential role in advancing other productive sectors by ensuring secure tenure and effective land administration processes.

The significant reforms in NLP 2013 addressed essential aspects of land tenure in Uganda as defined at that time, including but not limited to;

a) Uganda's colonial history and legacy and the resulting complexities of land ownership, which created multiple, overlapping, and conflicting rights over land, hindering fair distribution and heightening tensions among registered landowners and occupants. To address these challenges, NLP 2013 clarified the rights and responsibilities of landlords and tenants within the existing legal frameworks, guided on the legal status of lawful and bona fide occupants, encouraged the regularization of illegal occupants, and facilitated the coexistence of the two parties (registered landowner and tenant) by promoting the payment of ground rent and access to the land fund.
b) NLP 2013 encouraged a transparent and consultative process for returning properties to traditional rulers and leaders.
c) NLP 2013 guides the legal recognition of customary rights held by communities and groups, acknowledging external pressures from the individualisation of land, the growth of land markets, the expansion of conservation areas, and the exploitation of minerals, oil, and gas.
d) NLP 2013 integrated Uganda’s commitments to women’s land rights in marriage and matrimonial property based on standards in international instruments and frameworks into domestic actions. In this regard, NLP 2013 addressed affected groups and communities with dignity, justice, and equity.
e) NLP 2013 addressed rising land disputes in land ownership and use, and land conflicts related to administrative boundaries, ecologically sensitive areas, and evictions in all tenure regimes.
f) NLP 2013 committed to an inclusive land administration that integrates the roles and functions of traditional land administration into the formal system, and completeness in the decentralisation of land services.
g) NLP 2013 committed to eliminating the abuse and misuse of the public trust doctrine on government and public land and natural resources held by the state for citizens and ensuring the availability of land for investment.

1.2 PROGRESS IN THE IMPLEMENTATION OF NLP 2013

1.2.1 Key Achievements:

a) Uganda National Land Information System: In February 2010, the Government of Uganda, with support from the World Bank, started the process of developing a National Land Information System to address the shortcomings of the manual system, restoring the integrity of the Land Registry and ensuring modernisation of its operations to meet the needs of a growing economy. In 2010, the Ugandan National Land Information System (NLIS) was implemented in six Ministry Zonal Offices (MZOs). In 2017, an additional seven MZOs were brought online. As of now, the Ugandan NLIS has been rolled out in a total of 26 sites, which include 22 MZOs, the National Land Information Centre (NLIC), the Surveys and Mapping Department in Entebbe, and the Ministry of Lands, Housing and Urban Development (MLHUD) headquarters.

b) Ministry Zonal Offices: The establishment of Ministry Zonal Offices (MZOs) commenced in 2013. The initiative was aimed at improving service delivery by taking services nearer to the people as well as creating efficiency and effectiveness in service delivery. The decentralisation of land services has necessitated the division of the country into twenty-one (21) Cadaster Zonal Areas; these include: Arua, Masindi, Gulu, Lira, Jinja, Mbale, Mukono, Wakiso, Mbarara, Masaka, Kabarole, Kampala, Kibaale, Kabale, Rukungiri, Mityana, Mpigi, Luweero, Tororo, Soroti and Moroto.

c) Systematic Land Adjudication and Certification (SLAAC): The Government, with support from the World Bank, has been issuing freehold land titles on customary land since 2017. The Pilot Phase (5 districts) was carried out in 44 Parishes (rural and peri-urban) in the districts of Oyam, Mbarara, Kiruhura, Rwampara and Ibanda. In Phase II (16) districts of Maracha, Apac, Soroti, Serere, Bukedea, Namutumba, Luuka, Mayuge, Jinja, Kamuli, Kikuube, Ibanda, Sheema, Ntungamo, Oyam and Isingiro. In the 16 districts and 566 parishes have participated in activities leading to the issuance of freehold titles. SLAAC has been extended to refugee-hosting districts including Kamwenge, Isingiro, Kiryandongo, Lamwo, Adjumani, Terego, Yumbe and Obongi. Close to 60,000 freehold land titles have been issued through this initiative.

d) Communal Land Associations (CLAs): The 1998 Land Act provided for the formation of CLAs to strengthen communal ownership, use and management of land. During the 10 years of the NLP implementation, a total of approximately 683 were formed and incorporated in the districts of Nwoya, Buliisa, Kakumiro, Kayunga, Agago and the Karamoja sub-region.

e) Revenue Generation: One of the immediate dividends of the Ug. NLIS has been an improvement in revenue generation and collection by the land subsector. The revenue is generated throughout the process, from the application to the Area Land Committees until the transaction is completed at the MZO. Since 2013, the Ministry has been able to cumulatively generate over Ugx 1.031trn. The planned rollout of the Land Valuation Management Information System (LAVMIS) and its integration with the Ug. NLIS is expected to streamline valuation processes and more than double the projected revenue in the medium term.

f) Land Fund: According to data from the Uganda Land Commission, 586 land titles have been deposited by registered landowners, measuring 7,503.87 square metres. A total of 387 land titles equivalent to 81,880 hectares have been fully paid at a value of UGX 75 billion. These titles are yet to be distributed to tenants (lawful and bonafide). A total of 113 land titles equivalent to 31,086.03 hectares valued at 76 UGX billion have been partially paid, while 86 land titles equivalent to 16,760.45 hectares valued at UGX 66.7 billion belonging to absentee landlords have been identified for payment. The following districts are beneficiaries: Luwero, Nakasongola, Gomba, Mubende, Rwampara, Bunyangabu, Kakumiro, Kagadi, Kibaale, and Kayunga.

1.2.2 Key Outstanding Issues and Gaps

The implementation of the NLP 2013 was guided by two Implementation Action Plans (IAP 1: 2015/2019; IAP 2: 2019/2021). While substantial progress was achieved in implementing reforms in the NLP 2013, some issues remained outstanding and continued to affect the land subsector.

a) The 2013 NLP proposed a number of legal and regulatory reforms in land-related laws to ensure effective land administration and land management. However, the majority of land-related laws are yet to be reviewed or amended. For example, the Land Act Cap 236 (as amended in 2004 and 2010), the Registration of Titles Act Cap 240, the Land Acquisition Act Cap 235 and the Survey Act Cap 241. In addition, there is a need to enact a law on Marriage to define marital property (land) rights.

b) Multiple, overlapping and conflicting interests on the same piece of land continue to heighten the tension between registered landowners and occupants (lawful, bonafide and squatters) and fuel evictions, disputes and possible conflicts. Despite the successful pilot of solutions such as buyouts, land sharing, ground rent for co-existence and certificates of occupancy proposed in the NLP 2013, the relationship between registered landowners and occupants continues to be conflictual. This stems from the 2013 NLP failure to address the following key issues on Mailo tenure: Succession Registers, Blue Pages, definition of Kibanja and the consideration of the size or limits of the Kibanja in the determination of ground rent.

c) For customary tenure, the 2013 NLP proposed the establishment of the Land Registry and the issuance of a Customary Title. However, none of these were implemented; instead, freehold titles and CCOs have been issued with challenges in accurately documenting the different rights and interests held by individuals, households/ families, clans, and communities on the same parcel of land. Such interests often include secondary rights held by various individuals within families and households. Innovative approaches, such as beneficiary lists and Land Inventory Protocols (LIP), which are meant to validate these interests, are not integral components of the land register or land title documents.

d) The sensitisation campaigns for Women's Land Rights, as proposed in NLP 2013, lacked clear guidance on the content, mode of delivery, facilitators, and monitoring mechanisms. Despite several initiatives and interventions, the outcomes related to Women's Land Rights have not been proportionate to the efforts made. The quality of women's representation in land governance

structures, the capacity of duty bearers to promote and protect women's land rights, and the persistent discriminatory norms and practices remain significant challenges.

e) The 2013 NLP did not establish a streamlined hierarchy for institutions involved in land dispute resolution that operate outside the Judiciary. As a result, parties have resorted to forum shopping, just as various actors have issued conflicting orders, making land dispute resolution lengthy, expensive, and complicated. Consequently, land disputes and conflicts have continued to escalate, and in some cases, have even contributed to criminal matters.

f) The 2013 NLP emphasised the protection of land rights as opposed to focusing on the role of land in national development. The direct contribution of the land subsector and its facilitative role were not adequately articulated. This failure to define the centrality of the land sector in national development resulted in land tenure and land administration challenges, which in turn affect other productive sectors of the economy, such as oil and gas, minerals and mining, tourism, environment, climate change, human settlement, urbanisation, agriculture, conservation and infrastructure development. The land subsector (MLHUD) was not given a programme area under NDP III and NDP IV, which affected budget allocation from the consolidated fund; therefore, the land subsector cannot achieve its development objectives or effectively facilitate the other productive sectors to achieve their development goals.

g) The 2013 NLP combined Government Land and Public Land and failed to make a clear distinction between these two. This ambiguity contributed to further misuse and mismanagement of these lands. In addition, the issue of conflicting mandates and poor coordination also arose among institutions charged with the custody, use and management of these lands.

h) The 2013 NLP did not address issues of corruption in land administration, yet it continues to pose a challenge to land services delivery. Corruption in the land sectors is attributed to protectionism under the laws for the respective office bearers, who are shielded from personal liability in the event of misconduct and abuse of office.

1.3 PROBLEM STATEMENTS

1.3.1 The land sector plays a crucial role in the nation's overall economic growth, yet its contribution to GDP remains inadequately articulated and recognised. Current assessments of its contribution primarily focus on revenue generated from the Uganda National Land Information System (Ug. NLIS), neglecting the broader implications of land tenure issues that hinder the functionality of interconnected sectors and linkages between sub-sectors based on land, particularly agriculture. This oversight creates a gap in understanding the direct and facilitative roles of the land subsector based on agreed-upon indicators and measures.

1.3.2 The NDP IV aims at accelerating the social and economic transformation of Uganda, forecasting a potential for tenfold economic growth by 2040. The land subsector is anticipated to play a significant role in this transformation. However, with over 70% of the total land area still unregistered, the expected growth contribution is unlikely to materialise. Additionally, low budget allocations negatively affect investments in land administration systems, institutions, and processes that are essential for scaling land registration. This lack of investment in the land

subsector also hinders efforts to support other productive subsectors that are dealing with land tenure challenges.

1.3.3 The 2013 NLP failed to clearly define and differentiate between public land, government land and public land held by the government under trust from the citizens of Uganda. This created ambiguities, leading to conflicts over roles and responsibilities among land administration institutions, user MDAs, local governments, and other parallel institutions. The result has been the abuse and misuse of the doctrine of public trust, with responsible institutions assuming the role of owner rather than trustee on behalf of the citizens of Uganda. Additionally, conflicting mandates and poor coordination among institutions accountable for the custody, use, and management of these lands need to be addressed in the revised NLP 2025.

1.3.4 The degradation and loss of wetlands and forests pose critical threats to environmental sustainability and climate resilience. As vital natural carbon sinks, wetlands are being destroyed and losing their ecological functions due to increasing human activities. This disruption significantly impairs their capacity to absorb and sequester greenhouse gases, intensifying climate change and its adverse effects. Furthermore, illegal land titling, especially within central forest reserves and wetlands, undermines conservation efforts and accelerates ecosystem degradation. The remaining intact forest reserves and wetlands are not well-mapped, surveyed, or have unclear boundaries, leading to increased encroachment. In Uganda, the importance of wetlands and forests is underappreciated in the context of the current climate change crisis.

1.3.5 Since the 2013 NLP, there has been a surge in land disputes and evictions. This is driven by escalating tensions between registered landowners and lawful or bonafide occupants due to inconsistency in the interpretation and application of legal provisions governing their coexistence on the same piece of land. The illegality of land transactions by tenants without the consent of registered landowners complicates matters further. Additionally, land disputes are increasingly stemming from contested compensation awards related to compulsory land acquisitions for major infrastructure projects, oil and gas investments, and mining concessions. These issues intensify land-related disputes and heighten social tensions, distressing land tenure regimes and leading to widespread insecurity in land tenure.

The revised NLP 2025 must address the significant backlog of land cases that burdens the judicial system. This backlog is exacerbated by criminal cases arising from land disputes, which contribute to other civil matters. Delays in case resolution tie up land from being utilised as an asset for production, as litigation drags on for extended periods during which land cannot be used. Additionally, the lack of a streamlined process for resolving land disputes by institutions outside the judiciary has led to forum shopping, conflicting orders, and escalating conflicts, all of which complicate and prolong the land dispute resolution process.

1.3.6 Land administration faces several critical challenges that undermine its effectiveness and integrity. First, the essential roles within land administration currently operate in isolation, with each unit functioning independently from the others. The legal framework governing these functions is outdated, with some aspects either partially legislated or entirely unregulated. This includes the

Land Act (Cap 236), the Survey Act (Cap), the Registration of Titles Act (Cap 240), etc., among others. There is an urgent need to develop, review, streamline and harmonise the policy, legal and regulatory frameworks for land administration. Secondly, the legal framework is not aligned with technological advancements to support the functionality of the digitised National Land Information System, originally designed for manual processes. This lack of adaptation restricts the potential for improved functionality and accessibility of land data. Thirdly, corruption in land administration poses a significant barrier to the effective provision of land services. Despite the existence of national policies, laws and agencies aimed at addressing corruption, the measures employed by the Public Service Commission have largely been ineffective in deterring misconduct in the land subsector.

CHAPTER 2: STRATEGIC DIRECTION OF THE REVISED NATIONAL LAND POLICY

2.1 INTRODUCTION

The strategic direction of this policy positions land as a key asset that will be utilised to drive Uganda's socio-economic transformation. This policy supports Uganda's transition from a rural, subsistence-based agricultural economy to a modern economy that fosters sustainable development and enhances the quality of life for all citizens. It is aligned with the goal of NDP IV, which seeks higher household incomes, full monetisation of the economy, and employment for sustainable socio-economic transformation. To realise this strategic direction, the policy will address the following issues.

2.2 STRATEGIC OBJECTIVES

2.2.1 In light of the preceding problem statements, the strategic objectives of the revised National Land Policy are:

i. Recognise and articulate the land subsector's contribution to national economic growth by quantifying its impact using agreed-upon indicators and measures. This includes addressing the interlinkages between land governance and the functionality of other productive sectors in the economy.

ii. Increase the national budget allocation and fully release funds to the land subsector, to enable land institutions to undertake large-scale land registration, significantly reducing the percentage of unregistered land and contributing to tenfold economic growth.

iii. Clarify the legal definitions and governance frameworks for public land, government land, and public land held by the government under trust and delineate the roles and responsibilities of land administration institutions and user MDAs to rebuild citizens' trust in the State's stewardship of these lands.

iv. Enhance tenure stability to mitigate social tensions by implementing comprehensive and inclusive strategies that actively address land disputes, conflicts, and evictions, by clarifying the hierarchy and roles of non-judicial and traditional institutions in resolving land disputes.

v. Enhance environmental sustainability and resilience by securing tenure for climate actions that protect, restore and sustain the integrity of wetlands and forests for biodiversity conservation and improve carbon sequestration capabilities.

vi. Revise and update the policy, legal, and regulatory framework for land administration to align with digital and technological advancements and improve coordination of isolated functions for transparency and accountability in the delivery of land services.

2.3 VISION OF THE POLICY

2.3.1 The vision of this National Land Policy is: '**sustainable, inclusive, optimal use and management of land and land-based resources for the transformation of Ugandan society and the economy'**.

2.3.2 The vision attributes are:

i. Sustainability: Land resources will be deployed to meet the needs of the present without compromising the ability of future generations to meet their own needs. This implies responsible usage that preserves the environment and ecosystems.

ii. Inclusivity: All citizens' interests, including marginalised and vulnerable groups, will be considered and represented in the decision-making processes on land resources, and they should have a voice and access to land resources.

iii. Optimal: Land resources will be deployed in the most efficient and effective way to maximise benefits while minimising waste and unproductivity, achieving the best outcomes for society and the economy.

iv. Effective land management will involve planning, organising, and governing land resources wisely, maintaining their health and productivity for various purposes, such as agriculture, housing, or conservation, and addressing compensation issues.

v. Transformative: Land is a key resource for the people, cultures, and communities that make up the Ugandan society; it's a pillar and cornerstone for a shift towards better social equity, economic growth, and ecological balance.

2.4 POLICY GOAL

2.4.1 The goal of the National Land Policy is to: **" ensure efficient, equitable and sustainable use and management of Uganda's land and land-based resources for poverty reduction, wealth creation and overall socio-economic transformation".**

2.4.2 The attributes of the goal:

i. **Centrality of the Land Sector:** Effective linkages between the land subsector and other productive sectors significantly impact growth and development outcomes. The foundation for development is the land sector's integration and interconnectedness with agriculture, minerals, oil and gas, wildlife, forestry, wetlands, and human settlements.

ii. **Land Use, Land Development, and Land Management:** The threefold focus on land development, use, and management highlights its significance as property, sovereignty, and asset for growth.

iii. **Commercialisation of Agriculture:** Land resources will support the functionality of the agriculture sector by implementing appropriate mechanisms for accessing and using land to enhance agricultural productivity.

iv. **Investment and Infrastructure Development**: Access to land for responsible investment and infrastructure development will be balanced with protecting the land rights of the citizens and the environment, and the benefits to communities.

v. **Transformation of Society:** Efficient use and management of land resources will drive increased productivity in agriculture, industrialisation, urbanisation, and the development of a dynamic services sector.

vi. **Climate Change Response and Resilience:** Land resources will be administered and managed to effectively respond to climate change through adaptation and mitigation, ensuring support for climate actions that enhance resilience and reduce vulnerability.

vii. **Urbanisation and Human Settlement:** Land plays a crucial role in sustainable urban growth and human settlement. Planning land for integrated infrastructure development, social amenities, and urban services is essential. Making urban land affordable will prevent the expansion of slums and informal settlements and improve social services and living conditions.

2.5 GUIDING PRINCIPLES

The principles that underpin and guide this national land policy include:

i. Secure land tenure for all.
ii. Transparent and accountable land administration.
iii. Regulated land use and land development.
iv. Land tenure security for climate actions.
v. Equality and land justice.
vi. Policy coherence and coordination.

2.6 POLICY RATIONALE

2.6.1 The revised NLP 2025 ensures the continuity of land reforms initiated under the 2013 NLP. A solid foundation was laid in the 2013 NLP for the titling of customary tenure, with successful pilots of communal land associations (CLAs) and certificates of customary ownership (CCOs). The revised NLP 2025 paves the way for scaling up these efforts, with further refinements needed in the legal and regulatory framework. To attain scale, the revised NLP 2025 emphasises the adoption of cost-effective, fit-for-purpose approaches through systematic land registration processes, such as Systematic Land Adjudication and Certification (SLAAC).

2.6.2 The digitalisation of land records and the titling process began in 2010 and was further advanced by the 2013 NLP. The revised NLP 2025 is progressing the digitalisation of the land sector by refining and realigning the legal and regulatory framework to address existing gaps. The integration of geo-spatial data from land user MDAs as subsets to Uganda NLIS enhances revenue generation from land services. All these reforms contribute to a fairer, more transparent, and efficient land administration system that supports economic development and social equity.

2.6.3 The revised NLP 2025 addresses the gaps identified in the implementation of the 2013 NLP. It acknowledges the dual roles of the land subsector: as a direct contributor to GDP and as a facilitator for other productive sectors that depend on land for their performance. The revised NLP 2025 clearly outlines the functions and roles of land user MDAs that were previously overlooked. This clarity on functions and roles fosters collaboration among stakeholders and streamlines processes, making land management more inclusive and efficient, ultimately enhancing the overall effectiveness of land governance.

2.6.4 The revised NLP 2025 further recognises and responds to shortcomings in the 2013 NLP, particularly;

i. The failure to address the complexities associated with the definitions of public land, government land, and public land held under trust. There is a pressing need to clearly define these categories of land, to enhance their stewardship and use.

ii. Efforts for sensitisation on land reforms under the frameworks of the 2013 NLP, as well as public awareness and education, have proven insufficient in achieving their intended impact due to inconsistency in content and messaging.

iii. The four options (buy-out, land sharing, nominal ground rent, and leaseholds) offered under the 2013 NLP for registered landowners and lawful or bona fide occupants, especially on mailo land, need further streamlining to create clarity, resolve conflicts, and enhance equity.

iv. Lastly, the pace at which legal and regulatory reforms envisaged under the 2013 NLP have been undertaken is notably slow, hindering effective land administration and the delivery of land services.

2.6.5 The revised NLP 2025 also addresses emerging and persistent issues in the land subsector that arose after the adoption of the 2013 NLP.

i. The intensification of land evictions is due to shortcomings, failures, or manipulation of the operations of legal provisions.

ii. The failure to roll out the operations of the land fund as provided for under the Land Act, Cap 236, to operate as a revolving fund.

iii. The failure to address outstanding land claims under the succession register and the blue pages has led to a rise in fraud, misuse, and abuse, depriving rightful owners of their land rights.

iv. The adoption of new global development agendas, including the 2030 Agenda for Sustainable Development (adopted in 2015), the New Urban Agenda (2016), and the Paris Climate Agreement (2016), presents important principles for integration into national policies and laws regarding land. These agendas also highlight critical issues, such as climate change, that need to be addressed in the revised NLP 2025.

THEMATIC FRAMEWORKS OF THE NATIONAL LAND POLICY 2025

This policy outlines its frameworks based on key themes, including national development, land use and management, essential constitutional and legal aspects, secure land tenure, land justice and equity, and land administration. These frameworks effectively address the tenure challenges the policy seeks to resolve in both current and expected future contexts.

3. LAND AND NATIONAL DEVELOPMENT FRAMEWORK

The objective of this framework is to **ensure that the land subsector demonstrates its contribution to national development** by aligning with the goals and objectives of Uganda's Vision 2040, the National Development Plan IV (2025-2030) and the National Physical Development Plan (2021-2034). It is essential to demonstrate this contribution using mutually agreed-upon measures that quantify its performance as agreed between the ministry responsible for planning and economic development and the ministry responsible for lands, housing and urban development. The development of measures for performance must be based on the recognition that ensuring secure land tenure and implementing effective land administration processes are vital for addressing land tenure issues. Land tenure and land administration can cause delays and increase costs for essential government projects across all sectors that depend on efficient land acquisition, sound land governance, inclusive land development, and effective land use and management.

3.1 LAND SUBSECTOR AND THE NATIONAL DEVELOPMENT PLAN IV

1. According to the NDP IV, the direct contribution of the land sub-sector will be demonstrated by results over its five-year period (2025-2030) from the following indicators:
    a) An increase in the proportion of the total adult population with secure tenure rights to land, with legally recognised documentation rising from 5.7% to 10%.
    b) An increase in the percentage of land surveyed, from 32% to 45%.
    c) There was a reduction in the average turnaround time for land titling, decreasing from 15 days to 7 days.
    d) An increase in the percentage of land registered, rising from 30% to 33%.

2. These indicators in the NDP IV clearly outline the measures for expected performance over the next five years. They also contribute to Uganda’s ranking in the World Bank’s Ease of Doing Business Report. However, the metrics to track performance on these indicators must be mutually agreed upon between the Uganda Bureau of Statistics (UBOS), the National Planning Authority (NPA), the Ministry of Finance, Planning and Economic Development and the Ministry of Lands, Housing and Urban Development (MLHUD). In addition, the mechanisms for gathering the necessary data must be implemented, including agreed sources, gender disaggregation and establishing baselines for consistency in tracking and reporting. It has to be noted that the data collected using existing infrastructure may overlook significant progress in customary land tenure, as many land-based investments in this area remain informal and unregistered.

3. **Policy Statement:** Government, shall systematically measure and track the performance of the land subsector against the priorities in the National Development Plan IV.

4. **Policy Strategies:** Government shall;
   a) Clarify and mutually agree on the metrics and units of measure for land subsector performance in respect of NDP IV between the UBOS, NPA and MLHUD.
   b) Commission surveys and studies to collect baseline and periodic data for agreed metrics or units of measure beyond administrative data.
   c) Institutionalise the tracking of performance in the land subsector in a Monitoring and Evaluation Strategy.

3.2 REVENUE GENERATION

5. The land subsector has made significant progress in quantifying its contribution to the economy through the revenue generated by the Uganda National Land Information System (Ug. NLIS). This includes tax revenues such as stamp duty and rental income tax, as well as non-tax revenues like premiums, ground rent, registration fees, search fees, and perusal fees, all of which are deposited into the Consolidated Fund. The land subsector must diversify its revenue streams and sources, which it has overly relied on for years. It will also need to expand its non-tax revenue base, for instance, by charging fees for services that are not currently charged, such as valuation services, surveys and mapping services provided to other Ministries, Departments, and Agencies. Enhancing the effective collection of existing taxes and other levies is another important avenue to explore. For example, implementing the Land Valuation Management Information System (LAVMIS) and integrating it with the Uganda National Land Information System (Ug. NLIS) will improve revenue generation.

6. By increasing demand for existing services in land registration and conveyancing; for example, by increasing the issuance of Certificates of Customary Ownership (CCOs), Certificates of Occupancy (COOs), leases, freeholds and customary titles, the land sub-sector could generate significant additional revenue, especially from the ongoing large-scale land registration initiatives (e.g. SLAAC), particularly on customary tenure. Furthermore, the land sub-sector should consider reviewing existing fees, many of which are still too low, and suggest reasonable increases to reflect better the value of these evolving services designed to meet the community's demands effectively. Due to budgetary constraints, the land sub-sector has been unable to develop new revenue streams and reinvest in expanding essential land services.

7. **Policy Statement:** MLHUD shall strengthen its capacity for effective revenue generation and fiscal management in the delivery of land services.

8. **Policy Strategy:** The Government shall develop a strategy for improved revenue generation from land services.

3.3 BUDGET ALLOCATION TO THE LAND SUBSECTOR

9. Over the past decade, the National Budget allocations to the land subsector have been insufficient for necessary interventions and activities. Actual budget releases have consistently fallen below the allocated amounts due to budget cuts. Despite the subsector's increased revenue contributions to the consolidated fund, its budget allocations remain among the lowest, averaging only 0.16% of the total national budget. As a result, the subsector heavily depends on development partners for the direct implementation of its activities.

10. **Policy Statement:** The Government shall increase the annual budget allocation for the land subsector, considering its contribution to national revenue.

11. **Policy Strategy:** The Government shall develop a justification for investment in the land subsector.

3.4 COMPULSORY ACQUISITION OF LAND

12. The Constitution of the Republic of Uganda (1995), in Article 237 (2a) and Article 26, empowers the Central Government or a Local Government to acquire land in the public interest provided the acquisition is necessary for “public use or is in the interest of defence, public safety, public order, public morality or public health” and is subject to “prompt payment of fair and adequate compensation, before the taking of possession or acquisition of the property.” Therefore, expropriation in Uganda is subject to prompt payment of compensation. While the government is committed to upholding the conditions set in the Constitution for exercising this power, local governments, ministries, departments, and agencies are challenged to observe the conditions set under Article 26 of the Uganda Constitution.

3.4.1 POLICY AND LEGAL FRAMEWORK FOR COMPULSORY ACQUISITION OF LAND

13. Land acquisition in Uganda is still governed and regulated by the Land Acquisition Act 1965, which is obsolete. Measures have been taken to develop a policy and to review and revise the law and the regulations on land acquisition, however, they are yet to be approved and enacted. Ministries, Departments, and Agencies (MDAs) often fail to inform and submit their land acquisition needs to the ministry responsible for lands in order to undertake the process of land acquisition in a timely manner. They sometimes initiate compulsory land acquisition unlawfully or without sufficient and prompt funding for compensation payments. This leads to delays in the acquisition process and prevents them from meeting the legal requirements to exercise this power. The number of appeals to the court by parties challenging compensation awards for compulsory land acquisition has increased.

14. **Policy Statement:** The Government shall ensure the comprehensiveness and completeness of Uganda's policy, legal and regulatory frameworks governing compulsory land acquisition.

15. **Policy Strategy:** Expedite the completion of policy, legal and regulatory reforms to streamline the process of compulsory land acquisition.

3.4.2 LAND ACQUISITION FOR PUBLIC INFRASTRUCTURE DEVELOPMENT

16. The National Physical Development Plan (NPDP, 2023) coordinates and aligns national projects in urbanisation, transportation and other sectors to enhance national connectivity and infrastructure development. It is crucial to forecast the land that must be compulsorily acquired for integrated infrastructure corridors—covering transportation, communication, utilities, and power—based on a thorough needs assessment. All relevant MDAs must collaborate to accurately forecast, coordinate and agree on the full scope of land requirements. They need to determine the necessary government land, the required private land, and the financing needed for these land acquisitions. The cost of infrastructure development rises in situations where projects are located on private land, where compensation awards are disputed or delayed, and where speculators leverage their access to information to hoard land in areas designated for development.

17. The strategy for the implementation of the integrated infrastructure corridors proposed in the NPDP 2023, has not yet been fully developed to determine the extent of land acquisition from private landowners and the commitments required on government land. It may be necessary to acquire land for the entire corridor, undertake a partial acquisition of a right of way, or only acquire easements. Remote sensing, satellite imagery, and mapping are essential to identify whether the proposed integrated infrastructure corridors are on government or private land and the level of encroachment and development. These assessments will determine land valuation, compensation awards for land acquisition, and the plan for dealing with encroachers and speculators on private lands. In addition, existing infrastructure corridors are heavily encroached upon, and although some were surveyed and mapped, there are no visible boundary markers to deter unauthorised access and use.

18. **Policy Statement:** The Government shall mandate the ministry responsible for lands to coordinate the land acquisition for public infrastructure across MDAs.

19. **Policy Strategies:** The Government shall:
    a) Coordinate the acquisition of land for public infrastructure across MDAs.
    b) Determine the land to be acquired from private owners and government land for shared/ integrated infrastructure corridors.

3.4.3 LAND ACQUISITION FOR OIL AND GAS

20. Article 244 of the Constitution vests the control of petroleum (Oil and Gas) in its natural condition in or upon any land or waters in Uganda in the Government on behalf of the Republic of Uganda. The government is responsible for granting rights to explore and develop petroleum resources, as stated in Article 237 of the 1995 Constitution of the Republic of Uganda. It's important to note that while the government is not a landowner, there is an immense need to acquire land for

exploration, development, and production, including the construction of vast infrastructure required for extracting petroleum resources.

21. The National Oil and Gas Policy (2008) recommends compulsory land acquisition, where necessary and in accordance with the 1995 Constitution, in the public interest to support the implementation of oil and gas activities. Nonetheless, the National Oil and Gas Policy limited the role of the land sector to physical planning for oil and gas activity areas, approving land use changes, and monitoring compliance with guidelines to prevent slum development. This policy did not consider the other important mandates held by the ministry responsible for lands under the Acquisition Act (1964). Henceforth, the Ministry developed the Land Acquisition and Resettlement Framework, 2016 and the Guidelines for Compensation Assessment for the Oil and Gas sector in the event of Land Acquisition (GCALA, 2017). These were stop-gap measures to guide land acquisition, valuation assessments and the compensation of project-affected persons in Albertine Graben. Despite taking these measures, there are instances where valuation assessments and compensation awards are contested and challenged in the courts of law, leading to project delays and increased costs.

22. Petroleum is a predictively finite extractive resource; therefore, securing long-term access to all land required for exploration, development and production, as well as restoration, may necessarily not require perpetual interests (freehold or customary) as time-bound instruments such as leaseholds could be sufficient. Petroleum also needs to consider appropriate and funded plans for land and environmental restoration upon closure of production, the protection of land rights of customary owners, individuals and communities and the guarantee of the right to benefits-sharing in exploration, development and production areas.

23. **Policy Statement:** The Government shall explore and adopt appropriate and cost-effective land acquisition models for the exploration, development, and production of petroleum in Uganda.

24. **Policy Strategies:** The Government shall:
    a) Adopt appropriate land acquisition measures to support petroleum exploration, development and production.
    b) Safeguard the land rights and benefits for communities when acquiring land for petroleum exploration, development, and production.

3.4.3 LAND ACQUISITION FOR MINING AND MINERALS DEVELOPMENT

25. Article 244 of the Uganda Constitution 1995 and section 9 (1) of the Mining and Minerals Act (Cap 159) vests ownership of minerals in the Government. However, land belongs to the citizens of Uganda; therefore, the extraction of minerals requires land acquisition and compensation for surface rights. Minerals are found on or beneath the land. Accessing these minerals requires vacating the land to make way for exploration and development activities.

26. According to the Mining and Minerals Act (Cap 159), all license applications must provide proof of consent for surface rights on the land in question. However, the procedure for obtaining such consent is not clearly outlined, and the specified evidence of consent is left to the discretion of both the applicant for the license and the land rights holder. It is also challenging for license applicants to compute appropriate compensation costs for all rights, interests, and claims held under customary tenure, as land prices are hiked in anticipation of extracting the mineral value.

27. The presence of mineral deposits in the ancestral lands of ethnic minorities and pastoral rangelands makes these communities vulnerable due to the lack of documentary evidence to prove land ownership. In addition, the co-existence of competing land uses between mining activities and other productive land uses is not tenable. Furthermore, mineral license holders rarely implement environmental protection and restoration measures during and after mining activities, in contravention of section 168 of the Mining and Minerals Act (Cap 159).

28. The Mining and Minerals Policy (2018) limited the role of the land sector to facilitating access to land for mineral-related activities, developing national and district physical and land use plans, and ensuring such plans for areas with identified mineral resources mitigate the possible conflict between mineral-related activities and other land uses. Finally, although the policy provides for a multi-sectoral Coordination Committee chaired by the Permanent Secretary-Ministry of Energy and Mineral Development with membership drawn from MLHUD and relevant MDAs to effectively and efficiently implement the policy, this has not been operationalized.

29. **Policy Statement:** The Government shall protect the land rights of citizens of Uganda, during and after mineral exploration and extraction.

30. **Policy Strategies:** The Government shall:
    a) Protect and safeguard the land rights of customary owners, individuals and communities in areas where minerals exist or are discovered.
    b) Ensure the restoration of land when minerals are depleted.

3.4.4 LAND ACQUISITION FOR INVESTMENT AND INDUSTRIAL DEVELOPMENT

31. The government of Uganda is responsible for securing and availing land for investment aligning with the National Physical Development Plan (2021). Currently land for investment is held by the Uganda Land Commission, Uganda Investment Authority, Uganda Free Zones Authority, Uganda Properties Holdings, and the District Land Boards. This land is availed in form of industrial parks, business parks, science and technology parks, free zones and agro-processing parks. The government faces challenges securing land that is strategically located, free of claims and encumbrances which is suitable for investment. The stock of government land for investment is not fully known, where it is known it, it has been heavily encroached and tenanted rendering it inaccessible for investment. This has resulted in allocating and acquiring land for investment in ecologically sensitive areas. In cases where the government allocates land to an investor who fails

to meet investment requirements, investors have tended to mortgage the land without seeking government consent. Considering this, the government has released guidelines outlining the conditions and terms for mortgaging government land. These are administrative and need to be part of the legal framework for enforcement purposes.

32. The Uganda Investment Code Act 2019 (Amendment) did not address land tenure issues; it assumed that all land for investment would be acquired from the government. However, investors can and have acquired land directly from private landowners. However, this process is not regulated under any legal framework, and there are no safeguards for environmental protection and community/ individual land rights protection. Acquiring land for investment can lead to controversies, community displacement, and wrongful land claims, resulting in disputes, evictions, and scattered industrial developments outside the NPDP (2021) zones. Where investors are non-citizens, the practice of obtaining perpetual land rights by the direct purchase of Mailo, Freehold and Customary land or inserting automatic renewal clauses in lease agreements is common and contravenes the law. During the acquisition of land from private landowners for investment, the principle of Free, Prior, and Informed Consent (FPIC) and Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries, and Forests (VGGT) are not observed.

33. **Policy Statement:** Government shall, ensure that the acquisition of land for investment and industrial development aligns with national development objectives, established laws and procedures.

34. **Policy Strategies:** Government shall put in place measures to:
    a) Establish a Land Bank and consolidate the inventory of Government land for investment and industrial development.
    b) Develop a national strategy to co-ordinate land acquisition for investment and industrial development from registered landowners and communities guided by government regulations.
    c) Promote long term benefit sharing arrangements rather than one off compensation for surrender of land rights by registered landowners and communities.

3.4.5 LAND ACQUISITION FOR REFUGEE SETTLEMENTS

35. The Office of the Prime Minister holds the mandate to designate transit centres or refugee settlements on public land (Refugee Act, Cap 312). The draft National Refugee Policy (2024) notes that 'Uganda has been hosting refugees in village-style settlements where refugees get government-owned gazetted land'. The draft National Refugee Policy (2024) and the Refugee Act Cap 312 in Section 44 does not envisage transit centres and refugee settlements on individually or communally owned customary land, yet most refugee settlements in Northern Uganda are established on such lands. In the recent past, transit centres and refugee settlements have been set up on customary land owned by individuals and communities without acquiring and gazetting as required by the law. In the creation of some refugee settlements, communities are relocated

without due compensation. In other instances, consent for the setup of camps and land for camps has been secured through clan leaders who are not true representatives of customary landowners.

36. The Prime Minister's Office (OPM) needs guidance from the Ministry responsible for lands on the legal process for setting up refugee settlements on customary tenure. It is also observed that local governments are neither consulted nor involved in establishing transit centres and refugee settlements, even though they are best positioned to guide this process. When the purpose for settlement expires, there is no legal provision to address the status of social and public infrastructure that has been developed on individually or communally owned customary land. In addition, there are persistent conflicts between refugees and host individuals and communities over boundaries and encroachment on host communities' lands. There is a need to map, survey and demarcate land hosting transit centres and refugee settlements.

37. **Policy Statement:** The Government shall protect the land rights of host communities during the establishment and closure of transit centres and refugee settlements.

38. **Policy Strategies:** Government, shall
    a) Review the Refugee Act (CAP 312) and the Draft Refugee Policy (2024) to provide for the establishment of transit centres and refugee settlements on customary land.
    b) Define the role of local governments and traditional/cultural institutions in the setup and closure of transit centres and refugee settlements.

3.5 REGULATION OF LAND MARKETS

39. In Uganda, land dealers, real estate agents, and land brokers control the land market and have contributed to inflated land prices, escalating land disputes, increasing land evictions, and stalling the completion of land transactions. The draft Real Estates Bill (2024) is designed to regulate their actions, conduct and fees. Local councils that facilitate market transactions charge an illegal levy of 10 per cent on the sale price of the land. This inflates the price of the land, hence a need to legalise the levy and regulate the rate charged to not exceed two per cent of the transaction value and be varied between rural and urban areas.

40. The proper functioning of a land market relies on an efficient and effective land registry system that guarantees titles, provides accurate and timely information, and is transparent to the public. Unreliable land values and a lack of publicly available, up-to-date valuation data make land markets vulnerable to imperfections and distortions. There is a need to provide accurate land market information on digital platforms that is easily accessible to the public. Efforts to establish and operationalise the Land Valuation Management Information System (LAVMIS) are underway to streamline the operations of the land market in Uganda. A lack of effective regulation of land markets results in speculative holding of land and inflated pricing of land, thus concentrating significant amounts of land in the hands of a few individuals. Establishing an efficient land market enables accessing land for the production needs of land users who may not be landowners.

41. **Policy Statement:** The Government shall promote efficient and effective land markets in all land tenure regimes.

42. **Strategies:** To create an enabling environment for land market functions, the Government shall:
    a) Regulate the fees not to exceed two per cent of transaction value, standards, and conduct of actors in the land market through legislation.
    b) Provide reliable, readily accessible and publicly available data and information from Ug. NLIS and LAVMIS to facilitate land market transactions.
    c) Promote and institutionalise land access arrangements for land use and production.

4. LAND USE AND LAND MANAGEMENT FRAMEWORK

The objective of this framework is **to enhance and clarify the land subsector's role in facilitating the natural resource sector and other productive sectors to address land tenure issues that impact their functionality and productivity.** There has been minimal recognition of how the land subsector facilitates the functionality of other productive sectors, depending on how land is governed, used, and managed. This is essential for improving productivity and inclusiveness for land users by improving access to, control over, and management of land while also promoting the sustainable use of natural resources. It involves addressing key land tenure issues, identifying effective linkages with other sectors, and emphasising their interconnectedness with the land sub-sector.

4.1 AGRICULTURE

43. The agriculture sector is the largest employer in Uganda and a key contributor to GDP. The NDP IV recognises that one of the reasons Agriculture performs below its potential is the inefficient use of arable land due to subsistence farming. It emphasises that increasing agricultural production and productivity depends on “improving land tenure systems and land tenure security mechanisms that permit inclusive agriculture investments”. Agricultural land use is a priority for the land subsector, particularly in providing innovative tenure instruments and processes to enhance access and usability of land by smallholder farmers (youth and women), who often do not own land. Building on innovations in the Contract Farming Bill (2023), the Ministry responsible for lands needs to strengthen measures to improve land tenure security for farmers. In addition, the land subsector needs to provide fast and effective responses to land disputes and conflicts that take land out of production on customary land and registered land tenures. The National Agriculture Policy 2013 identifies “multiple and contradicting land tenure systems, tenure insecurity, land fragmentation, land degradation, and poor property inheritance practices as challenges and threats adversely affecting the performance of the agriculture sector”.

44. **Policy Statement:** The Government shall improve farmers' access to land through innovative titling and lease arrangements that promote effective land use.

45. **Policy Strategies**: Government shall;

a) Promote the adoption of innovative tenure instruments and processes to enhance access and use of land by farmers.
b) Promote the use of alternative dispute resolution mechanisms to resolve disputes over agricultural land.

4.2 PASTORALISM

46. Pastoralism is a land use which depends on the secure tenure of water points, livestock tracks for movement, pastures, and campsites for herders. It is recognised in the draft Rangelands Management and Pastoralism Policy (2023) as a form of land use and source of livelihood. However, the draft policy does not provide for mobility within the cattle corridor, particularly in Karamoja. Mobility is essential for optimally taking advantage of the variable and unstable climatic conditions of the rangelands. It promotes agroecological zoning based on production potential and does not address the need for tenure security for customary-communal lands, including the role of traditional institutions in managing communal land use and enhancing the productivity of pastoral rangelands. The seasonal movement of herds is threatened by the expansion of cultivation, tourism, conservation, mining, and allocation of tenure rights to individuals, among others. All other agricultural policies promote sedentary livestock production on large-scale farms and advocate for a model of four acres per household for crop cultivation. This approach may not serve herders in pastoral rangelands well, especially under unstable climatic conditions.

47. **Policy statement:** Government shall promote pastoralism as a viable land use in the rangelands.

48. **Policy Strategies:** Government shall:
a) Recognise pastoralism as a land use in the relevant policy, legal and regulatory frameworks.
b) Secure pastoral lands through registration of customary-communal lands.
c) Recognise the role of traditional/ cultural institutions in managing land use and registration of communal pastoral lands.

4.3 FORESTRY

49. Uganda's forest cover has significantly declined, surpassing restoration efforts. This is attributed to, among others, the inadequate enforcement of existing regulations on encroachment and illegal titling in central and local forest reserves. A Cabinet Directive (Issued on 16th April 2014) called for the cancellation of titles issued in forest reserves to curb the increasing impunity in forest encroachment. In addition, the boundaries of forest reserves are unclear and not visibly marked on the ground. Furthermore, forest reserves that were gazetted on ancestral lands of communities or near community lands are currently being contested. This has resulted in conflicts between the National Forestry Authority and neighbouring communities. This situation has been worsened by refugees who heavily encroach on forest reserves for their livelihood. According to the Uganda Forestry Policy, 2001, the bulk of Uganda's forests are on privately owned land. The National Forestry and Tree Planting Act (2003) sections 21 (1) and 22 (1) provide for the management of natural forests and forest plantations on private land, making it optional to register these forests

with District Land Boards; however, the registration is without any stated incentives to the owners. The Uganda Forestry Policy (2001) identifies the need to differentiate between land tenure and resource tenure in the categorisation of land, which is addressed in this policy.

50. The NDP IV is concerned with the unsustainable use of natural resources, including deforestation and land-use changes, which have reduced forest cover. The land subsector must contribute to reducing the rate of forest cover loss and the loss of individual trees, which has surpassed restoration efforts. Forests, acting as carbon sinks, play a vital role in mitigating climate change by sequestering CO2, reducing the release of greenhouse gases (GHGs) and incidences of floods and drought. Therefore, preserving and restoring forests is crucial for mitigating climate change and preserving biodiversity and ecosystem services. Large-scale forest restoration and tree planting initiatives have been limited, often driven by companies or corporations as part of business ventures or corporate social responsibility efforts.

51. **Policy Statement:** The Government shall secure land tenure to preserve, protect, restore, and sustain the integrity of forests.

52. **Policy Strategies:** The Government shall take measures to:
a) Secure and protect the land tenure of forest lands.
b) Distinguish between land tenure and forest tenure.

4.4 WETLANDS AND ENVIRONMENTAL CONSERVATION

53. NDP IV notes that "wetlands that act as natural carbon sinks face modification and loss of functionality due to human activities…This disrupts their ability to absorb and sequester greenhouse gases…". Poor intra and inter-sectoral coordination has aided the issuance of land titles in wetlands. Cabinet Directive (Issued on 16th April 2014) calls for the revocation of all land titles issued in wetlands and the removal of illegal occupants. A significant portion of wetlands are on private land, making it difficult to regulate their degradation and estimate their extent. However, the NEMA Act of 2019 allows for the regulation of wetlands regardless of land ownership. Additionally, the National Wetlands Atlas and the Cartographic Atlas for each of the eight[1] major catchment and drainage basins have been created and are regularly reviewed and updated. Secondly, buffer zones around lakes and rivers are not respected, and regulations are not followed, leading to floods. Finally, the NEMA Act 2019 does not provide for buffer zones for wetlands or distinguish between lowlands (Ekisenyi) and wetlands (Olutobazi).

54. **Policy Statement:** The Government, shall secure land tenure to preserve, protect, restore, and sustain the integrity of wetlands.

55. **Policy Strategies:** The Government, shall take measures to:

[1] Albert Nile, Aswa, Kidepo, Lake Albert, Lake Edward, Lake Kyoga, Lake Victoria and the Victoria Nile.

a) Secure and protect the land tenure of wetlands.
b) Protect, restore and sustain the integrity of wetland resources.

4.5 CLIMATE CHANGE

56. Uganda has signed three UN Conventions on climate, biodiversity, and desertification. The United Nations Framework Convention on Climate Change (UNFCCC), the Convention on Biological Diversity (CBD), and the United Nations Convention to Combat Desertification (UNCCD). These conventions advocate for reduced vulnerability to climate impacts, public sensitisation on climate action, and sustainable and responsible consumption. The Uganda National REDD+ Strategy and Action Plan (2017) noted that "unregistered and unclear land tenure issues in remote rural areas adjacent to remaining natural forests" are risky. In rural areas, land rights registration is low, which hinders the adoption of strategic climate actions such as tree planting and the restoration of forests, wetlands, mountainous areas, hilltops and biodiversity landscapes. The Uganda National Climate Change Policy (2018) fails to fully consider the interconnection of climate change, land and property rights, and resource governance, thereby overlooking the fundamental role of land tenure in influencing the pace and progress of climate responses and actions. Communities with secure land tenure can easily undertake adaptation and mitigation actions.

57. **Policy Statement:** Government, shall secure and protect land rights to support climate adaptation and mitigation actions.

58. **Policy Strategies:** Government shall:
a) Demarcate boundaries and install visible boundary markers for forests, wetlands, ecologically sensitive areas, and water catchment areas.
b) Increase customary land titling and the recognition of community conservation areas.
c) Support landowners in allocating land for climate actions, such as regenerating biodiversity, tree planting, and wise use of resource tenure.

4.6 WILDLIFE CONSERVATION AND TOURISM

59. The wildlife sub-sector subsists on formally gazetted land whose land tenure is not under contestation but rather faces challenges such as infringements from adjacent land uses and the resulting human-wildlife conflict where land boundaries are unclear. It is estimated that more than half of Uganda's wildlife resources remain outside designated protected areas, mainly on privately owned land, and is of most urgent concern for protection and development. The gazettement and conversion of reserves to wildlife protection and preservation in ancestral lands of communities without due compensation is still an outstanding issue. Boundary disputes and conflicts with neighbouring communities that were evicted in the creation of these areas need to be addressed. The Ministry responsible for conservation responds to such conflicts by constructing wildlife migration and movement corridors, electric fencing and trenching. Their responses do not address land tenure or focus on conserving wildlife on private lands.

60. **Policy Statement:** Government shall secure land for conservation purposes and incentivize conservation on privately owned land.

61. **Policy Strategy:** Government shall:
    a) Secure and protect the land tenure of conservation areas.
    b) Resolve historical and emerging land conflicts between communities and conservation areas.
    c) Incentivize conservation on privately owned land.

4.7 URBANIZATION

62. Urban areas accommodate a significant portion of the national population and provide improved social services. Land in urban areas is not effectively subjected to physical development planning and land use regulations due to private land ownership, selective application, and/or enforcement of rules. This has led to urban sprawl and unplanned human settlements, making it expensive to provide serviced land. The continuous expansion of slums and the inadequate provision of welfare services for the urban poor are associated with the high cost and affordability of serviced urban land and the functionality of neighbourhoods.

63. **Policy Statement:** Government, shall enforce physical development planning and land use regulations to support sustainable and inclusive urbanization.

64. **Policy Strategy:** Government, shall:
    a) Develop and enforce physical development plans at all urban levels to reduce urban sprawl and unplanned human settlements.
    b) Enforce land use regulations on privately owned land in urban areas.

4.8 HOUSING AND HUMAN SETTLEMENTS

65. Uganda is facing an increasing housing deficit in both quantity and quality, in rural and urban areas. The Uganda National Housing Policy (2016) responds to this challenge by providing a framework for adequate housing for all. Providing planned, affordable, and serviced land is a key challenge to achieving adequate housing, contributing to the rise of the housing deficit in the country. The housing policy provides for the national rental housing programme and the public servants housing loan scheme as tools to resolving the housing deficit. However, these have not been actualized. Housing has been largely left to free market forces and private developers. The cost of housing is high leaving many unable to afford descent houses in planned environments. The current pattern of sparse settlements in rural areas hinders effective planning and provision of essential amenities for human settlement and other land uses.

66. **Policy Statement:** Government shall ensure the supply of planned, affordable and serviced land for housing and settlement.

67. **Policy Strategy:** Government shall resolve the housing deficit and improve the quality of housing in the country.

4.9 LAND FRAGMENTATION

68. Land fragmentation divides land into economically non-viable sub-units which has negative impacts on productivity. This practice is driven by culture and succession laws that encourage subdivision of land into shares to individual family members. Land fragmentation reduces the size of land available per person limiting the adoption of modern farming techniques that require larger consolidated areas for effectiveness. In urban areas, it distorts the enforcement of physical development plans and compliance with land use regulations. In densely populated areas such as the highlands, land degradation occurs as the land is used continuously. Creating awareness and understanding the causes, trends, and impacts of land fragmentation is essential. Implementing measures that prevent fragmentation to mitigate its negative effects is critical.

69. **Policy Statement:** Government shall regulate the practice of land fragmentation and mitigate its negative consequences.

70. **Policy Strategies:** Government shall:
    a) Undertake studies to determine the extent and appropriate responses to land fragmentation.
    b) Promote consolidation of land and encourage optimal land sizes for various purposes.

4.10 COORDINATION FOR LAND USE AND LAND MANAGEMENT

71. Management of land-based natural resources lies within different uncoordinated bureaucracies, often competing for recognition and resources. Thus, a multiplicity of institutions, with varying responsibilities on land management and overlapping mandates without clear policy principles and guidelines, is self-manifest. The management of land-based natural resources has the potential to benefit from various bureaucracies working together more effectively. By aligning their efforts and resources, these institutions can streamline their mandates and policies, leading to a more cohesive and harmonised approach to land management. With thoughtful reform of the current institutional and administrative framework, there is an opportunity to create a more unified and efficient system that can better serve the interests of sustainable land management.

72. **Policy Statement:** Government, shall operationalize a harmonised and integrated institutional framework for the effective use, appropriate stewardship and management of land-based resources.

73. **Policy Strategy:** Government shall facilitate the institutional framework for effective management and use of land-based resources.

5. THE CONSTITUTIONAL AND LEGAL FRAMEWORK

The objective of this section is to strengthen **a simplified and enforceable constitutional and legal** framework that promotes efficient management and responsible stewardship of land resources for

sustainable use. It reaffirms the fiduciary relationship between the State and the citizens of Uganda, as outlined in the Constitution of the Republic of Uganda (1995) and the Land Act (Cap 236).

5.1 GOVERNMENT LAND

74. The 1995 Constitution makes reference to Government Land under Articles, 237 (2)(a) and 239. However, the legal framework does not comprehensively define Government Land or provide explicit statutory provisions relating to its management and use. There is no clear distinction between government land, public land and land held by government in trust for the people of Uganda as defined in Article 237 (2)(b) under the public trust doctrine. The Draft Uganda Land Commission Bill (2017) defines Government Land but also includes land held in trust for the citizens of Uganda.

75. The 1995 Constitution under Article 239 explicitly entrusts the Uganda Land Commission with the mandate of holding and managing all land vested in and acquired by the Government of Uganda. This is operationalized under Section 49 of the Land Act Cap 236 in a manner that is inadequate with respect to the acquisition, management and disposal of Government Land. However, there are other laws that create statutory bodies with powers to acquire, hold and manage government land such as Uganda Railways Corporation (URC Act Cap. 216, Section 32 and 33), Uganda Investment Authority (Investment Code Act (Cap 74, Section 10 (1)(e), among others. This has led to contradicting mandates in the acquisition, management and disposal of Government Land. Consequently, consolidating the inventory of Government Land that is centrally coordinated by the Uganda Land Commission is a challenge. This has escalated encroachment, land grabbing, and fraudulent alienation. It is therefore essential to coordinate, consolidate and digitize the inventory of Government Land.

76. The following practices in the management of government land should be enacted in law:
    a) The Uganda Land Commission as a custodian of Government Land is registered on the Certificate of Titles and as a practice the User MDA is reflected.
    b) In instances where the Uganda Land Commission intends to grant a lease over government land, the Accounting Officer of the user MDA has to grant consent in writing.
    c) Based on a Cabinet directive, the Uganda Land Commission is prohibited from converting leases over government land to freehold.

77. This policy clarifies the following issues in respect of Government Land:
    a) Local governments are permitted by the Constitution, the Local Governments Act and the Land Act to acquire and register land in their own names while user MDAs are required to do so through the Uganda Land Commission.
    b) When local governments acquire land using local revenue, the land is registered in their names; when the land is acquired using resources from the consolidated fund then the land is registered in the names of the Uganda Land Commission.

c) Communities may surrender or gift land to government to carry out or provide government services, this may be verbal or written; for the avoidance of doubt this becomes Government Land except when the surrender has terms and conditions.

78. In specific circumstances, government has aided Education and Health institutions founded, administered and managed by faith-based instructions who are the owners of the land on which these institutions are established. This has raised an issue as to whether such land is government land. Whereas the terms and conditions for such Government aid may require guarantee, the ownership of land is retained by the founding bodies.

79. **Policy Statements:** This policy defines Government Land as:

a) Land vested or acquired by Government or Local Government under 237 (2)(a), 239 and in the Land Act Cap 236, Section 49 or any other law.
b) Land vested in or acquired by the Uganda Land Commission or a District Land Board under the Constitution or any other law or contract.
c) Land vested in or owned by a Statutory Corporation, or a Company registered under the Companies Act the Government has majority shareholding.
d) Land owned by, vested in, occupied or used by a Ministry, Department or Agency of Government, whether titled or not.
e) Government Land excludes land referred to under Article 237 (2)(b) of the 1995 Constitution.

80. Policy Strategies: Government shall:

a) Review the legal and regulatory framework to adopt the definition of Government Land and the clarifications as stated in this policy.
b) Consolidate and regularly update the inventory of Government Land.
c) Coordinate the management and disposal of Government Land.

5.2 PUBLIC LAND

81. Public land has its genesis in the 1900 Buganda Agreement in which upon allotments to chiefs, individuals and official estates the remaining land in Buganda was declared as Crown Land (approximately 9000 Square Miles), administered under the Land Ordinance of 1908. It set out two forms of Mailo holdings, the official Mailo being public land and the private mailo being land held by individuals. The Official Estates Ordinance of 1932 provided for its administration. Outside of the Buganda Kingdom and in Urban areas, the Crown Lands Ordinance of 1903 permitted indigenous Ugandans to occupy land without prior license or consent according to their customary law. The Public Lands Ordinance of 1962 vested all Crown Lands in Buganda into the Buganda Land Board and all Crown Lands outside of Buganda in the District Land Boards of where the Land was situated such as Ankole, Bunyoro, Bukedi, Lango, Acholi, Kigezi and others. This Ordinance renamed all Crown Lands, Public Lands and permitted government to grant leases and freeholds.

82. Under Article 118, the 1962 Uganda Constitution placed all public land under three public entities for management namely the Uganda Land Commission, the Federal Kingdom Boards and the District Land Boards. Indigenous Ugandans occupied and use this land as customary tenants at sufferance except in Buganda where occupants had already formalized their presence through the payment of a license. The 1966 Uganda Constitution maintained a similar arrangement until the 1967 Uganda Constitution declared Uganda a republic and vested public land previously held by Federal Kingdom Boards, District Land Boards as well as Official estates into the Uganda Land Commission. The 1969 Public Lands Act operationalized the provisions of this Constitution and provided for the use and disposal of Public Land. All customary tenants in Buganda became tenants at sufferance (leaseholds and freeholds could be granted without consent and compensation for the land rights of the tenants). For Land in urban areas, statutory leases to the city and urban authorities were granted. The 1975 Land Reform Decree repealed the 1969 Public Lands Act and declared all land in Uganda as public land, vested in the Uganda Land Commission. All Mailo and Native freehold titles were converted to leaseholds of 99 years. All Freeholds were abolished except those vested in the state through the Uganda Land Commission.

83. The 1995 Uganda Constitution repealed the 1975 Land Reform Decree and permitted customary tenants to acquire customary ownership under Articles 237 (4)(a) and 237 (4)(b) allows the conversion of customary tenure to freehold by registration. Article 237(5) allows conversation of leases granted out of public land to freehold and Article 237(6) includes Statutory Leases to urban authorities as part of public land which is open to conversion to freehold. Article 241 (1)(a) allows District Land Boards to hold and allocate land in the district which is not owned by any person or authority. The following challenges arise:

a) Recognizing Customary Land as a legal tenure, while in practice it is fused with Public Land and their separation is currently a complex task.
b) The conversion of Leaseholds out of Public Land (including on statutory leases) into Freeholds creates a perpetual interest over a time bound interest which is appropriate in urban areas in respect of land use, development control and deprives urban authorities of revenue with the reducing stock of Public Land.
c) Under Article 237 (6), the 1995 Constitution acknowledges public land and attempts to define it by inclusion of Statutory leases. The Land Act Cap 236 Section 1(o) introduces a new terminology ‘former public land’ and defines it as ‘land previously administered under the Public Lands Act 1969 prior to the coming into force of the Land Reform Decree of 1975’. This definition in the Land Act Cap 236 is inconsistent with the 1995 Constitution.
d) Under Article 237 (2) (b), the 1995 Constitution further defines public land by stating “the Government or a local government as determined by Parliament, by law shall hold in trust for the people and protect natural lakes, rivers, wetlands, forest reserves, game reserves, national parks, and any land to be reserved for ecological and touristic purposes for common good of all Citizens.” This Article is operationalized by Section 44 (1 & 2) of the Land Act Cap 236, thus creating a public trust over these natural resources held in trust for the Citizens of Uganda and probits alienation and leasing of these natural resources but provides for concessions, permits

and licenses only. In instances where District Land Boards and the Uganda Land Commission have issued titles in breach of the doctrine of public trust, these titles are illegal and should be cancelled. This trust has been mis-used and abused over time with lesser accountability and transparency to the citizens.

e) Constitutional Petition No. 28 of 2019, in which the petitioners seek courts declaration and orders that, "(b) public land as a tenure system in Acholi Sub-region (and indeed in Uganda) and de-gazetted land and former public land vests in communities and not District Land Boards by operation of Article 237 (1) and (3) of the Constitution of Uganda" to which the court made a ruling that "the expression "public land" with reference to land that is not owned any person or entity , is not only misleading but has no legal basis." The ruling therefore nullified Article 241 (1)(a) of the 1995 Constitution and Section 59 (1)(a). The ruling expressly declared that: 'there is no public land in Uganda except land held by the government and local governments in the public interest'. Therefore, this ruling only recognizes public land as a category of land that is defined under Article 237 (2)(b).

84. **Policy Statements:** This policy defines Public Land as:

a) Land held by the District Land Boards under Article 237 (6), of the 1995 Constitution including land formerly held under Statutory Leases by Urban Authorities.

b) Land held and vested in the District Land Boards under section 59 (1) (c) of the Land Act previously held by the Uganda Land Commission as the former controlling authority.

c) Land held by Government Ministries Departments Agencies and Local Governments under Article 237 (2) (b), of the 1995 Constitution, operationalized by Section 44 (1 & 2) of the Land Act Cap 236, under the doctrine of public trust over natural resources for the Citizens of Uganda.

d) Land held by urban authorities in respect of section 45 of the Land Act Cap 236. Land acquired by urban authorities under the repealed Town and Country Planning Act of 1951, Section 16. Land acquired by local government under the Local Governments (Amendment) Act 2005, Second Schedule (on functions and services of Local Governments), Part 4 Section 11 for the establishment, control and management of open spaces, gardens and recreation grounds. In the 5th Schedule of the Physical Planning Act of 2010 Section 26 (2) providing for public open spaces and prohibits the carrying on of any trade, manufacture or erecting of any building in any particular part of this area unless otherwise in accordance with physical development plans.

85. **Policy Strategies:** Government shall:

a) Amend the Land Act to clearly define what constitutes Public Land based on the clarification in this Policy.
b) Coordinate the management and control of Public Lands across MDAs and local governments
c) Demarcate, map, survey and update all Statutory Instruments for Public Lands under Article 237 (2)(b).

5.3 SUCCESSION REGISTERS IN BUGANDA & BLUE PAGES IN THE MAILO REGISTRY

86. Under the Land Succession Law of 1912, the Kingdom of Buganda managed and maintained a succession register that distributed the estates of deceased persons according to will or law for those deceased interstate as per customs, norms and practices with the guidance of clan leaders. The register conferred land rights to beneficiaries of estates through the issuance of Succession Certificates. Upon the abolition of the Kingdoms in 1967, the government saved this function and transferred it to the Administrator General under the Local Administrations (Performance of Functions) Instrument No. 150 of 1967. However, when the Local Government Statute (Resistance Council) 1993 and Local Government Act (Cap.243, 1998) repealed the Local Administration Act (18/1967), they did not save the functions entrusted to the Administrator General in respect of the Succession Register. With this change, the Administer General lost responsibility over the registers, and no other institution was designated to carry forward this function, leaving **a void**. However, the Administrator General continued to issue Succession Certificates (equivalent to letters of administration) until 2016, when these powers were vetoed. Despite this suspension, beneficiaries under this Register still hold valid claims to estates that must be conclusively administered.

87. This stalemate has created avenues for the commission of fraud and forgery on the Succession Registers, resulting in the loss of property by the rightful owners. This Register is inactive, yet it holds active interests, which hinders the conversion of Blue Pages to White Pages, making the mailo register prone to forgeries by unauthorized actors or illegal claimants. The beneficiaries of mailo estates are now in the 3rd to 5th generation and have not transferred their land titles and/or interests to reflect current successors. There have been unsuccessful attempts to close this Register as recently as 2023 by applying the Limitations Act. However, this is inappropriate given that these are active interests held in inactive records, which is out of the scope of the Limitations Act. The government should take action to ensure the orderly and legal closure of this Register, as the responsibility to resolve this still lies with the State of Uganda. Closing Succession Registers will involve working with 3rd to 5th generations of claimants, which calls for several administrative and other efforts to verify claims. Considering the historical and cultural embeddedness of Succession registers in the Kingdom of Buganda, the Kingdom should be involved as a stakeholder in the verification process. Once verification is complete and closure is attained, all unclaimed estates will be deemed government land.

88. Currently, about 15,000 Blue Pages have not been updated to white pages due to unresolved issues such as succession. The Blue Pages have been the target of fraud, involving altering owners' details and transferring the land to White Pages (land titles). Maintaining the integrity of the Blue Pages is crucial, as beneficiaries sue the State of Uganda when such fraud is discovered. Recommendations to close the Succession Register in Buganda and set aside Blue Pages without resolving active claims amount to a forceful takeover of beneficiaries' properties, leading to more legal action against the State of Uganda.

89. **Policy Statement:** Government shall take measures to ensure the legal and orderly closure of the Succession Register and the Blue Pages.

90. **Policy Strategies:** Government shall:
    a) Guide the process for the closure of the Succession Register and the Blue Pages.
    b) Undertake a special project to address outstanding matters under the Succession Register and the Blue Pages within a specified time period of at least 5 years.

5.4 TERRITORIAL BOUNDARIES AND NATIONAL BORDERS

91. Uganda shares international boundaries with several countries, and tremendous progress has been made in clarifying, demarcating and surveying these boundaries, although some work remains. Similarly, some local administration boundaries still need to be clarified, mapped and surveyed to avoid tensions and possible conflict. The disputes and conflicts over territorial, national and local boundaries tend to arise from non-participation or inclusion of stakeholders in the process of clarifying, demarcating and surveying these boundaries. Currently, these boundaries are defined by multiple sources and parties: colonial descriptions/maps, UBOS enumeration areas, Electoral Commission Constituencies, Local Government Administration Units, cultural institutions and community members. It is important to note that boundaries are handled at different levels.

92. **Policy Statement:** Government shall ensure the clarity and integrity of territorial, national and local boundaries.

93. **Policy Strategies:** Government shall:
    a) Complete the demarcation, mapping, and survey of all international boundaries and borders.
    b) Demarcate, map, and survey all national and local administrative boundaries.

5.5 INTERNATIONAL AND REGIONAL LEGAL COMMITMENTS AND STANDARDS

94. Uganda is a party to many international and regional conventions, treaties, frameworks and declarations addressing human rights, environmental and land governance, and shared resources. These agreements provide the framework for governing land-based resources and offer guidelines for their implementation. As Uganda ratifies and domesticates conventions, treaties, frameworks and declarations, it is crucial to focus on ensuring sovereignty and national integrity, addressing the global climate challenge through domestic policies and strategies, conserving biodiversity and the environment, resolving resource conflicts and preventing forced evictions.

95. When integrating regional and international agreements into domestic policy and law, it is essential to consider various principles and standards of international law. These agreements should not be involuntary, oppressive, or burdensome but should provide benefits that exceed compliance costs. Furthermore, compliance is seen as a wise investment for economic growth and expanding opportunities for Ugandan citizens. It is essential to achieve compliance at a pace that aligns with ongoing social, economic, and political processes and does not introduce drastic

changes in domestic institutions and structures that disrupt long-term development policies and plans.

96. **Policy Statement:** The Government will continue implementing obligations in international and regional instruments and frameworks.

97. **Policy Strategy**: The Government will take measures to generate periodic reports documenting the status and progress of regional and international instruments and frameworks relevant to the land policy.

6. LAND TENURE FRAMEWORK

The objective of this framework is to harmonize interests, rights, and obligations in all tenure regimes to achieve equity in access to land and tenure security. The structure of land tenure and the attributes of the bundle of rights under the *mailo*, freehold, leasehold and customary regimes shall be guided by the principles of a good tenure system, which must:

i. Guarantee tenure security for all.
ii. Ensure equity in the distribution of land resources and eliminate discrimination in ownership and transmission of land resources.
iii. Evolve and adapt to competing social, economic and political demands rather than policies keen on simple replacement.
iv. Safeguard, preserve and conserve land-based resources and other natural resources for future generations.
v. Facilitate planning, provision of basic services and infrastructure, land development and enforcement of land use regulation.

6.1 MAILO AND NATIVE FREEHOLDS

98. Mailo tenure originates from the 1900 Buganda Agreement. Native freeholds originate from the 1900 Tooro Agreement and the 1901 Ankole Agreement. Both Mailo and “native” freeholds, separate the land rights of the registered owner, from the rights of occupancy, use and developments on land held by the “lawful or “bonafide” occupants or customary tenants/ occupants. This creates overlapping, multiple and conflicting interests and rights over the same piece of land which the 1995 Constitution attempts to resolve by providing: in Article 237 (8) for the security of occupancy for lawful and bonafide occupants, Article 237 (9)(a) for a law regulating the relationship between lawful or bonafide occupants and the registered land owners and Article 237 (9)(b) for the acquisition of registrable interest in the land by the occupants. All these articles are operationalized by the Land Act Cap 236.

99. Section 29 of the Land Act Cap 236 defines lawful and bonafide occupants. The definition accord to bonafide occupants which requires one to have occupied and utilized or developed any land unchallenged by the registered landowner for 12 years or more before the coming into force of the 1995 Constitution. Therefore, one should have occupied and utilized or developed land belonging to a registered landowner in mailo or freehold by the 8th of October 1983.

a) This provision has been mis-interpreted and opportunistically applied to lay false claims by occupants who do not qualify under section 29 of the Land Act Cap 236. This misinterpretation of the law has resulted into an increase in the number of illegal occupants who are prone to evictions by registered landowners or their agents.
b) This provision did not define or describe the tenancy interest held by lawful or bonafide occupants either by maximum size or limitations by the registered landowner on the resource tenure rights of the tenants in the holdings.

100. Section 31 (3) of the Land Act Cap.236 provides for a nominal ground rent payable annually by lawful and bonafide tenants to a registered landowner. Both parties consider the uniform nominal ground rent set by the District Land Board and approved by the Minister responsible lands, regardless of size, location and use, to be unfair. In practice, registered landowners and tenants negotiate and agree on acceptable annual ground rents amongst themselves. However, the provision for lawful and bonafide occupants to deposit the annual ground rent with respect to absentee landlords is now operationalized under Statutory Instrument No.2 of 2025. It is assumed that this will reduce evictions stemming from the non-payment of ground rent and the sale of mailo interests to those capable of carrying out evictions. This is particularly important as a number of guidelines on evictions by the Ministry responsible for lands, by the Chief Justice (Legal Notice No.2 of 2021 - Practice Directives), and Executive Order No. 3 of 2023 have not been effective.

a) Section 33 of the Land Act Cap 236 provides for Certificates of Occupancy (COOs). These have been piloted in a few districts, assisting registered landowners to ascertain the number of occupants and the acreage occupied, providing opportunity for illegal occupants to regularize their occupancy upon negotiation and protects from further illegal occupations. The Certificate of Occupancy is currently registered as an encumbrance on the land title and eases due diligence by prospective purchasers. However, this is contested by the registered landowners as it locks up their entire property instead of being limited to the extent of occupation by the tenant.

b) Section 34 (1) of the Land Act Cap 236 requires a tenant to seek consent from the registered landowner for all transactions (assign, sublet or subdivide the tenancy). The courts of law have affirmed this requirement in court rulings (High Court Civil Suit No. HCT-00-LD-CS-0206-2017; Civil Suit No.0062-2021 at High Court- Commercial Division) rendering an increasing number of occupants illegal.

c) Sections 35 of the Land Act Cap 236 provides for buy-out as an option to disentangle the multiple, conflicting and over lapping interests and rights. In practice, this option is preferred by both the registered landowners and the tenants as it conclusively resolves the landlord-tenant relationship. However, this option has the following challenges: a) At the invitation of the registered landowner, land dealers take over the process to the disadvantage of tenants by setting unfavourable prices and terms of payment. b) Low completion rates attributed to: (1) low offers by either party, (2) the preference for lump payments by the registered landowner,

(3) the preference for instalment payment by the tenants, (4) un-updated land titles (5) unresolved succession issues (6) failure to provide for which party incurs the cost of sub-division and transfer charges (7) lack of standardized documents to record and facilitate transactions and(8) failure to access the land fund.

d) Section 36 of the Land Act Cap 236 provides for land sharing and re-adjustment as an option to disentangle the multiple, conflicting and over lapping interests and rights to end the landlord-tenant relationship. Land sharing is practiced, but land re-adjustment has not been adopted. The law does not guide the ratios for land sharing. In practice, the most commonly applied ratios are 40:60 (applied under the Land Fund) and 30:70 (applied in compensation for infrastructure development) in favour of the registered landowner and tenant, respectively. The challenge with land sharing is the low completion rate, which is attributed to (1) failure to observe the terms of agreement by the registered landowner with respect to (a) un-updated land titles, (b) immediate possession and sale of forfeited parcel before completion transaction and (c) unresolved succession issues. (2) Failure to provide for which party incurs the cost of sub-division and transfer charges (3) lack of standardized documents to record and facilitate transactions.

101. **Policy Statement:** The Government shall resolve and disentangle the multiple, overlapping and conflicting interests and rights on mailo land tenure and “native” freehold tenure.

102. **Policy Strategies:** Government shall:

a) Review the legal and regulatory framework to define a tenancy and consider the maximum size and resource tenure rights on the holding.
b) Review the determination and modalities of paying ground rent.
c) Promote the options of buyout, land sharing and the acquisition of Certificates of Occupancy.

6.2 CUSTOMARY TENURE

103. Most of the land in Uganda is held under customary tenure. It is also important to recognize that customary tenure varies across regions and communities, and customary norms and practices in land administration are not uniform. Customary land is held at the individual, household, family, clan and community level. Customary land can also be classified according to use: grazing, hunting, migration corridors, sacred sites (spiritual), and other uses.

104. The 1995 Constitution under Article 237 (3)(a) recognizes Customary Land ownership as one of the legal tenures and Article 237(4)(a) provides for the acquisition of ‘certificates of ownership’. These articles are operationalized by Section 4 of the Land Act Cap 236 and Section 4 (3) provides for application for a ‘Certificate of Customary Ownership’.

a) Customary landowners and traditional/ cultural institutions holding this tenure question whether the reference to ‘Certificates of Ownership’ under Article 237 (4)(a) means a

'Customary Title (CT)' or it refers to a 'Certificate of Customary Ownership (CCO)' as prescribed in Section 4 of the Land Act Cap 236.

b) Despite the procedures prescribed in Section 9 of the Land Act Cap 236 for the issuance of Certificates of Customary Ownership, after a decade of implementation, the ministry responsible for lands has instituted procedures (including survey standards) that match the requirements for the issuance of a title under the RTA Cap 240 but continues to issue CCOs.

c) The ministry responsible for lands in partnership with civil society organizations and development partners have issued a significant number of CCOs using Fit for Purpose approaches. These have been integrated into the Ug. NLIS but are not universally recognised and accepted by banks and other financial institutions as collateral to guarantee financial transactions.

105. Under Article 237(4)(b) the constitution provides for conversion of customary tenure to freehold by registration and is operationalized by Section 9 of the Land Act Cap 236. This conversion raises a number of issues:

a) Both customary tenure and freehold tenure have equal quantum of estate (land rights) held in perpetuity. This is a contradiction and connotes inferiority for customary tenure.

b) The conversion envisaged in both the Land Act and the Constitution is realised under the Registration of Titles Act (RTA Cap 240), which only recognizes the person(s) whose name(s) is registered on the certificate of title as conclusive evidence of ownership of the land described therein. This leads to dispossession especially where customary tenure is not fully individualized and the existing systems of land registration are incapable of capturing all the tenets (including rights and interests) of customary tenure. Innovations in the registration process such as the Land Inventory Protocol and the beneficiaries list are not exhaustive and do not form an integral part of the COO or the freehold title as these are not prescribed by the law.

c) Under section 15 of the Land Act Cap 236 a process for the registration of communal land rights under customary tenure in Communal Land Associations for issuance of CCOs or Freeholds is provided. Customary owners and traditional/ cultural institutions have expressed concern that the process is lengthy, costly and not easily understood. This has affected the completion rates with fewer CLAs registered to date and their land remains undocumented.

d) Under Section 5 (1)(f) of the Land Act Cap 236 only the Area land Committee is mandated to advise the District Land Board on customary law, and in Section 5 (2)(d) Area Land Committees may refer to customary institutions within the location. These provisions do not adequately recognize the role of traditional/ cultural institutions in land administration with respect to facilitating the registration of customary land rights.

106. Over the past 10 years, the Government has facilitated the evolution of customary tenure with the issuance of Certificates of Customary Ownership, the formation of Communal Land Associations,

and conversions to freehold through initiatives such as Systematic Land Adjudication and Certification (SLAAC) projects. These processes have created interest and demand for the formalization of land rights. However customary landowners have expressed fear that these registration initiatives threaten the continuity and sanctity of customary tenure, hence the overwhelming demand for a 'customary title' that fully captures the entirety of land rights and interests.

107. A Land Registry is already in existence governed by the RTA Cap. 240, and it comprises of the Mailo Register, Freehold Register, Leasehold Register and the Trustees incorporation Register. There is no register for customary tenure, however, CCOs are currently issued and entered into the Ug, NLIS without recognition and provision under the RTA Cap 240 as an independent Register. The issue for this policy, is whether to establish a separate Land Registry for Customary Tenure or to amend the RTA Cap 240 to provide for a Customary Register.

108. To establish a Customary Land Register would involve 1) direct registration of customary land by issuing a Customary Title rather than a Freehold Title. 2) Upgrade the CCO or converting it into a Customary Title under the current system of land registration governed by the RTA Cap 240. On the other hand, to establish a Customary Land Registry would require an Act of Parliament that separately operationalizes Article 237 (4)(a) of the Constitution or amending the Land Act Cap 236 to detail the legal, regulatory and institutional framework responsible for customary tenure to ensure its continuity and sanctity.

109. **Policy Statement:** Government shall facilitate the registration of land rights under customary tenure.

110. **Policy Strategies:** Government shall:

a) Review and streamline the legal and regulatory framework for the registration of customary land rights.
b) Regulate and limit the conversion of customary tenure only to land that is already privatized and individualized.
c) Design and implement a Customary Land Register for the registration of all interests and rights under customary tenure.
d) Alternatively, establish a Customary Land Registry for the appropriate registration of all interests and rights under customary tenure.
e) Provide for the role of traditional /cultural leaders and institutions in the registration of customary land.
f) Simplify the process and procedure for the registration of Communal Land Associations.

6.3 FREEHOLD TENURE

111. The incidents of freehold tenure, which are standard, include the conferment of full powers of disposition and the compulsory ownership of title in perpetuity. It is clear that public policy

regards freehold as the property regime of the future to the extent that current law provides for the conversion of leasehold tenure or customary tenure to freehold based on conditions. Section 10 of the Land Act Cap 236 provides for the grant of freeholds. Section 3 (3) provides that such a grant may be subject to conditions, restrictions, and limitations that may be positive or negative in its application. However, these are not specified in the Regulations 2004.

112. **Policy Statement:** Government shall, specify conditions, restrictions, and limitations applicable to Freeholds.

113. **Policy Strategy:** Government shall impose and implement measures to enforce conditional covenants under freehold land tenure to regulate its use and development.

6.4 LEASEHOLD TENURE

114. Leasehold involves the derivation and enjoyment of land rights from a superior title (mailo, freehold and customary) for a specified period of time based on terms and conditions, including but not limited to the payment of a premium and ground rent. Leaseholds promote access and use of land to a wider range of users and use functions. This tenure has not been well adopted and applied as a faster, cheaper and easier means for accessing land.

115. The Uganda Land Commission (ULC) and District Land Boards (DLBs) have varied conditions for leaseholds issued on public land from 49 to 99 years without legal basis. They have also converted leaseholds on government land to freeholds, which is also not provided for under any law, as they are supposed to only act as lessors. In converting Leaseholds to Freeholds, the District Land Boards do not strictly observe the conditions laid out under section 28 of the Land Act Cap 236, especially the conversion of land exceeding 100 hectares, which should only be in the public interest. Some of the land that was allocated to individual and company ranchers, from former government ranching schemes under leasehold and government farms are being converted from leasehold to freehold illegally without complying with conditions prescribed in Section 28 of the Land Act Cap 236.

116. The rights of the lessees are challenged upon expiry of the lease and when they apply for renewal as they may lose out to other applicants because of high premium charges that do not consider the lessees' equitable interest in the land. The conversion of leaseholds to freeholds provided for under section 28 of the Land Act Cap 236 does not make a distinction between urban and other lands. Converting leaseholds to freeholds in urban areas is not an appropriate policy measure as it has led to the loss of revenue in the form of ground rent and premium payments and failure to enforce development conditions. There is a contestation of jurisdiction between the Uganda Land Commission, City Land Boards, and District Land Boards over land in urban areas. District Land Boards have erroneously granted leaseholds to customary landowners who hold perpetual rights over the land in their possession which they use and occupy.

117. **Policy Statement:**

a) The Government shall promote the adoption of leaseholds to improve access, use and development of land.

b) For the avoidance of doubt:

i. Leaseholds granted to individuals under customary tenure before the 1995 constitution and are not encumbered by bonafide and lawful occupants shall automatically convert to freehold

ii. Leaseholds granted to customary owners in respect of their customary Holdings after the 1995 constitution, shall automatically convert to freehold

iii. Leaseholds granted out of former public land without any customary rights shall be converted to freehold on terms and conditions provided under the Land Act Cap 236 Section 28.

118. **Policy Strategies**:

a) Streamline the mandate and functions of the ULC, CLBs, and DLBs for administering and managing leaseholds on government and public land.

b) Streamline the duration, terms, and conditions for the variation of leases on government land and public land.

c) Revoke and stop the issuance of leases to customary landowners.

d) Popularize leaseholds as instruments for access and use of mailo, freeholds, and customary tenure.

6.5 HOLDING OF LAND BY NON-CITIZENS

119. Article 237 (2)(c) of the Constitution 1995 states that "non-citizens may acquire leases in land in accordance with the laws prescribed by Parliament." Section 40 of the Land Act (Cap 236) allows non-citizens to acquire an interest in land under leasehold tenure for a maximum term of 99 years. The period is considered too long, and a shorter lease period of 49 years is proposed as sufficient for most investments to yield returns. The Cabinet further guided that 40 years is a sufficient period. Section 40 (4) of the Land Act (Cap 236) further provides that non-citizens shall not acquire or hold mailo or freehold land but is silent on customary tenure. In practice, there is a need to further qualify the "holding land by non-citizens" and address how non-citizens have circumvented this principle. There are three ways to evade this: (a) non-citizens who acquire identity documentation as Ugandan Citizens and register land in their names, (b) non-citizens who by marriage or by purchase, include clauses in the lease agreement to secure automatic renewal upon expiry of the full-term leases granted on mailo or freehold, (c) non-citizens who purchase from registered owners of mailo or freehold and retain the lessor's certificate of title and oblige them to purport to be granted a lease with clauses providing for an automatic renewal on terms that are similar to perpetual interests.

120. **Policy Statement:** Non-citizens shall be granted an interest in land only under leasehold tenure for not more than 49 years.

121. **Policy Strategy:** Government shall:
    a) Amend the legal and regulatory framework to enforce the conditions stated in Section 40 of the Land Act Cap 236.
    b) Take remedial actions in respect of leaseholds issued in contravention of section 40 of the Land Act Cap 236.

7. LAND JUSTICE AND EQUITY FRAMEWORK

This framework's objective is to address land injustices and safeguard the land rights of special groups and communities, promote inclusivity, and ensure social equity. It upholds the constitutional mandate to protect land ownership for special groups and commits to non-discrimination, ensuring access to land for all, regardless of gender, age, disability, or any reason created by tradition, norms, or customs.

7.1 LAND RIGHTS FOR WOMEN

122. There is remarkable progress in legislating for equal land rights for women, as the legal framework is designed to protect women. A Gender Strategy (2018) was developed to implement the National Land Policy (2013). However, gaps persist, first concerning the definition of land rights during and upon the dissolution of marriages. The courts have pronounced on the grounds for entitlement to share in matrimonial property upon dissolution of marriage based on a spouse's contribution to the property during marriage, which may be monetary or non-monetary, setting aside the rule for an automatic equal share for both spouses. Women in cohabiting relations are not legally addressed with respect to land rights, nor do norms or practices recognise their land claims, whereas they are the majority of family relations.

123. Secondly, translating the progressive provisions for the recognition of women's land rights provided for in land policy, law and regulations is inhibited by the predominance of traditional/cultural practices and norms that limit women's ability to claim rights. Women have access and use rights under customary tenure, which are usually stripped away when ownership is transferred to individuals upon registration. The registered individual becomes the absolute owner of the land compared to the notion of stewardship and usufructuary rights emphasised under customary tenure by the clan and extended families.

124. There are low levels of awareness amongst duty bearers in both statutory and traditional/cultural institutions responsible for the implementation and enforcement of women's land rights, leading to lesser compliance with provisions in the legal and regulatory framework. Additionally, the National Land Information System is not linked with the Marriage Registry, Birth and Death Registry, National Identity Registry, and other relevant registers that would provide essential information for planning purposes. Within communities, awareness of women's land rights remains low, and where access to information is available, there is resistance to change and a lack of willingness to voluntarily enforce and accept women's land rights. The current sensitisation efforts and campaigns have not been effective as they are often packaged, structured and

delivered in a way that fails to enlist universal support. However, evidence from research shows that sensitisation efforts tailored to resonate with local experiences can be highly effective.

125. Women are often intimidated by formal courts (setting, language used, requirement for legal representation, fees), limiting their ability to seek justice when their land rights are violated. Equally, in the traditional/cultural setting where mediation is emphasised, often there is conflict of interest stemming from kin relations that may lead to negative outcomes, especially with the absence of specific procedures for handling, recording of proceedings and written points of reference in respect of norms and practices for consistency.

126. Research, data and information on women's land rights are outdated, inconsistent, unreliable and not nationally representative, leading to conflicting generalisations and conclusions. National surveys have not yielded gender-disaggregated data on women's land rights to support rigorous analysis and effective planning. There is a tendency to focus on women as a homogenous group, yet women can be single, married, separated, divorced or widowed. They can also be categorised as rural or urban, educated or uneducated, subsisting in polygamous or monogamous marriages, etc., all of which have implications on women's land rights.

127. **Policy Statement:** Government shall, promote, protect and enforce the land rights of women.

128. **Policy Strategies:**

a) Government shall define in legislative and regulatory reforms, the land rights of women, before, during and upon the dissolution of marriage, taking into consideration the following principles;
    i) safeguard the right to own land as an individual for each spouse in their own right.
    ii) require spousal consent in writing that is affirmed in person in respect of land transactions on family land.
    iii) exclude ancestral lands from the definition of matrimonial property.
    iv) recognise and enforce pre-nuptial and post-nuptial agreements between spouses in respect of land transactions.
    v) recognise evidence of financial and non-financial contributions in land acquisition and development by spouses, including evidence of land gifts.
b) Government shall recognise and protect the contributions of cohabiting partners in acquiring and developing land on which they subsist during their relationship.
c) Government will undertake public education, awareness creation and sensitisation on women's land rights.
d) Government will promote joint spousal participation in all land registration processes.
e) Government will promote access to justice for women whose land rights are violated.
f) Government will promote research and the generation of data on Women's Land Rights to support planning and programming.

7.2 LAND RIGHTS FOR THE YOUTH

129. The youth constitute the largest percentage of Uganda's population. However, they face significant challenges related to access, use and inclusion in land administration. At household level, they are often not assigned land rights and lack the financial resources to purchase land in the market. A few who manage to acquire land rights lose them quickly due to indiscriminate sales in the market. Consequently, land titling processes that could affirm their rights often exclude them from obtaining freehold titles, certificates of customary ownership, and certificates of occupancy.

130. The youth are diverse, and their land needs and interests vary. Youths in general are affected by limited participation in land administration and to a lesser extent access to land for productive engagements. In urban areas where land is highly individualized, commercialized, monetized and expensive, the youths are challenged to participate in the land market. Youths from rural areas are faced with customs and traditions that exclude them from access and use of land. Studies show that a higher percentage of female youths provide agricultural labour than male youths; yet they are more marginalized due to discriminatory norms and practices. In the context of high unemployment and poverty levels, enabling land access arrangements such as land rentals, share cropping and other forms of access would be affordable pathways for the youths.

131. **Policy Statement:** Government shall, promote a supportive framework for secure land access, use and inclusion for the youth.

132. **Policy Strategy**: Government shall, promote instruments and tools that enable youths to access and use land.

7.3 LAND RIGHTS FOR INTERNALLY DISPLACED PERSONS

133. The National Policy for Internally Displaced Persons (2004) outlines provisions for the return, resettlement, and reintegration of internally displaced persons (IDPs) by facilitating the acquisition or recovery of their land. This policy also ensures the protection of property and possessions left behind by IDPs against theft, destruction, and arbitrary or illegal appropriation, occupation, or use. IDPs are prone to loss of land rights due to the prolonged periods of absence from their properties. Upon return, re-establishing claims to land parcels on customary tenure can be challenged by the absence of written records. Although Section 41 (4) C of the Land Act, Cap. 236 provides for the resettlement of persons rendered land less by government action, natural disasters, or any other cause, it does not provide for principles upon which IDPs can claim their land upon return from displacement. For purposes of clarity, where IDPs are permanently resettled by Government, they forfeit land rights from their areas of origin, and such land becomes public land.

134. **Policy Statement:** Government shall protect the land rights of internally displaced persons.

135. **Policy Strategy:** Government will:

a) Amend the Land Act Cap 236 to provide for comprehensive principles that protect the land rights of IDPs in their areas of origin.
b) Co-ordinate the Office of the Prime Minister and the Uganda Land Commission (Land Fund) in the resettlement of IDPs.

7.4 LAND RIGHTS FOR PASTORALISTS

136. Pastoralists thrive on communal customary lands that should be secured by collective registration under Communal Land Associations. Communal or customary land ownership allows livestock mobility, especially in the context of climate change, and improves the sustainability of the pastoral production system. The significant reduction of collective communal land for pastoralists in Uganda, particularly in Karamoja, through individualisation has increased exposure to risk by depriving them of benefits derived from the range such as access to common grazing land, water and dry season resources.

137. **Policy Statement:** Government shall recognise, protect and promote the land rights of pastoralists.

138. **Policy Strategies:** Government shall, promote the titling of pastoralists' lands as individual and collective holdings under customary tenure as appropriate.

7.5 LAND RIGHTS FOR ETHNIC MINORITIES

139. The 1995 Constitution addresses the protection of minority rights in Article 36 and the need for affirmative action for marginalised groups in Article 32. In Uganda, land rights of ethnic minorities as ancestral and traditional owners, users and custodians of the various natural habitats are not acknowledged, even though their survival is dependent upon access to natural resources. The establishment of national parks and conservation areas managed by the government took place at the expense of the land rights of these communities, leading to eviction, removal and displacement without due compensation and resettlement. In attempts to regain access to their ancestral lands, some of these communities have successfully secured court rulings in their favour. However, the Government has not implemented them, for instance, in the Mt. Elgon National Park (the Benet) and the Bwindi Impenetrable Forest National Park (the Batwa). There is continuing contestation around the borders of Queen Elizabeth National Park (the Basongora).

140. **Policy Statement**: Government shall recognise and redress the loss of land rights for Ethnic Minorities.

141. **Policy Strategies:** Government will undertake measures to protect the land rights of ethnic minorities.

7.6 LAND RIGHTS FOR DWELLERS IN INFORMAL SETTLEMENTS AND SLUMS

142. Dwellers in informal settlements and slums form an important part of the urban fabric and substantially contribute to the urban economy. According to NDP IV, planned inclusive green cities

create economic opportunities for all, including the urban poor. The National Slum Upgrading Strategy and Action Plan was designed among others to incentivize investment in low-cost housing and other social services. It is common for dwellers in informal settlements and slums to settle in marginal areas with high environmental concerns because these are readily accessible, at a lower cost than other urban land. This often results in the degradation of green spaces and sensitive ecosystem areas.

143. **Policy Statement:** Government will develop and implement a framework for regularizing land rights for dwellers in informal settlements and slums.

144. **Policy Strategies:** Government will adopt the National Smart Slum Upgrading, Prevention Strategy and Action Plan (2023).

7.7 LAND RIGHTS FOR PERSONS WITH DISABILITIES

145. The 1995 Constitution of the Republic of Uganda and the Land Act Cap 236 outlaw any form of discrimination in land access, use and ownership. Persons with disability are prone to loss of land rights arising from discrimination and vulnerability by able members of society. Persons with disability fail to access land administration services due to the absence of PWD-friendly facilities and do not participate in land administration institutions. They are also marginalized out of land registration processes and land transactions due to failure to scrutinize documents and participate in related processes. There is a persistent attitude that land allocated to PWDs will not be put to use on grounds of physical disability and other related limitations. In instances where they are assigned shares in land at inheritance, they can be exploited by opportunistic family members who undermine their rights.

146. **Policy Statement:** Government shall protect the land rights of persons with disability.

147. **Policy Strategy:** Government shall implement measures to recognize and protect the land rights of persons with disability.

7.8 LAND RIGHTS FOR ELDERLY PERSONS

148. The 1995 Constitution of the Republic of Uganda and the Land Act Cap 236 outlaw any form of discrimination in land access, use and ownership. Elderly persons often come under pressure to relinquish, allocate, gift, bequeath and make unreasonable testaments granting land rights against their will or under undue influence, coercion and threats to beneficiaries, dependants and caretakers. They lose continuing use, possession and control of their land denying them a source of subsistence for survival. Their refusal to engage in land transactions that transfer land rights to their descendants and dependants may result in wrangles, disputes, conflicts and loss of life.

149. **Policy Statement:** Government shall protect the land rights of elderly persons.

150. **Policy Strategy:** Government shall implement measures to protect the land rights of elderly persons.

8. LAND ADMINISTRATION FRAMEWORK

The objective of this framework is to **streamline land rights administration** for the responsible, efficient, effective, and equitable delivery of land services. Land rights administration involves the structures and processes used to create, define, record, or certify rights in land. It ensures the integrity of land transactions, processes land rights disputes, and manages the inventory, provision, or archiving of land information.

8.1 POLICY, LEGAL AND REGULATORY REGIME

151. The different functions of land administration are covered under different policies and legislations. The policy and legal framework for specific functions remains either out-of-date, partly developed or entirely undeveloped or where they exist, they are not fully implemented. Although progress has been made in reviewing, amending and enacting various legislations, regulations and guidelines, the process is very slow and this has implications for the performance of the land sector. This negatively impacts on the delivery of land services and the implementation of the NLP. There is a need to expedite the proposed policy, legal, and regulatory reforms in the functions of valuation, land registration, land surveying (digital technologies), Uganda Land Commission, Ug. NLIS and the real estate sector in order to effectively deliver land services.

152. **Policy Statement:** Government shall, expedite reforms in the policy, legal and regulatory reforms in land administration.

153. **Policy Strategies:** Government, shall take measures to:
   a) Review and develop policies for land administration.
   b) Review and amend outdated laws for effective land administration.
   c) Develop and enact new legislation for land administration functions, where necessary.
   d) Develop regulations for new legislation and update existing regulations by incorporating guidelines and standards issued administratively.
   e) Ensure effective implementation of land administration policy, law and regulations.

8.2 PHYSICAL DEVELOPMENT PLANNING

154. Physical planning is an essential function in land administration and applies to all tenures. Uganda was declared a physical planning area, and subsequently, a National Physical Development Plan 2021-2024 and its implementation Action Plan were developed. The Physical Planning Act Cap 142 provides for a five-tier planning system with national, regional, district, urban and local physical development plans. Physical planning is a condition that land owners must satisfy in exercising their land tenure rights, it has also become an integral part of the land registration process. Despite the existence of this framework, implementation and enforcement in urban and rural areas still faces significant challenges. Not all local government administrative units have physical

development plans and those that have, are challenged with enforcement. In addition, supervision for compliance by planning authorities is limited by lack of resources and technical capacity. Integrating physical development planning with economic planning is an international best practice, for this reason, the physical development planning function was transferred to the National Planning Authority; however, this move remains contentious.

155. **Policy Statement:** Government shall ensure the effective and efficient implementation of the National Physical Development Plan.

156. **Policy Strategy:** Government shall, take measures to ensure the development, enforcement and compliance with physical development plans at all levels.

8.3 SURVEYS AND MAPPING

157. Surveys and mapping are a pivotal function for effective land administration. The Department of Surveys and Mapping has registered progress in the survey of international and local administration boundaries. It has established Passive Stations, Continuously Operating Stations (CORS), and rehabilitated and maintained Ground Control Points. It has offered continuous quality control and has supported private surveyors, DLOs, MZOs and MDAs that have established independent survey units in the production of deed plans. The government's mapping function generates topographical maps, large-scale maps, and the National Atlas, all of which are updated every ten years. MDAs that should utilize these maps are either unaware of their existence or have not put them to use. Consequently, MDAs have generated independent sets of maps without overlaying mapping data on existing base maps for alignment. The Survey Act 1939 (Cap 241) is outdated and does not embrace modern survey technologies and fit-for-purpose approaches in surveys and mapping. The adoption and application of satellite imagery, aerial photos, and real-time locations have also been slow.

158. The percentage of surveyed land in Uganda remains low, despite the high demand for demarcation, surveying, and mapping services for privately owned land, as well as land vested in the state and held by government MDAs. The department of surveys is unable to meet this demand because it is understaffed and lacks equipment and logistics. As a policy response, cadastral survey services were privatized. However, this has resulted in exorbitant survey fees charged by private surveyors, adversely affecting the demand for survey services, which in turn negatively affects land registration. The high fees and costs are attributed to inadequate survey infrastructure and the cost of equipment. The Surveyors Registration Act Cap 303 is not effectively enforced to regulate survey costs charged by private surveyors. There have been widespread reports of misconduct and unethical practices by land surveyors.

159. **Policy Statement:** Government shall modernize the function of surveys and mapping.

160. **Policy Strategies:** Government shall:

a) Undertake the review and update the legal and regulatory framework on surveying and mapping.
b) Install and update survey infrastructure country-wide for efficient and effective survey services.
c) Improve the capacity of the Surveys and Mapping Department to meet the demand for services.
d) Adopt the use of fit-for-purpose approaches in surveys and mapping, where appropriate.

8.4 LAND VALUATION

161. Valuation is essential for real estate and financial markets. It's used for various purposes including land acquisition, public investment, infrastructure development, taxation assessment (such as stamp duty, capital gains, probate, property rates, premium, and ground rent), rental assessment, secured lending, property sale/purchase, company listings, investment decisions, capital budgeting, mergers and acquisitions, auditing, financial reporting, regulatory compliance, and insurance, among others. The government is developing a comprehensive legal and regulatory framework for valuation as a profession and a service. Its practice space is still limited to land and land developments, which is narrow, failing to capture the full scope of the valuation profession. This is combined with the lack of professional apprenticeship for certification, resulting in limitations such as unrealistic and unreliable valuations, valuation variances, valuation contestations and delays. There is no legal provision in any principal law establishing the office of the Chief Government Valuer or outlining its functions, powers, management, and administration.

162. There is a need to establish the valuation function as an institution and promote professional best practices, including a framework for value reconciliation, defining the scope of the practice, and ensuring continuous professional development through training and curriculum content. Additionally, there is an absence of a national valuation data bank and national valuation standards, as well as a professional code of conduct and ethics. Furthermore, there is low adoption of modern Valuation Technology, such as Automated Valuation Models (AVMs), Computer Aided Mass Appraisal (CAMA), Points Based Valuation, etc.

163. **Policy statement:** Government shall guide the development of valuation as a profession and as a service.

164. **Policy Strategies:** Government, shall take measures to:
a) Expedite the enactment of the legal and regulatory framework for the profession of valuation.
b) Expedite administrative measures to operationalise the valuation function.

8.5 LAND REGISTRATION

165. Tremendous progress has been made by the land registration function. It is now possible to register land in 15 days; the procedure for land registration is more transparent, accountable and fairly well-known by the public. Access and retrieval of land information is digitalised and instant. The land records are more secure, and revenue generation from land transactions has more than doubled. It is urgent to extend land registration to over seventy per cent of the land that is still held under customary tenure in many parts of rural Uganda. The RTA cap. 240 and the Land Act Cap 236, in their current forms, are not aligned with the digitalised workflow of land registration and fit-for-purpose technologies needed to deliver land registration at scale and through paperless operations.

166. The high cost of land registration is attributed to the initial stages of manual application and verification processes completed by private land surveyors, area land committees, physical planning committees, district land offices, district land boards and the Uganda Land Commission before the application is submitted to the MZO and registered into the NLIS. This multi-layered approach causes delays and compromises the quality and speed of land titling. In the process of land registration, the role of the Department of Land Inspection in quality assurance (responsible for ensuring compliance with timelines, quality, standards, and fees) is diminished by a lack of capacity and funding.

167. **Policy Statement:** Government shall, modernize the land registration function.

168. **Policy Strategies:** Government, shall take measures to:
   a) Update and harmonize the existing legal and regulatory framework on land registration.
   b) Expedite and complete the digitalization of the land registration process.
   c) Promote massive land registration by upscaling SLAAC to customary land areas.
   d) Undertake measures for quality assurance and institutional alignment in the land registration process.

8.6 THE UGANDA NATIONAL LAND INFORMATION SYSTEM

169. The digitized Uganda National Land Information System (Ug. NLIS) is designed to capture, store and avail comprehensive land administration data. Significant progress in migrating data from the manual records to the digitalized operations has been achieved. This includes, the rehabilitation of dilapidated records, reconciliation of cadastral sheets, reconstruction and replacement of missing records and appropriate handling of inaccurate records. It is essential to ensure that the Ug. NLIS integrates with other databases holding information relevant to an effective and efficient land administration system. So far, the digitized Ug. NLIS has been integrated with the Uganda Revenue Authority, the Physical Planning and Urban Management information system and partially integrated with the businesses register at the Uganda Registration Services Bureau, leaving out the birth and death register, and the marriage register,

the Electronic Court Case Management Information System in the Judiciary and the Administrator Generals Office.

170. The existing legal framework, including the Land Act Cap 236, Survey Act Cap 241, and Registration of Titles Act Cap 240, need to be adapted to accommodate the digitized Ug. NLIS. Technological advancement is moving faster than the legal reforms needed to support a dynamic and up-to-date Ug. NLIS. For example, land transactions were not included as permissible under Electronic Signature Act Cap 98 and the Electronic Transaction Act Cap 99.

171. Progress has been made in establishing the National Spatial Data Infrastructure (NSDI), including the development of the geoportal for sharing geospatial datasets and the creation of national parish geodatabases to support decentralized, evidence-based planning. However, there is inadequate geospatial metadata and its sharing across government agencies, which limits the full operationalization of the NSDI and its capacity to support sectors like urban planning, agriculture, physical development planning and disaster management. The non-operation of the NSDI hinders the sharing of data across MDAs due to the absence of a policy (a draft exists under the NPA) and legal framework and a defined agency for this responsibility. Currently, the NSDI is hosted by the National Planning Authority (NPA). It is essential to recognize that the department of surveys and mapping under MLHUD has the legal mandate to generate base maps that hold geospatial data and is the most appropriate government agency to undertake the function of hosting the NSDI.

172. **Policy Statements:**

a) Government shall maintain an updated, secure, integrated, reliable, comprehensive and user-friendly digitized Ug. NLIS.
b) Government shall designate the Ministry responsible for lands as the appropriate institution to host the NSDI.

173. **Policy Strategies:** To sustainably maintain and continuously improve a functional Land Information System, Government shall take measures to:

a) Harmonize and integrate the Ug. NLIS with relevant data bases to support effective land administration functions.
b) Review existing land laws to conform with technological advancements.
c) Reaffirm the Ministry responsible for lands as the host of the NSDI and integrate with the Ug. NLIS.

8.7 LAND DISPUTE RESOLUTION

174. The occurrence of land disputes and conflicts in Uganda is high and mostly stem from contestations over land rights and land acquisition processes for development projects across the country. These increase the expenditure on public projects in terms of time and cost. The delay in the disposal of land cases causes land and property to be tied up in litigation hindering

productivity of land and economic development. Therefore, managing and resolving land disputes and conflicts should be a priority for the land sector.

175. Land cases take up a large proportion of the case load and backlog in the civil division and contribute to criminal cases, such as murder, arson, assaults, trespass and domestic violence. For efficient and effective management of land disputes and conflicts, the Judiciary introduced a Land Division of the High Court and allowed the Chief Magistrates courts to handle land cases. Although these have registered progress in reducing the land cases backlog, they are still challenged by significant numbers of pending and new cases. Determining land matters often requires visiting the locus but judicial officers are not adequately facilitated to expeditiously fulfil this necessity.

176. There are multiple, uncoordinated and conflicting institutions handling land disputes and conflicts outside of the well laid out hierarchy and structure of Judiciary. Some are executive, administrative or customary. These institutions do not have a clear hierarchy, mandate, authority, mechanisms of appeal and technical capacity, which results into, among others, forum shopping by complainants, escalation of land disputes and conflicts, and unwarranted delays in dispute and conflict resolution.

177. Under sections 88 and 89 of the Land Act Cap 236, there is specific recognition given to traditional mechanisms for resolving land disputes and conflicts under customary tenure specifically through mediation. These provisions are not fully operationalized to make traditional/ cultural institutions courts of first instance in resolving land disputes and conflicts on customary land. In practice, the Judiciary discretionally involves traditional leaders/ institutions in the mediation of land disputes and conflicts as promoted by the Alternative Dispute Resolution (ADR) framework.

178. Section 76A (1) of the Land Act Cap 236, provides for Local Council II or Parish or Ward to be the courts of first instance in respect of land disputes. However, in practice most of the land disputes are handled at Local Council I. This raises questions on the legality of their mandate and decisions vis-à-vis their legitimacy in the communities.

179. **Policy Statement:** Government shall, facilitate the speedy, affordable and accessible resolution of land disputes.

180. **Policy Strategies:** Government shall,

a) Prioritize the management and resolution of land disputes and conflicts.
b) Define and streamline the hierarchy of land dispute resolution structures outside of the Judiciary.
c) Review and amend the regulatory framework to recognize and functionalize traditional/ cultural institutions as courts of first instance over customary land.

8.8 LAND ADMINISTRATION INSTITUTIONS

181. The Ministry of Lands, Housing and Urban Development undertakes the principal functions of policy and legal formulation, regulatory, monitoring and evaluation. In 2012, a new institutional framework was introduced, and it established Ministry Zonal Offices (MZOs). However, they have not been effective in delivering their mandate due to low staffing levels and limited funding. This funding gap continues to be a huge obstacle to the sub-sectors' activities. District Land Offices, District Land Boards, and Area Land Committees highlight a limited direct and effective working relationship with MZOs and MLHUD as a key contributing factor to funding, training and capacity building, and information dissemination gaps.

182. Section 59 (6) of the Land Act Cap 236 provides that each district shall have a District Land Office (DLO) providing technical services through its own staff or outsourcing for external consultants to the District Land Board (DLB). DLOs continue to struggle to provide land services with limited budgets based on demand across districts and regions. They are unable to attract and retain land professionals. DLBs are operationalized in Section 56 of the Land Act Cap 236 and receive grants from the consolidated fund under local governments. However, these annual grants are insufficient to support the boards' functions. Some DLBs don’t have sufficient business to sustain their operations, and there are instances where applicants are required to pay for the services being sought from DLB, which compromises their independence in performing their duties and raises the cost of land titling.

183. Area Land Committees (ALCs) receive inadequate facilitation from the local government. The applicants meet field inspection costs of the ALCs. This affects their independence and impartiality in performing their duties and also increases the cost of titling. The qualifications for one to be a member of ALCs, as specified under section 65 of the Land Act Cap 236, need to be revised, taking into consideration the advancement of technology in the adjudication processes.

184. Section 68 of the Land Act Cap 236 provides for a Recorder, who shall be answerable to the board and responsible for issuing and keeping records relating to certificates of customary ownership and certificates of occupancy. Most sub-counties do not have resources and infrastructure to perform these functions. The land functions assigned to the Sub County Chief (Senior Assistant Secretary) are in addition to their core functions under the Local Governments Act. The SAS does not have the technical capacity and lacks equipment to facilitate the functionality of the office of the recorder as envisaged under the Land Act.

185. The functions of the Local Government Physical Planning Committees are defined in Section 14 of the Physical Planning Act Cap 142. These committees are land management institutions enforcing compliance with the local land use and physical planning conditions in the land

registration process. This has become an integral part of the land registration process although the committees are not adequately funded to fulfil these functions.

186. Local councils perform land administration roles of verifying land claims and endorsing land transactions at a fee (10% of the transaction price) which are not provided for under any law. In practice they are the defacto land administrators at village level without a legal basis.

187. **Policy Statement:** Government shall, adequately fund and resource land administration institutions for the effective delivery of land services.

188. **Policy Strategies:** Government shall:
   a) Provide adequate funding and other resources for the land administration institutions.
   b) Regulate the charges by DLBs, ALCs and LCs payable by applicants in respect of land administration services rendered.
   c) Strengthen the capacity of land administration institutions through training and capacity development.

8.9 UGANDA LAND COMMISSION

189. Article 239 of the 1995 Constitution mandates the Uganda Land Commission (ULC) to hold and manage any land in Uganda vested in or acquired by the Government of Uganda. Section 49 (a), (b) and (c)of the Land Act Cap 236 operationalizes this article. Despite these clear constitutional and legal provisions, the mandate of ULC to hold government land has been appropriated to parallel institutions and others due gaps in the definition of government land. When MDAs are setup as corporate bodies by law with powers to hold and manage land in their own right, this provision is inconsistent with Article 239 of the Constitution. In instances where MDAs manage government land, the terms and conditions for delegation of authority from ULC ought to be defined in the ULC Law. The ULC lacks a comprehensive legal framework to deliver its mandate and a mechanism to regulate, control or prevent the transfer, sale, degradation, depletion and destruction of most of the land vested (under Article 237 (1) and (2) of the Constitution of Uganda), held and managed on behalf of the citizens of Uganda.

190. The ULC is also charged with managing the Land Fund and Statutory Instrument No. 27 of 2014, sets out the Land Fund Regulations. The fund has been used to address historical land injustices by acquiring land from registered landowners and redistributing it to lawful and bonafide occupants to resolve the multiple, overlapping, and conflicting interests and rights on tenanted registered land. The funds voted and released by the MFPED to ULC are currently under a project arrangement rather than its capitalization and operationalization as intended under the Land Act Cap 236. Failure to operationalize the Land Fund as a revolving fund makes it costly and consequently unsustainable.

191. **Policy Statement:** Government shall expedite the enactment of a Law for the Uganda Land Commission to fulfil its mandate.

192. **Policy Strategies:** To streamline the operations of the Uganda Land Commission, Government shall;
   a) Develop a comprehensive legal and regulatory framework for the ULC.
   b) Provide for the full implementation of the Land Fund Regulations.

8.10 CORRUPTION, TRANSPARENCY AND ACCOUNTABILITY

193. The government has made significant progress aimed at promoting accountability, transparency and the rule of law. The government has established a comprehensive legal and institutional framework to address the corruption challenges that hinder effective service delivery and national development. The relevant legal framework includes the Anti-Corruption Act Cap 116, the Zero Tolerance to Corruption Policy 2019, the Inspectorate of Government Act Cap 32, The National Anti-Corruption Strategy and Action Plan 2019-2024 and several initiatives under Executive Directives and Orders. Despite these initiatives, corruption in the Land Sector is still rampant. Land corruption includes anything that negatively influences land administration processes, and takes diverse forms including but not limited to: (a) paying bribes;(b) harassment and extortion in exchange for land services; (c) denial of land rights and land speculation;(d) various forms of exclusion from land decision-making processes; (e) when land professionals and institutions are not unaccountable; (f) evictions without due process or fair compensation (g) denied access to relevant information. The Africa Union Land Governance Strategy 2023-2030 urges member states to address land corruption.

194. According to NDP IV, weak public institutions have exacerbated corruption which remains one of Uganda's major challenges. It increases the cost of doing business and negatively affects service delivery. It is common for corruption to be attributed to professionals in land administration with respect to wrong allocations, wrong surveys, and under or over-valuations. Corruption also arises from forgeries in transactions concerning registered land (letters of administration, transfers). The culpability of errant land administrators is complicated by Section 91 of the Land Act (Cap 236), Section 175 of the RTA (Cap 240), and Section 19 of the IGG Act (Cap 32) which protect officeholders as bonafide officers. It is essential to consider personal liability for technical staff of the lands ministry and state employees involved in fraudulent acts and land transactions, as recommended interdictions, reprimands, cautions, and suspensions by the Public Service Commission are ineffective and not necessarily deterrent.

195. **Policy Statement:** Government, shall take measures to curb corruption and rebuild public confidence in the land sector.

196. **Policy Strategies:** Government shall:

a) Amend the law to provide for personal liability against land administration officers for abuse and misuse of office.
b) Leverage technology in land administration processes towards fighting corruption.

9. IMPLEMENTATION FRAMEWORK OF THE REVISED NLP

A critical challenge in land policy implementation involves the programming of its various components. This entails designing actions and activities for implementation, with appropriate indicators to measure progress. It is necessary to establish cooperation with agencies in sectors involved in land use and natural resources management, as well as non-state actors. This revised National Land Policy 2025 is prepared together with its Implementation Action Plan in Annex 1 of this policy document.

9.1 ROLES AND RESPONSIBILITIES OF STAKEHOLDERS

197. Successful implementation of the national land policy will depend on the continuing buy-in, support and confidence of stakeholders. Stakeholders should participate and be constructively engaged at all levels of policy implementation. These include different government departments, development partners, the private sector, civil society organizations, professional bodies, cultural institutions, faith-based organizations and other non-state actors.

198. MLHUD shall involve stakeholders, as partners in implementing the National Land Policy for continuous legitimacy. Specifically, it will:
a) Ensure stakeholder participation in the preparation and application of the monitoring and evaluation framework.
b) Source for additional contribution of resources from development partners, the private sector, cultural institutions and civil society.
c) Institute a formalized approach towards cooperation and coordination with non-state actors, by signing joint statements of intent, partnership principles, code of conduct, and Memorandum of Understanding.
d) Build alliances and partnerships are built amongst stakeholder groups.

9.2 COST OF IMPLEMENTATION

199. An important step in the implementation of any policy is to cost it, i.e. assess its financial, institutional, personnel and infrastructure requirements. This will determine the pace and sequencing of policy implementation. Such costing must be seen not merely as expenditure, but more importantly as investment in a program expected to re-vitalize the land sector for immeasurable economic and social benefits.

200. The cost of this Revised National Land Policy 2025 is based on its Implementation Action Plan, initially for three years.

201. MULHID will ensure that the cost of implementation of the policy is fully budgeted and funded as part of the national development framework.

9.3 INFORMATION, EDUCATION, COMMUNICATION AND DISSEMINATION

202. MLHUD will carry out actions related to information, education, communication and dissemination to ensure that the general public and all stakeholders fully understand the program of reforms under the National Land Policy 2024.

202. MLHUD shall:
   a) Translate the policy into major local languages.
   b) Prepare materials for civic and public education.
   c) Train and build capacity of local and community leaders' understanding of the policy.
   d) Disseminate the policy to all stakeholders.
   e) Ensure continued public debate on land issues, self-assessment and feedback on the land policy framework.
   f) Create awareness on policy prescriptions for stakeholders in respect of issues reviewed.

9.3 PERIODIC MONITORING AND EVALUATION

203. Successful land policy implementation will enable a faster rate of social and economic transformation. It is important, therefore, that visible mechanisms are put in place to monitor progress and evaluate the effectiveness of the policy statements and strategies in attaining the vision, goal and objectives of the policy. Where necessary, this may lead in some instances to the selective revision of elements of the land policy. This will be based on appropriate and integrated national indicators, established for the economy in general and the land sector in particular.

204. Based on established periodic cycles and procedures, MHLUD shall monitor, review and evaluate the implementation of the Revised National Land Policy. It will
   a) Develop and apply responsive indicators for monitoring and evaluation system.
   b) Develop appropriate tools for periodic policy refinement and review by identifying persistent and/or new issues requiring further policy interventions at least every 5 years
   c) Review the National Land Policy at least every ten years and review the National Land Policy Implementation Action Plan and strategies every three years or as necessary.
   d) Link the Monitoring and Evaluation System to other national-level monitoring processes of the National Development Plan; and
   e) Define the roles and responsibilities of key stakeholders and players in monitoring and evaluation.

THE REPUBLIC OF UGANDA

MINISTRY OF LANDS, HOUSING, AND URBAN DEVELOPMENT

THE REVISED UGANDA NATIONAL LAND POLICY 2025 IMPLEMENTATION ACTION PLAN (FINAL DRAFT)

SUBMITTED BY:

Associates Research Trust- Uganda
Margaret A. Rugadya (Ph.D.)
Doreen N. Kobusingye (Ph.D.)
Eddie Nsamba-Gayiiya
Herbert Kamusiime
Robert Nyombi
Kajumba Christine
Sheila Israel

Supported by RELAPU GIZ

Revised National Land Policy, 2025
Implementation Action Plan
(27th July 2025)

ANNEX 1: IMPLEMENTATION ACTION PLAN FOR THE NATIONAL LAND POLICY 2025

Introduction to the Implementation Action Plan

This IAP outlines detailed actions and activities to be implemented over 10 years with a midterm period of 5 years. This is the costed Implementation Action Plan (IAP) of the revised National Land Policy (NLP, 2025).

The content is arranged according to the frameworks of the revised NLP, 2025. The revised NLP, 2025 clearly articulates policy statements and strategies; and this IAP enumerates the actions necessary to achieve them. This IAP is aligned with key objectives and interventions for the land sub sector under NDP IV. Therefore, this IAP has not prioritized any actions for implementation instead those actions funded under NDP IV can be considered as the priority actions of the land subsector.

The costing of this IAP is aligned to the Programme Implementation Action Plan (PIAP) of the Land subsector in NDP IV and the IAP of the NPDP. It has considered the financial, institutional, personnel, and infrastructure requirements for the effective implementation of the NLP 2025. This IAP creates a strong linkage with existing national planning and budgetary processes. These costs must be seen not as mere expenditures but as investments for the revitalization of the land subsector.

The derivation of costs involved a systematic approach to estimating required resources by invoking programme-based budgeting aiming to link performance with results which is a critical component of the IFMS. The derivation of costs involved two approaches; first was the direct estimate of financial requirements for each action outlined in the plan; and second, by adopting costs provided in the PIAP of the land subsector in NDP IV and costs in the IAP of the NPDP. Therefore, where costs of actions and activities are already covered in NDP IV and NPDP, they are not duplicated in this IAP, though care is taken to mention such allocations.

This costed IAP is a comprehensive framework that translates the revised NLP into concrete actions by outlining the necessary financial and institutional investments for its successful implementation. It emphasizes the need for coordination among various stakeholders including MDAs, Local Governments and CSOs to ensure cohesive and effective implementation.

The land management subprogram requires a total investment of UGX 692bn to implement the following key interventions identified under the NDPIV aimed at increasing percentage of surveyed land and land tenure security in the country to 45%. The table below presents the 13 interventions that are earmarked for funding under NDP IV.

S/N	Interventions	Budget FY2025/26	Budget FY2026/27	Budget FY2027/28	Budget FY2028/29	Budget FY2029/30	TOTAL
1	Establish the LIS in Local Governments	0	10	10	10	0	30
2	Retool and Train all Land Management Institutions	5	5	5	5	5	25
3	Roll out and implement (LaVMIS) to MZOs	8	11				19
4	Maintenance of the LIS and operations of the Ministry Zonal offices	18	19	20	21	22	99
5	Undertake property valuations and countrywide market research	5	5	5	5	5	25

6	Densify the UGRF and establish CORS	4.69	4.69	4.69	4.69	4.69	23
7	Survey and title Government Land	10	10	10	10	10	50
8	Compensate absentee landlords	40	40	40	40	40	200
9	Survey, demarcate, process and issue titles to absentee landlords	20	20	20	20	20	100
10	Implement SLAAC	0	14	14	14	28	70
11	Revise and update topographic maps and the National Atlas	2	3	3	1.5	0.5	10
12	Implement the ADR in land management	2	2	2	2	2	10
13	Survey and affirm International and inter-district boarders	6	6	6	6	6	30
	TOTAL	**121**	**150**	**140**	**139**	**143**	**692**

SOURCE: NDP IV FINAL TEXT, 2024

Overview of the Key Costing Considerations

1) The land subsector receives an annual average budget allocation of 0.17% of the national budget. In financial year 2023/2024 the approved budget allocation to the land subsector was 70.19 billion but the actual funds released were 51.85 billion. The failure to release funds as budgeted results into selective implementation; yet, critical activities like research and studies that demonstrate the performance and the contribution of the land subsector to national development remain unfunded. It will be important for the MLHUD to collaborate with UBOS and MAAIF to include a module that captures appropriate data on land in the Uganda National Household survey and Annual Agriculture Survey. This IAP calls for increased spending on research and studies.

2) Since the operationalization of the 22 MZOs and roll out of the Ug. NLIS, in the financial year 2013/14, MLHUDs revenue generation has tremendously increased and in the financial year 2023/24 Ugx 717 billion was generated. If the operational and maintenance costs of the Ug. NLIS and MZOs are adequately catered for, then the potential for revenue generation can be fully exploited. In the financial year 2025/26, it is estimated that over 124B will be generated. It is on this basis that this IAP calls for a financial investment in the operations of the Ug. NLIS and MZOs.

3) Promoting the uptake of land registration and scaling up of titling of customary land is a backbone of this policy reflected in several strategies and actions whose consolidated costs cut across strategies and actions and are spread over a period of 10 years. This is estimated to improve the percentage of registered land from 30% to 33 % as stipulated in NDP IV. These actions have an expenditure projection of 70 billion over for 5 years under NDP IV.

4) This IAP recognizes that the delivery of land services is a public good that is highly subsided by Government, Development Partners and CSOs. However, land surveying was privatized, making it unaffordable to the public. This IAP provides for the continued subsidization of land services.

5) Under land acquisition, this IAP has clearly differentiated the role of MLHUD and that of the other MDAs intending to acquire land either through direct purchase or compulsory acquisition. The costs stipulated in this IAP are associated with the role or the function of MLHUD in such processes.

6) In this costing, actions or activities that are within the mandated functions of respective office bearers are not costed.

7) Effective implementation of the revised NLP will rely on extensive sensitization. This IAP provides a costing approach where sensitization activities are shared between state and non-state actors. The state will retain the primary function of developing sensitization content and monitoring delivery.

8) In the entire implementation of this Action Plan, the Office of the Prime Minister is the key government institution charged with policy implementation, monitoring and evaluation.

9) A number of policy statements, strategies and actions are dependent on the legal and regulatory reforms; therefore, effective implementation of the revised NLP and this IAP, will only be fully realized when the proposed legal and regulatory reforms are prioritized.

LAND AND NATIONAL DEVELOPMENT FRAMEWORK			YEARS		Estimated Cost Billions	Comments/ Remarks/ Cost Notes
Strategies	Actions	Actors	1-3	4-5		
3.1 Land Subsector and National Development Plan IV						
a) Clarify and mutually agree on indicators for the land sub sector.	i) Collaborate with the Uganda Bureau of Statistics to develop indicators to measure and track the performance of the Land Subsector. a) Planning meetings between MLHUD/ OPM/ UBOS. b) Agree on smart indicators and metrics. c) Produce Baselines for agreed indicators.	MLHUD OPM UBOS NPA CSOs Research Institutions	X	X	0.48	i) Estimate 20 meetings between MLHUD, OPM (policy monitoring unit) and UBOS @1M Ugx ii) Estimate 4 stakeholder meetings@ 20M Ugx. iii) Produce Baseline for agreed indicators (assume a consultancy or funding UBOS) @ 360M. iv) Convene donor meetings (at least hosting 2 @1M).
b) Commission surveys and studies to collect periodic data for agreed indicators beyond administrative data.	i) Undertake national surveys and research studies that assess the direct contribution of the Land Subsector to national development. ii) Undertake studies to demonstrate the cost and potential benefit of investing in the land sub sector. a) An analysis of investing in land as a public, development, and private sector good. b) Partnerships with research institutions to develop and demonstrate the contribution of land to national development. iii) Produce periodic performance reports (MLHUD). iv) Undertake a nationally representative study on tenure security in compliance with regional and international instruments and frameworks.	MLHUD UBOS NPA CSOs Research Institutions	X	X	0.722	i) Reach out to donors as necessary for this activity as it is unlikely to be financed from the consolidated fund (hosting 2 donor meetings @1M). ii) Performance reports/ studies estimated as 2 (at 2 and 5 years of implementation), based on representative 10 sample districts, 720M
c) Institutionalize tracking of the performance in the land subsector into a monitoring and evaluation strategy.	i) Develop a Monitoring and Evaluation Strategy as a basis for measuring and tracking performance. a) Consultancy to develop the M&E Strategy. b) Validate and disseminate the M&E Strategy. c) Sign MOUs with stakeholders to track indicators	MLHUD	X		0.08	i) Consultancy on Strategy lump sum estimate @ 60M ii) Dissemination/ Validation workshop lump sum estimated @ 20M
3.2. Revenue Generation						
a) Develop a Strategy for improved revenue generation from land services.	i) Identify additional (new) revenue sources for the land subsector. a) Permanent Secretary tasks Heads of Department to submit the additional revenue sources (services to be charged). b) SMM and TMM to review and approve the proposed revenue sources. c) Submit to the Office of the Attorney General and MFPED for consideration. ii) Review and revise the existing fees structure for land services. a) Prepare justification for revising b) Submit to the Office of the Attorney General and MFPED for consideration. iii) Stimulate demand for land registration, especially on customary tenure as a basis to improve revenue generation. a) Sensitization on the benefits of land registration. b) Provide incentives for land registration (subside costs). c) Undertake massive land registration (SLAAC). iv) Complete and update the Land Register to increase the	MLHUD MFPED AGs Office	X		0.3	i) It is assumed that SMM and TMM are part of routine administration processes in MLHUD thus are not costed ii) Planning meetings between MLHUD and other MDAs requires special consideration. iii) Securing buy-in from AGs office, MFPED and other MDAs requires structured consultations and sourcing of technical input from experts. iv) Sensitization by MLHUD officials with complementary efforts from non-state actors. v) Cost of IEC materials lump sum estimate @200M vi) Radio programmes and TV programmes lump sum estimate @ 100M

	scope of land transactions as a basis for revenue generation.					
3.3 Budget Allocation to the Land Subsector						
a) Develop a justification for investment in the land subsector	i) Develop an investment plan for the land subsector with: a) a rationale for public, private and development partner support. b) a cost-benefit analysis for investing in the land sector (opportunity of not investing in the land sector) c) a justification for re-investment of revenues generated from land services (plough back). d) a rationale and justification for increased funding to the land subsector from the national budget (land services as a public good). e) Develop a funding strategy for the land subsector. ii) Write a cabinet memorandum for consideration.	MLHUD MFPED NPA	**x**	**x**	1.0	i) These are five consultancies requiring different competencies and stakeholder engagement whose results have to be consolidated into one strategy and distilled into a cabinet memorandum @estimated to cost 200M.
3.4.1 Policy and Legal Framework for Compulsory Land Acquisition.						
a) Expedite the completion of the policy, legal and regulatory framework to streamline the process of compulsory land acquisition.	i) Expedite the approval of the National Land Acquisition, Resettlement, and Rehabilitation Policy. ii) Expedite the formulation and enactment of the Land Acquisition Law. a) Consultation of stakeholders on principles (at least 10 consultative meetings). b) Include a provision in the proposed Land Acquisition Law that provides for "the automatic restitution to the original owner(s) where public interest or purpose justifying the compulsory acquisition of land/property fails or expires." c) Re-draft and Re-submit to Cabinet. d) Table Bill in Parliament for Approval iii) Expedite the approval of the Valuation Law. iv) Develop and disseminate, create public awareness, sensitize, translate IEC materials. v) Review and streamline all the laws that provide for compulsory acquisition of land across MDAs. a) Harmonize the provisions on land acquisition and compensation assessment with the provisions in the Land Acquisition Act Cap 235 and the Land Act Cap 236. b) Amend the Electricity Act Cap 157 Sections 67 (3), 70 and 71 to provide for the final authority of the CGV on valuation and compensation assessments. c) Amend the Water Act Cap 164 Sections 84 (3) and 91 to provide for the final authority of the CGV on valuation and compensation assessments. d) Amend Mining and Minerals Act Cap 159 section 173 to provide for the final authority of the CGV on valuation and compensation assessments.	MLHUD	**X**		1.1	i) Actions i), ii) and iii) are administrative ii) Workshops for developing and completion of RIAs (each law is allocated 2 workshops x 7 laws x @50M) =700M iii) Conven MDAs to finalize consensus and approvals on the necessary actions estimated at 100M iv) Retreats for relevant staff estimated 2 retreats @50M=100M v) IEC materials for amended laws estimated at a lumpsum of 100M vi) Sensitization and dissemination estimated at lumpsum of 100M (CSOs expected to supplement MLHUD efforts)
3.4.2 Land Acquisition for Public Infrastructure Development						
a) Coordinate the acquisition of land for	i) Establish an interministerial on land acquisition for policy coordination, oversight, and monitoring.	MLHUD	**X**	**X**	0.7	

public infrastructure across MDAs.	ii) Demarcate, map and survey all government land available for infrastructure development (existing stock). iii) Support the processes of demarcation, mapping and survey all land acquired for infrastructure development (acquired stock). iv) Install physical and visible identifiers and markers for all land acquired for infrastructure development. v) Consider other instruments other than purchase and compulsory acquisition such as leasing, easements, and other tools. vi) Provide incentives for voluntary land offers for infrastructure development by collaborating with landowners.					i) Costs of interministerial committee meetings (4 meetings per year for 5 years @ meeting at 10M=200M) ii) Costs limited to surveys and mapping department only (supervision costs); each year 100M for 5 years=500M iii) MDAs meet mapping and survey costs separately. iv) Payments as incentives to be determined on a case-by-case basis. v) Procurement of Physical Markers and Identifiers to be carried out by MDAs separately.
b) Determine the land to be acquired from private owners and government land for shared/ integrated infrastructure corridors.	i) Design and approve a shared infrastructure corridor. ii) Determine land needs for the corridor from private land owners iii) Determine land needs for the corridor from government/ public land iv) Cost, pay and acquire the land. v) Issue policy directives and guidelines on land acquisition to MDAs responsible for infrastructure development	MLHUD MFPED NPA			0.7	i) Consultancy services to determine land required estimated @450M ii) Consultancy services to design estimated @250M iii) Action iv not costed because the amount of land required is not yet determined.
3.4.3 Land Acquisition for Oil and Gas Sector						
a) Adopt appropriate land acquisition measures to support the exploration, development and production of petroleum.	i) In the absence of an approved LARRP, review and update the Land Acquisition and Resettlement Framework (Petroleum Development and Production in the Albertine Graben) 2016 to conform with the principles of the Revised NLP. ii) Provide for the adoption of time-bound instruments in land acquisition for exploration, development and production of petroleum, such as land equity in PPP arrangements, royalties, leasing, and sub-leasing. a) MLHUD gives a policy directive to MEMD/PAU. b) MEMD/PAU amends the regulations under the Petroleum Act Cap 161. iii) Develop guidelines for the restoration and rehabilitation of land upon expiry and closure of petroleum production.	MLHUD MEMD PAU	**x**		0.19	i) Consultancy services to review LARF estimated @50M ii) For action ii, quarterly meetings of the interministerial committee to implement this recommendation over 1 year (4 meetings @ 10M=40M). iii) Sensitization and awareness creation by MLHUD/ PAU for local governments and communities affected by petroleum development activities lumpsum estimate of 100M. iv) Complementary sensation and awareness creation by CSOs.
b) Safeguard the land rights and benefits for communities in the process of acquiring land for the exploration, development and production of petroleum.	i) Protect the land rights and land resources of customary owners, individuals and communities owning land in areas where petroleum deposits exist or are discovered. a) Promote registration of CLAs b) Promote issuance of CCOs ii) Develop a sensitisation manual on land acquisition processes appropriate for petroleum exportation, development and production.	MLHUD MEMD PAU	**x**		0.15	i) Action i) is not costed because there are existing interventions by Government, Development Partners and CSOs, scaling up should target oil and gas areas. ii) Consultancy to develop sensitization manual estimated at 50M iii) Sensitization and awareness creation by MLHUD/ PAU for communities affected by petroleum development activities lumpsum estimate of 100M.
3.4.4 Land Acquisition for Mining and Minerals Development						

a) Protect and safeguard the land rights of customary owners, individuals and communities in areas where minerals exist or are discovered.	i) Develop guidelines and standardized formats for obtaining consent over surface rights. ii) Integrate the minerals and mining cadaster into the Ug. NLIS (MLHUD makes a policy directive to MEMD to implement this recommendation). iii) Develop a public portal on exploration and extraction licenses granted over privately owned land or community land. iv) Amend the Mining and Minerals Regulations to specify activities that are permissible and can co-exist in areas where minerals are extracted. v) Undertake Monitoring to observe compliance with the Laws of Uganda by applicants for mineral rights in the process of acquiring surface rights. vi) Respect and observe the principles of Free, Prior, Informed Consent (FPIC) in securing surface rights.	MLHUD	**X**	x	0.34	i) Meetings to develop guidelines and formats for surface rights 2 meetings @ 10M=20M ii) Consultancy to develop integration protocol for linking cadasters estimated at 50M iii) Consultancy to develop public portals estimated as 100M iv) Meetings to amend regulations on co-existence of activities in mining areas (2 meetings @10M=20M) v) Stakeholder surveys and researches on the status of compliance with law in the acquisition of surface rights (Statutory monitoring @50M every year; special interest monitoring by non-state actors to be done at their cost. vi) Commission FPIC compliance reports every 2 years @50M=100M
b) Ensure the restoration of land when minerals are depleted.	i) Collaborate with MEMD to implement Section 168 of the Mining and Minerals Act Cap 159, which provides for environmental protection ii) Provide guidelines for restoration, rehabilitation and reclamation of mined-out areas for private land owners and communities. iii) MLHUD guides MEMD agreements with local governments for land restoration. iv) Sensitization for mining companies, land owners and local governments.	MEMD	**X**	**X**	0.95	i) Bench marking on best practices in 4 countries@50M=200M ii) Site Inspection visits MLHUD/ MEMD costs every year @30M for 5 years= 150M iii) Meetings for guidelines (MLHUD/ MEMD), 5 meetings @20M= 100M iv) Targeted Sensitization in mining areas 20 priority districts @50M=1B (50% by companies and CSOs). GOU=500M
3.4.5 Land Acquisition for Investment and Industrial Development						
a) Establish a Land Bank and consolidate the inventory of government land for investment and industrial development.	i) Carry out a needs assessment to determine the amount of land required for investment and industrial development. ii) Carry out a land audit of the available government land for investment and industrial development. a) Require all MDAs holding government land to surrender data on land in their use and control. b) Survey and title all government land identified by the audit and existing data. c) Re-claim government land illegally occupied, grabbed and encroached. d) Catalogue all government land in an inventory and periodically update the inventory. e) Improve coordination between MLHUD and all MDAs involved in administration and management of government land for investment and industrial development at various levels. iii) Review and amend Regulations to observe the non-allocation of fragile and ecologically sensitive areas to investors in line with NPDP-2021, under the NEMA Act Cap 181, Land Act Cap 236, National Forestry and Tree Planting Act Cap 160.	MLHUD MFPED UIA UFZA	**X**		0.34	i) Land needs assessment by UIA assisted by MLHUD estimated at 200M ii) Land availability audit by UIA assisted by MLHUD estimated at 100M iii) Meetings to review and amend regulations (4 meetings within a year at 10M each=40M)
b) Develop a National Strategy to coordinate land acquisition from registered land owners and communities.	i) Commission the development of a National Strategy to coordinate land acquisition from registered land owners and communities. a) Adherence to the NPDP (2021) b) Should not grant non-citizens beyond what is	MLHUD MFPED UIA UFZA Land	**X**		0.43	i) Develop a strategy estimated at 150M ii) Meetings to amend the Investment Code Act (2 stakeholder meetings and 2 technical meetings, each meeting at 20M=80M)

	prescribed in legal and regulatory framework c) Simplify and popularize the issuance of leaseholds by registered land owners and communities. d) Observance of FPIC principles. ii) Amend the investment code Act (Cap 74) to provide for and regulate land acquisition from private land owners and communities by investors.	Owners				iii) Targeted sensitization on FPIC, Leases and Changes in the Investment Code Act in 4 regions- lumpsum estimate= 200M
c) Promote long- term benefit-sharing arrangements rather than one-off compensation for surrendering of land rights by registered land owners and communities in respect of investment.	i) Facilitate by developing tools, standards and instruments for: a) the use of lease arrangements (rentals, hire) for investors to access land under customary tenure, mailo and freehold for investment. b) contract farming schemes for smallholder farmers, out growers' schemes, equity-sharing schemes provided for in the legal framework and other benefit sharing arrangement. ii) Develop programme for sensitization of registered land owners and communities on the use of long-term benefit sharing arrangements.	MLHUD MFPED UIA UFZA Land Owners	**X**		0.10	i) Activity i) not costed, routine work for responsible technical officers in UIA and MLHUD ii) Targeted sensitization for Communities- lumpsum estimate= 100M
3.4.6 Land Acquisition for Refugee Settlements						
a) Review the Draft National Refugee policy (2024) and the Refugee Act Cap 312 to provide for the establishment of transit centers and refugee settlements on customary land.	i) Undertake a review the Draft National Refugee Policy (2024) to provide for the establishment of transit centres and refugee settlements on customary land. a) Undertake RIA to amend the Policy. b) Carry out stakeholder consultations. c) Review and revise the Draft Policy. ii) Undertake a review of the Refugees Act 2006 section 44 (1) to provide for the establishment of transit centres and refugee settlements on customary land. a) Undertake RIA to amend the law. b) Carry out stakeholder consultations. c) Draft the principles to guide the review of the law. iii) Review the Regulations of the Refugee's Act Cap 2006 to provide for the establishment of Refugee Settlements on customary land. In Regulations, provide for: a) Support to customary land owners to issue leases to OPM for the setup of transit centres and refugee settlements (not exceeding 49 years). b) MoUs between OPM and host communities to guarantee ownership for customary land owners upon closure of refugee settlement camps.	MLHUD OPM DLGs Land Owners ULRC	**X**	**X**	0.065	i) Prepare a technical paper justifying the proposed review and amendments of the Policy, the Law and the Regulations. Technical meetings estimated at 50M. ii) Meetings between MLHUD and OPM to present the paper and follow up on the implementation of recommendations. 3 Meetings @5M=15M.
b) Define the roles of Local Governments and Traditional/cultural institutions in the setup and closure of transit centers and refugee settlements.	i) Amend the Refugee Regulations to define the role of local governments and traditional/ cultural institutions in the set up and closure of transit centers and refugee settlements. a) Provide guidelines to the local governments on how to acquire land with public infrastructure upon closure of transit centres and refugee settlements. b) MLHUD supports OPM to conduct an audit, demarcation, survey and mapping of all land for Refugee settlements. ii) Clarify the process for identifying customary land owners with support from traditional/cultural institutions in the process of land acquisition for the set up and closure of transit centers and refugee settlements.	MLHUD OPM DLGs Land Owners ULRC Traditional/ Cultural Institutions			1.4	i) Development of guidelines on acquiring public infrastructure by local governments. 5 Meetings @10M=50 ii) Funding the Department of Surveys and Mapping to Support OPM in the 21 refugee hosting districts @50M=1.05B iii) Sensitization to customary land owners and traditional/ cultural leaders in 21 districts in 5 groups @20M=100M iv) Trainings for 21 local governments in 5

	a) Conduct capacity building for traditional/cultural institution to participate in the processes. b) Provide for communities to form Communal Land Associations in respect of communal lands alienated from Refugee Settlements. c) Carry out sensitizations on CLAs. d) Facilitate communities to form CLAs.					groups @40=200M
3.5 Regulation of Land Markets						
a) Regulate the fees, standards and conduct of actors in the land market by legislation.	i) Policy, Legal and Regulatory reforms: a) Expedite the enactment of the Real Estate Law. b) Expedite the enactment of the Valuation Law. c) Expedite the development of the National Valuation Data Bank. d) Expedite the develop a public portal on the National Valuation Data Bank. ii) Legalize and regulate the informal levies and fees charged by actors in the land market: a) Conduct a study on land levies and fees to inform rates in urban and rural areas. b) Amend relevant laws (Real Estate Law) and regulations in coordination with local governments. c) Minister issues statutory instrument to implement recommendations iii) Recognize and guide traditional institutions to regulate the land market on customary tenure. a) Incorporate traditional institutions in the due diligence processes and validation of ownership.	MLHUD	**X**		0.2	i) Actions i), ii) b and c, are ongoing. Not costed. ii) Study on levies and fees lumpsum estimate of 50M iii) Guidelines for traditional/customary institutions in the land market (meetings and stakeholder consultations) lumpsum estimate of 150M iv) Periodic reports on ongoing law reforms and progress on administrative measures taken (not costed, routine work of technical officers)
b) Provide reliable, readily accessible and publicly available data and information from the Ug. NLIS and LAVMIS to facilitate land market transactions.	i) Roll out the operation of LAVMIS across all MZOs. ii) Complete the integration of the LAVMIS with the Ug. NLIS. iii) Introduce publicly accessible digital portal for the integrated system. iv) Sensitize the public on the availability of these services.	MLHUD	**X**		0.1	i) Actions i), ii) and iii) are ongoing. Not costed. ii) Sensitization lumpsum estimate of 100M
c) Promote and institutionalize land access arrangements for land use and production.	i) Provide tools and standards for land rentals, land hire and other forms of land access. ii) Carry out assessments to develop social documents for land transactions. iii) Popularize alternative options for land access through sensitization.	MLHUD CSOs DLGs	**X**		0.26	i) A study to assess on social documents needed for land transactions lumpsum estimate of 50M ii) Guidelines from MLHUD on social documents estimated at 10M iii) Sensitization estimated as 100M iv) Orientation and training for local governments on social documents (Half Day events at MZOs) 100M

Land Use and Land Management Framework			YEARS		Estimated Cost (Billions)	Comments/ Remarks/ Cost Notes
Strategies	**Actions**	**Actors**	**1-3**	**4-5**		
4.1. Agriculture						
a) Promote the adoption of innovative tenure instruments and processes to enhance access and use of land by farmers.	i) Collaborate with the ministry responsible for agriculture to include a section on land tenure in the Annual Agriculture Survey. ii) Conduct comprehensive studies on the linkages between land tenure, land administration and agricultural production and productivity. iii) Provide input to the draft Contract Farming Bill (2023) on the consolidation of parcels of agricultural land into a single land unit for agricultural purpose. a) Sensitization and public awareness. iv) Promote the adoption land rentals and other forms of share arrangements to improve secure access to land by farmers (mostly women). a) Public awareness and sensitization. b) Standardized documents for access and use rights. v) Promote systematic land adjudication and certification (SLAAC)to increase the number of farmers with titled land. vi) Explore community land trusts and cooperative ownership models that empower local farmers.	MLHUD MAAIF MoLG DLGs CSOs	**X**		1.365	i) Meetings between MAAIF, UBOS and MLHUD on module to include in survey (3 meetings in 1 year @5M=15M) ii) Studies on Land Tenure and Agriculture (2 studies, 1 on production and another on productivity- secondary data analysis @ 20M=40M) iii) Study on land rentals and other forms of land access for agriculture- primary data and analysis estimated at 200M iv) Meetings between MAAIF and MLHUD for input on the contract farming Bill (2 meetings in 1 year @ 5M=10M) v) Training for Local government structures on land rentals through MZOs (22 MZOs@50M=1.1B) vi) Sensitization on SLAAC, Land Trusts, Cooperative models (estimated at 1B cost to be carried by CSOs)
b) Promote alternative dispute resolutions mechanisms to resolve disputes on agricultural lands.	i) Under take a study on the nexus between land disputes and agricultural productivity. ii) Support lower local governments to mediate farmers' access to land through negotiations with private landowners. iii) Raise awareness of cost-effective methods for accessing agricultural land without incurring high ownership costs. iv) Provide farmers with training on financial literacy and legal rights related to land access. .	MLHUD MAAIF MoLG DLGs Traditional Leaders CSOs	**X**		1.46	i) The study required here is primary data and analysis estimated at 360M. ii) Actions ii), iii) and iv) are concerned with sensitization and trainings. Training for local government structures on land access and dispute resolution (22 MZOs@50M=1.1B)
4.2 Pastoralism						
a) Provide for recognition of pastoralism as a land use in the appropriate policies, legal and regulatory frameworks.	i) Amend the relevant policies, laws and regulations to provide for pastoralism as a land use. a) National Physical Development Plan (2021). b) The National Land Use Policy. ii) Recognize pastoral land use in agro-ecological zoning in the Draft Rangelands Management and Pastoralism Policy (2023) iii) Provide for participation of pastoralists in land use planning.	MAAIF MLHUD OPM	X	X	0.3	i) Outreach to districts with pastoralists every 2 years over 5 years. 3 Outreach meetings @50M=150M. ii) Prepare a technical paper justifying pastoralism as a land use and recommending review and amendments to Policies, Laws and Regulations estimated at 50M. iii) Meetings in MLHUD, MAAIF and OPM to present the paper and follow up on the implementation of recommendations. 10 Meetings @10M=100M.
b) Secure pastoral lands through registration.	i) Expedite registration of communal lands under communal land associations to cater for grazing areas. ii) Encourage communities to demarcate grazing areas, water points and movement tracks. iii) Protect pastoral communities from evictions without due compensation for their surface rights. iv) Establish mechanisms for flexible and negotiated cross-border access to pastoral resources among clans,	MLHUD DLGs Communities CSOs JLOS	X	X	0.75	i) Actions i) ongoing under SLAAC ii) Fit for purpose approaches for demarcating grazing areas, tracks and water points using local boundary markers. (Community mobilization, training and joint demarcation processes) 10 Communities each year for 5 years @10M=500M iii) Access to legal aid services (execute MOUs with Legal aid service providers and paralegals) at least

Land Use and Land Management Framework			YEARS		Estimated Cost (Billions)	Comments/ Remarks/ Cost Notes
Strategies	**Actions**	**Actors**	**1-3**	**4-5**		
	lineages and communities for their mutual benefit.					10 communities per year for 5 years @ 5M=250M
c) Recognize the role of traditional institutions in managing land use and registration of communal pastoral lands	i) Recognize the role of traditional institutions in: a) Protect rangelands from irresponsible investments that exacerbate environmental degradation and put their land tenure at risk; b) Protect pastoral lands from indiscriminate appropriation by individuals or corporate institutions under the guise of investment. c) Land registration and land use planning.	MLHUD CSOS NGOs DPs	X	X	0.34	i) Meetings to amend land act and land regulations to define the role of traditional institutions in managing land use and registration (4 meetings @ 10M=40M) ii) Training to local and traditional leaders estimate is 3 trainings each year in 2 years @50M=300M iii) Monitoring by non-state actors (cost to be met by non-state actors)
4.3. Forestry.						
a) Secure and protect the land tenure of forest lands.	i) Conclude the cancellation of land titles erroneously issued in central forest reserves and local forest reserves after 1995. ii) Support responsible MDAs and Local Governments to establish clear boundaries and install visible boundary markers for forests. a) Integrate the National Forest Inventory (cadaster) with the Ug. NLIS. b) Designate forests as conservation areas to grant them unique protected international status under the Ramsar Convention. c) Undertake sensitization to encourage communities adjacent to forest reserves to maintain buffer zones. iii) Incentivize private owners of land (persons/entities) engaged in reforestation and tree planting. iv) Design and issue tenure instruments to facilitate and encourage land owners with forested areas to engage in carbon and biodiversity credit markets. v) Organize communities living around forests to participate in conservation activities (using measures from which they benefit) e.g. tea and cocoa growing along the buffer zones.	MLHUD MFPED URA MWE NFA	**X**	**X**	0.8	i) Action i) is an ongoing activity- no costing ii) Protocols for cadaster data sharing and shared access portals estimated @150M iii) Meetings to support statutory instruments for gazettement of forests as conversation areas (4 meetings estimated at 10M each=40M) iv) Technical meetings to determine incentives for private land owners for forests and tree planting and minister to issue appropriate statutory instruments estimated 4 meetings per year for 2 years @20M=160M. v) Conduct a value chain analysis on how benefits accrue and how they can be utilized in incentivizing tree planting and biodiversity regeneration (Study estimated at 50M). vi) Sensitization for communities around buffer zones estimated at 200M. vii) General Sensitization on incentives and benefits of tree cover estimated at 200M (non-state actors to contribute).
b) Distinguish between land tenure and forest tenure	i) Amend the Land Act Cap 236 and the National Forestry and Tree Plant Act Cap 160 to distinguish between land tenure and forest tenure as follows: a) Land tenure refers to the rights that individuals or communities must own, manage, use, control, and access land. It encompasses the nature of the legal estate in land and the rights by which an individual or group can claim ownership of property on land. b) Forest tenure refers to the rights held by a person or entity in a forest and/or forest resources on a specific piece of land for exclusive use. The government may upon application by the individual or entity, grant such rights either in a time-bound period or in perpetuity. These rights only exist as and when the forest or forest resources exist on land.	MLHUD NFA		**X**	0.15	i) Prepare a technical paper justifying the separation of land use tenure and land tenure as a basis for grant of property rights in Uganda's jurisdiction and make recommendations for the separation of tenures if tenable estimated at 50M. ii) Meetings in MLHUD, MWE and NFA to present the paper and follow up on the implementation of recommendations. 10 Meetings @10M=100M.
4.4. Wetlands and Environmental Conservation						
a) Secure and protect the land tenure of wetlands.	i) Expedite the cancellation of land titles granted over wetlands and eliminate the selective application of the wetlands policy in respect of the cancellation of titles in the	MLHUD MWE NEMA	**X**	**X**	1.85	i) Action i) is an ongoing activity- no costing ii) Protocols for cadaster data sharing and shared access portals estimated @150M

Land Use and Land Management Framework			YEARS		Estimated Cost (Billions)	Comments/ Remarks/ Cost Notes
Strategies	**Actions**	**Actors**	**1-3**	**4-5**		
	wetlands. ii) Support MDAs and Local Governments where applicable to demarcate, survey, map and gazette all wetlands countrywide to reduce conflicts with communities. a) Establish clear boundaries and install visible boundary markers for wetlands. b) Integrate the wetlands atlas (cadaster) with the Ug. NLIS. c) Gazette using Statutory Instrument.					iii) MDAs meet mapping and survey costs separately. Funding to the Department of Surveys and Mapping for Demarcation and Mapping of wetlands while MWE meets the cost of surveys surveying wetlands (@500M per year for 3 years =1.5B) iv) Costs of interministerial committee meetings (4 meetings per year for 5 years @ meeting at 10M=200M) v) Procurement of Physical Markers and Identifiers to be carried out by MWE and NEMA separately.
b) Protect, restore and sustain the integrity of wetland resources.	i) Sensitize on land tenure as a tool for preservation and wise use of wetlands. ii) Provide land tenure instruments to incentivize conservation of wetlands for climate action. a) Benchmarking exercise b) Community consultations c) Consultancy to design instruments. iii) Community sensitization on the regulatory role of NEMA on wetlands on privately owned land.	MLHUD MWE NEMA	**X**	**X**	0.795	i) Technical meetings to determine incentives for private land owners with wetlands and minister to issue appropriate statutory instruments estimated 4 meetings per year for 2 years @20M=160M. ii) Benching marking for 10 persons within Africa estimated cost 65M. iii) Community consultations with 8 major wetland communities @estimated at 40M = 320M iv) Consultancy to design incentive instruments estimated at 50M v) Training at the level of wetland management committees categorized into 4 regions @50M= 200M
4.5. Climate Change.						
a) Demarcate boundaries and install visible boundary markers for forests, wetlands, ecologically sensitive areas, and water catchment areas.	i) Intensify the systematic land adjudication and certification for communities adjacent to protected areas and conservation reserves in all parts of the country. ii) Designate green spaces and land for the regeneration of biodiversity through a National Physical Development Plan, e.g., Road Reserves, as tree corridors along highways. iii) Amend Physical Planning Standards and Guidelines to include conditions for biodiversity considerations, e.g., buildings with planting trees, etc.	MLHUD MWE DCC MLG DLGs	**X**	**X**	6.48	i) Actions i) ongoing under SLAAC ii) Fit for purpose approaches for demarcating, mapping and surveying and installing visible boundary markers. (Community mobilization, training and joint demarcation processes) 10 ecosystems each year for 5 years @10M=500M. iii) Designating green spaces in cities and urban centres and along major highways (Greening contracts with local species – 10 contracts per year for 5 years @ 100M=5B) iv) Meetings to draft amendments to physical planning standards and guidelines leading to a statutory instrument (4 meetings within 2 years @20M=80M) v) Enforcement of amended standards and guidelines by Urban Authorities, Local Governments and Roads Authority - Training (10 grouped trainings @20M for 2 years= 200M) - Monitoring (lumpsum estimate of 100M/ year for 3 years=300M. - Sensitization (10 subregions @40M = 400M)
b) Scale up the titling of customary land and the recognition of community conservation areas.	i) Support communities in titling their communal lands and collective resources under Communal Land Associations and formulating management plans that contribute to biodiversity conservation (Facilitate communities to form CLAs).	MLHUD MWE DCC MoLG DLGs	**X**	**X**	0.64	i) Undertake RAPPA to identify conversation areas in the selected communities (Lower-Level Physical Planning Committees and Communities) Targeting 16 districts- 564 sub counties (ongoing under SLAAC)

Land Use and Land Management Framework			YEARS		Estimated Cost (Billions)	Comments/ Remarks/ Cost Notes
Strategies	**Actions**	**Actors**	**1-3**	**4-5**		
		Communities				ii) Community mobilizations in 8 major communities forming 5 CLAs in each; each CLA estimated at 10M = 400M. iii) Production of template documents (constitution and rules of procedure), biodiversity management plans, and other legal requirements estimated at 1M per CLA for 5 in 8 regions= 40M. iv) Training at the level of CLAs categorized into 4 regions @50M= 200M. v) Facilitate communities to acquire CCOs or freehold titles (Not costed ongoing under SLAAC)
c) Support land owners to allocate land for climate actions on regeneration of bio- diversity, tree planting and wise use of resource tenure.	i) Encourage land owners to restore bio-diversity and plant trees to participate in the carbon markets. a) Incentivize biodiversity restoration in titling initiatives, e.g., planting trees such as "title and tree incentives," etc. b) Campaign on titling and tree planting ii) Sensitization to create public awareness of the role of land for adaptation and mitigation actions.	MLHUD MWE DCC NFA DLGs Communities	**X**	**X**	0.225	i) Targeted Sensitization and awareness creation on carbon markets, eligibility, benefits and how it works lumpsum estimate at 20M x 8 major communities =160M. ii) Bench marking and paper preparation on incentives in titling for biodiversity restoration estimated at 65M
4. 6. Wildlife Conservation and Tourism						
a) Secure and protect the land tenure of conservation areas.	i) Support the adjudication and re-confirmation of the boundaries of all protected areas and conservation reserves. ii) Support the establishment of clear boundaries and install visible boundary markers for all protected areas and conservation reserves. iii) Integrate the National Wildlife Inventory (cadaster) with the Ug.NLIS.	MLHUD UWA MoTWA	**X**	**X**	0.55	i) Action i) is an ongoing activity- no costing ii) Protocols for cadaster data sharing and shared access portals estimated @150M iii) Sensitization for communities around buffer zones estimated at 200M. iv) General Sensitization on incentives and benefits of wildlife conversation estimated at 200M (non-state actors to contribute). v) Procurement of Physical Markers and Identifiers to be carried out by MoTWA and UWA (ongoing, not costed).
b) Resolve historical and emerging land conflicts between communities and conservation areas.	i) Observe and implement court rulings on historical land claims over ancestral lands for communities (Benet, Batwa). ii) Expedite payment of compensation claims awarded and validated for communities. iii) Review the process and terms for resettlement and compensation with a view to redress communities affected by the establishment of conservation areas.	MLHUD UWA MoTWA MoJCA Non-state actors	**X**	**X**	0.15	i) Meetings to lobby responsible actors to implement court rulings (5 meetings estimated at 20M=100M). ii) Meetings to chart a way forward on redress for communities affected by the establishment (5 meetings estimated at 10M= 50M).
c) Incentivize conservation on privately owned land.	i) Develop tools and instruments for use of community land or collectively land held for conversation. ii) Encourage and sensitize communities to form CLAs for community conservation areas.	MLHUD UWA non-state actors	X	X	0.53	i) Technical meetings to propose tools and instruments for conservation on community or collectively held land and the minister to issue appropriate statutory instruments estimated 4 meetings per year for 2 years @20M=160M. ii) Consultancy to design and determine the feasibility of tools and instruments for conservation on community or collectively held land estimated at 50M. iii) Community sensitization with 8 major

Land Use and Land Management Framework			YEARS		Estimated Cost (Billions)	Comments/ Remarks/ Cost Notes
Strategies	**Actions**	**Actors**	**1-3**	**4-5**		
						communities for conservation on community or collectively held land @estimated at 40M = 320M. iv) Action ii) is not costed, it is an ongoing activity by MLHUD under SLAAC and by CSOs in partnership with MLHUD.
4.7. Urbanization.						
a) Develop and enforce physical development plans at all urban levels to reduce urban sprawl and un-planned human settlement.	i) Develop and enforce physical development plans at all urban levels. ii) Implement the National Smart Slum Upgrading, Prevention Strategy and Action Plan (2023). iii) Apply the tools of land re-adjustment, land pooling and land sharing to control urban sprawl (Create community appreciation, observance, and compliance). iv) Promote mixed land use developments that combine residential, commercial and recreational v) Conduct educational campaigns on the benefits of urbanization and participation in the processes for communities, local business, and interest groups.	MLHUD KCCA MoKCCA MoLGA	X	X	0.22	i) Action i) Development and enforcement of physical development plans already undertaken in the implementation action plan of the NPDP. Therefore not costed. ii) Action ii) implementation is ongoing, not costed. iii) Actions iii), iv) and v) will be achieved through Sensitization, public education and awareness creation. Using the cities as the main outreach points (11 x 20M=220M)
b) Enforce Land use regulations on privately owned land in urban areas.	i) Sensitize registered land owners on the benefits of physical development planning in urban areas. ii) Sensitize private land owners on land sharing and innovative financing strategies and alternative land-based financing mechanisms for value capture (Create community appreciation, observance and compliance). iii) Conduct regular urban audits and assessments of developed areas to ensure adherence to planning regulations. iv) Carry out a study on taxing vacant land in urban areas as a strategy for compelling development. v) Provide guidelines on the development of vacant lands in urban areas to mitigate land speculation.	MLHUD KCCA MoKCCA MoLGA Urban authorities at various levels	**X**		0.12	i) Actions i) and ii) are achieved through Sensitization, cost estimated at a lumpsum of 50M. ii) Audits and assessments are the routine work of technical officers in the authorities therefore are not costed. iii) Study on taxing vacant land in urban areas. Estimated at 50M. iv) Guidelines on vacant land. Technical meetings to draft guidelines and minister to issue statutory instrument (4 meetings @ 5M=20).
4.8. Housing and Human Settlements						
a) Resolve the housing deficit and improve the quality of housing in the country.	i) Promote land banking and other initiatives for the development of housing. ii) Promote a continuum of tenure options for housing in urban areas (Implement the Condominium Law). iii) Encourage public-private partnerships that contribute to planned housing, and serviced land for housing. iv) Promote land use zoning to influence and transform settlement pattens. v) Recapitalize the NHCC and HFC to provide low-cost housing (national rental housing programme, public servants housing loan scheme, incentivize mortgages to low- and middle-income earners).	MLHUD NPA BRB MFPED	**X**	**X**	0.5	i) Actions i), ii), iii), iv) and V) are provided for in the Uganda National Housing policy of 2016 and resourced under its implementation action plan, therefore not costed here.
4.9 Land Fragmentation						
a) Undertake empirical and other studies to determine the extent and responses to land	i) Undertake a study to determine the extent and responses to land fragmentation with respect to the following land uses, Farming, Settlement and Burial Grounds ii) Undertake a study to determine the minimum and	MLHUD MAAIF OPM MoJC	**X**	**X**	0.32	i) Study on fragmentation lumpsum estimated at 150M ii) Study on land sizes lumpsum estimated at 50M

Land Use and Land Management Framework			YEARS		Estimated Cost (Billions)	Comments/ Remarks/ Cost Notes
Strategies	**Actions**	**Actors**	**1-3**	**4-5**		
fragmentation.	maximum land sizes for land holdings for rural and urban areas to regulate land fragmentation. a) Amend the Land Act Cap 236 and the Physical Planning Act Cap 142 to set and enforce maximum land sizes for rural and urban areas. b) Amend Land Regulations 2004 and Physical Planning Regulations (xx) to provide for minimum and maximum land sizes for both rural and urban areas, considering the National Physical Development Plan. iii) Consolidate recommendations from the studies into a National Strategy to address land fragmentation. iv) Undertake sensitization on the consequences of land fragmentation and the value of land as a wealth producer and a factor of production.	MoLG				iii) Development of National Strategy on land fragmentation lumpsum estimated at 20M iv) Sensitization on response to land fragmentation at a subregional level for 10 subregions @ 10M=100
b) Promote consolidation of land and encourage optimal land sizes for production.	i) Provide guidelines for the land consolidation process as an interim measure to promote land consolidation. a) Provide incentives and rewards to encourage optimal land sizes on privately owned land. b) Adjudicate land interests and rights before consolidation and re-adjustment of land parcels for optimal use in rural and urban areas. c) Encourage nucleated settlement arrangements to free land for planned use (Ensure planning for and use of public cemeteries at community level) d) Provide for sanctions, rewards and penalties to encourage compliance with land use planning and utilization. e) Develop standardized documents to guide the process of land consolidation.	MLHUD MAAIF OPM MoJC MoLG	**X**	**X**	0.05	i) Technical meetings on land consolidation guidelines 10 meetings @5M=50
4.10. Coordination for Land Use and Land Management						
a) Facilitate the institutional framework for effective management and use of land-based resources.	i) Facilitate existing fora for inter-sectoral consultation, planning and coordination of land use activities. ii) Refine and clarify the mandates of different agencies charged with the management of land-based resources to remove overlaps, gaps and conflicts. iii) Develop and enforce adequate land use standards for the management and development of land-based resources. iv) Review policies in all land-related sectors (and sub-sectors) to ensure complementarity as well as compliance with the National Land Policy. v) Merge and consolidate some of the institutions for effective management, resource utilization and effectiveness.		**X**	**X**	0.25	Given the comments from Entebbe…. This is not costed.

5. CONSTITUTIONAL AND LEGAL FRAMEWORK			YEARS		Estimated Cost (Billions)	Comments/ Remarks/ Cost Notes
Strategies	**Actions**	**Actors**	**1-3**	**4-5**		
5.1 Government Land						
a) Review the policy, legal and regulatory framework to adopt the definition of Government Land and the clarification in this policy.	i) First track the enactment of the Uganda Land Commission Law. ii) Develop rules and regulations to implement the Uganda Land Commission law.	MHLUD ULC ULRC MoJCA	**X** **X**	**X** **X**	0.04	i) Technical meetings to review and update the ULC bill in accordance with the provisions of this policy (2 Meetings @5M=10M) ii) Technical meetings to draft the rules and regulations for the ULC law (6 meetings @5M=30)
b) Consolidate and regularly up-date the inventory of all government land.	i) Maintain an up-to-date inventory of government land. a) Survey, demarcate and map. b) Integrate data on government land into the Ug. NLIS. ii) Provide for the restitution and repossession of government land given away illegally or irregularly. a) Sensitization of occupants b) Compensate for developments where applicable c) Issue Quit Notices	MLHUD ULC DLGs MDAs	**X** **X**	**X** **X**	11.05	i) Action i) a) Cost in NDP IV at 10B per year. Action i) b) Data sharing protocols estimated @ 50M ii) Action ii) a) sensitization in 20 districts per year for 5 years @ 10M=1B; Action iii) b) and c) are not costed for they are determined on a case-by-case basis.
c) Coordinate the management and disposal of Government Land.	i) Consolidate existing guidelines for leasing, disposal and mortgaging of Government land.	MLHUD ULC	**X**	**X**		i) Not costed, ongoing in the development of the ULC law.
5.2. Public Land						
a) Amend the Land Act CAP 236 to clearly define what constitutes public land based on the clarifications in this policy.	i) Issue a policy directive by the Minister responsible for lands clarifying the public lands, their use and management.	ULC	**X**			i) Strategy costed under amendment of the Land Act
b) Coordinate the use, management and control of public land across MDAs and local governments.	i) Set up an inter-ministerial committee to oversee the coordinated use of public land.	ULC	**X**	**X**	0.1	i) Quarterly co-ordination meetings @5M over a 5 year period = 100M
c) Demarcate, map, survey and update all statutory Instruments for public land under Article 237 (2) (b).	i) Complete gazettement of public land and issue Statutory Instruments. ii) Survey, map and demarcate all public land. a) Issue administrative notice requiring status reports on public land used and managed by MDAs and Local Governments. b) Provide technical support for survey, mapping and demarcation of public land. c) Issue annual reports on the status of public land. iii) Periodically maintain and update the records and survey data of this land. iv) Integrate spatial data on this land into the Ug.NLIS. v) Cancel all land titles issued over this land.	ULC	**X**	**X**		i) These actions are budgeted for under NDP IV at a cost of 10B per year. Already reflected under 5.1 (b) of this IAP.
5.3. Succession Registers in Buganda and Blue Pages in the Mailo Register						
a) Guide the process for the closure of the Succession Register and the Blue Pages.	i) Prepare and gazette a Statutory Instrument as a guide to the legal closure of the Succession Register and Blue Pages under the Land Act Cap 236 (section 94) and RTA Cap 40 (section 187).	Attorney General Admin G MLHUD	**x**		0.06	i) Technical meetings to prepare the statutory instrument, rationalize stakeholders and prepare an implementation road map (6 Meetings @10M=60M)

5. CONSTITUTIONAL AND LEGAL FRAMEWORK			YEARS		Estimated Cost (Billions)	Comments/ Remarks/ Cost Notes
Strategies	**Actions**	**Actors**	**1-3**	**4-5**		
	ii) Define the role of Buganda Kingdom and other stakeholders in the closure process. iii) Develop an implementation plan/ road map for the closure process.	MOJCA				
b) Undertake a special project to address the outstanding matters under the Succession Register and the Blue pages within 5 years.	i) Establish an inter-ministerial committee with quasi-judicial powers between the Administrator General's Office, Attorney General's Office, Judiciary and MLHUD to coordinate the closure of the Succession Register and the Blue Pages. ii) Blue Pages a) Situation analysis b) Identify beneficiaries c) Facilitate beneficiaries to apply for letters of administration d) Adjudicate and survey the land e) Register the administrators of the estate on the blue page f) Convert the blue page to the white page (cancel the blue page- close) iii) Succession Register a) Situation analysis b) Identify the affected land and the registered owners c) Identification of beneficiaries d) Where a succession certificate was issued, beneficiaries apply to be registered on the Certificate of Title (White Page or Blue Page) e) Where a succession certificate was not issued, beneficiaries apply for letters of administration or probate. f) Officially close the register. iv) Where the beneficiaries cannot be traced or identified, that land vested in government until such a time when beneficiaries can be traced or identified. And subjected to the Limitations Act (Cap 290).	Attorney General Administrator General MLHUD MoJCA	x		0.14	i) Interministerial committee meetings (6 Meetings @ 10M=60M) ii) Project Proposal writing on blue pages (Lump sum estimate of 40M) iii) Project Proposal writing on succession register (Lump sum estimate of 40M) N.B The cost attached to the strategies covers committee meetings, preparation of the Statutory Instrument and proposal writing. Detailed costing would require information on number of parcels, and number of beneficiaries and local of parcels (for example cost of survey in rural and urban areas varies).
5.4. Territorial Boundaries and National Borders						
a) Complete the demarcation, mapping, and survey of all international boundaries and borders.	i) Complete the mapping and survey of international boundaries. ii) Install visible markers for identification of international boundaries. iii) Define the role of communities and DLGs in the survey.	MLHUD MoIA MoLG	**X**			i) Not costed, cost specified as 6B/ year under NDP IV
b) Demarcate, map, and survey all territorial and local administrative boundaries.	i) Support the MOLG to complete the mapping and survey of local administrative boundaries. ii) Support local governments to install visible markers for the identification of local administrative boundaries.	MLHUD MOLG	**X**	**X**		i) Not costed, cost specified as 6B/ year under NDP IV

6.0 LAND TENURE FRAMEWORK			Years		Estimated Cost Billions	Comments/ Remarks/ Cost Notes
Strategies	**Actions**	**Actors**	**1-5**	**6-10**		
6.1 Mailo and Native Freeholds Tenure						
a) Review the legal and regulatory framework to define a tenancy and consider maximum size and resource tenure on the holding.	i) Amend and introduce a new provision in the Land Act Cap 236 to define the size of a tenancy. ii) Amend and introduce a new provision in the Land Act Cap 236 to clarify resource tenure rights on a tenancy holding. iii) Amend Land Act Cap 236 (Section 33) to provide for the COO to be registered as an encumbrance only to the extent of the tenancy. iv) Amend the Land Regulations to provide for the standardization of documents for land transactions and ground rent payments.	MLUHD CSOs NGOs	X	X		i) Actions i), ii) and iii) are costed under Section 8.1 b) of this IAP. ii) Action iv) is costed under section 8.1 d) of this IAP.
b) Review the determination and modalities of paying ground rent.	i) Undertake a study to document and explore ground rent variations across communities. a) Take into account size, location and use in determining ground rent. b) Propose a standard format of documents for the payment of ground rent. c) Propose principles to guide negotiation of ground rent. ii) Draft a revised statutory instrument to incorporate the study recommendations on ground rent. iii) Develop standardized sensitization manuals and materials for clarity on messaging on ground rent.	MLUHD CSOs NGOs	X	X	0.185	i) Study on ground rent estimated at a lumpsum of 150M ii) Technical meetings to review study recommendations and draft statutory instrument (3 meetings @ 5M=15M) iii) Standardization of sensitization materials (estimated at a lumpsum of 20M)
c) Promote the options of buyout, land sharing and acquisition of Certificates of Occupancy to resolve the conflicting, overlapping and multiple interests and rights.	i) Undertake a study to determine the extent to which mailo and native freehold are tenanted. a) Data base of tenants b) List of registered land owners ii) Capitalize the Land Fund to enable it facilitate either party to access the fund to purchase either interest on a loan basis as provided under the Land Act Cap 236 and the Land Fund Regulations (2014). iii) Amend Section 26 of the Land Act Cap 236 to provide for land sharing ratios. iv) Amend the Land Regulations to allow the setup of a mediation committee to facilitate land sharing and buyouts.	MLUHD CSOs NGOs	X	X	0.45	i) Study on extent to which Mailo and Native freehold are tenanted (lump sum estimate of 450M- it has census-like characteristics) ii) Action ii) Capitalize the Land Fund (Action budgeted for under NDP IV at cost of 40B/ year as compensation to registered land owners). iii) Action iii) costed under Section 8.1 b) of this IAP. iv) Action iv) costed under Section 8.1 d) of this IAP.
6.2. Customary Tenure.						
a) Review and streamline the legal and regulatory framework for the registration of customary land rights.	i) Amend the Land Act Cap 236 provide for the issuance of a customary title as opposed to a CCO. ii) Amend the Land Regulations (2004) to provide for processes and procedures for the issuance of a customary title as opposed to a CCO. iii) Popularize the Customary Title through sensitisation to create demand, and build community knowledge and awareness.	MLHUD	X	X	0.50	i) Action i) costed under Section 8.1 b) of this IAP. ii) Action ii) costed under Section 8.1 d) of this IAP. iii) Sensitization in the customary tenure areas estimated to cost a lumpsum of 500M (radio and IEC materials)
b) Regulate and limit the conversion of customary tenure only to land that is already individualized	i) Amend Section 9 of the Land Act (Cap 236) to permit only individually owned customary land to be converted to freehold.	MLHUD	X	X		i) Action i) costed under Section 8.1 b) of this IAP.

6.0 LAND TENURE FRAMEWORK			Years		Estimated Cost Billions	Comments/ Remarks/ Cost Notes
Strategies	**Actions**	**Actors**	**1-5**	**6-10**		
and privatized.						
c) Design and implement a Customary Land Register for the registration of all interests and rights under customary tenure.	i) Amend the Registration of Titles Act (Cap 240) to provide for the Customary Land Register. ii) Amend the Land Act Cap 236 to provide for the issuance a Customary Title. iii) Amend Section 4 of the Land Act Cap 236 to stop the issuance of CCOs. iv) Amend the Land Act Cap 236 to provide for the replacement of CCOs with a Customary Title. v) Amend the Land Regulations to accommodate these changes.	MLHUD	X	X		i) Actions i), ii), iii) and iv) are costed under Section 8.1 b) of this IAP. ii) Action v) costed under Section 8.1 d) of this IAP.
d) **ALTERNATIVELY,** establish a Customary Land Registry for the appropriate registration of all interests and rights under customary tenure.	i) Undertake a study to establish the feasibility and viability of a Customary Land Registry a) Document customary rules, norms, traditions/ customs and practices on land across different cultures and communities. b) Formulate the principles and codify rules, norms, traditions/ customs and practices that can form part of an Act of Parliament or a set of provisions in the Land Act Cap 236 to establish a Customary Land Registry.	MLHUD	X	X	0.1	i) Action i) Feasibility and Viability Study on Customary Registry estimated at a lumpsum of 100M
e) Provide for the role of traditional /cultural leaders and institutions in the registration of customary land.	i) Amend the Land Act Cap 236 and The Local Council Courts Act (Cap 18) to recognize the role of traditional institutions and cultural leaders in applying customary land rules, adjudicating and validating claims in the process of customary land registration and providing advisory services to district land boards and to document and periodically update norms and practices in their respective communities. ii) Amend Land Regulations (2004) to involve Traditional institutions and cultural leaders in the issuance of Customary titles and Freehold titles iii) Build the capacity of cultural leaders and traditional institutions to perform their land administration and management functions.	MLHUD	X	X	0.08	i) Action i) costed under Section 8.1 b) of this IAP. ii) Action ii) costed under Section 8.1 d) of this IAP. iii) Action iii) Capacity building for 8 traditional institutions at an estimated cost of 10M= 80M
f) Simplify the process and procedure for the registration of Communal Land Associations.	i) Amend the Land Act Cap 236 (sections 15-26) to simplify the registering of Communal Land Associations. a) Review the process and procedure for registration of CLAs b) Provide model documents to guide registration of CLAs. ii) Amend land regulations to incorporate changes iii) Undertake massive sensitization and public awareness on Communal Land Associations.	MLHUD	X	X	0.8	i) Action i) costed under Section 8.1 b) of this IAP. ii) Action ii) costed under Section 8.1 d) of this IAP. iii) Sensitization for the 8 traditional institution areas @10M=80M
6.3. Freeholds.						
a) Impose and implement measures to enforce conditional covenants under freehold land	i) Amend the Land Regulation (2004) to define the conditions, restrictions and limitations applicable to freehold as provided for under section 3 (3) of the Land Act Cap 236.	MLHUD	X			i) Action i) costed under Section 8.1 d) of this IAP.

6.0 LAND TENURE FRAMEWORK			Years		Estimated Cost Billions	Comments/ Remarks/ Cost Notes
Strategies	**Actions**	**Actors**	**1-5**	**6-10**		
tenure to regulate its use and development.						
6.4. Leaseholds						
a) Streamline the mandate and functions of the ULC, CLBs and DLBs in the administration and management of leaseholds on government land and public land.	i) Amend Sections 59(1)(c) and 59 (8) of the Land act Cap 236 to clarify the jurisdiction of DLBs and ULC over 'former public land' and land formerly held under statutory leases in urban areas. ii) Amend the land regulations (2004) to revise the principles and standards governing the assessment of premium and ground rent. iii) Conduct periodic reviews and enforce compliance with use and development conditions in leasehold covenants upon renewal or extension of leaseholds.	MLHUD	X			i) Action i) costed under Section 8.1 b) of this IAP. ii) Action ii) costed under Section 8.1 d) of this IAP. iii) Action iii) is routine work, not costed.
b) Streamline the duration, terms and conditions for variation of leases government land and public land.	i) Amend the Land Act Cap 236 to protect the lessees upon the expiry of the lease and guarantee the right to first option-of-renewal on fair terms for the lessee. ii) Amend Section 28 of the Land Act Cap 236 to stop the conversion of leasehold to freehold in urban areas. iii) Amend the land regulations (2004) provide for the protection and safeguard of the equitable interest (goodwill) of the lessee upon the expiry of the lease.	MLHUD	X			i) Actions i) and ii) costed under Section 8.1 b) of this IAP. ii) Action iii) costed under Section 8.1 d) of this IAP.
c) Revoke and stop the issuance of leases to customary land owners.	i) Amend the Land Act Cap 236 to provide for the conversion of leaseholds erroneously issued to customary land owners to freehold or customary title.	MLHUD	X			i) Action i) costed under Section 8.1 b) of this IAP.
d) Popularize leasehold as instruments for access and use of mailo, freehold and customary tenure.	i) Carry out public education and sensitization on the leasehold tenure. ii) Issue guidelines for landowners of mailo, freehold, and customary tenure to enhance their use of leaseholds to facilitate land access, utilization, and development.	MLHUD	X		0.05	i) National sensitization (Mass Media) estimated at 20M ii) IEC Materials estimated at 30M
6.5. Holding of Land by Non-citizens						
a) Amend the legal and regulatory framework to enforce the conditions stated in section 40 of the Land Act Cap 236.	i) Amend Section 40 of the Land Act cap 236 to provide for a maximum leasehold period of 49 years. ii) Amend Section 40 of the Land Act cap 236 to exclude customary tenure. iii) Amend Section 40 of the Land Act cap 236 to extend all restrictions provided for in this section to Mailo, Freehold and Customary tenure. iv) Amend the Land Act Cap 236 to provide for the conversion of all rights and interests in land granted to non- citizens in leaseholds for a maximum lease period of 49 years with the option to renew only once.	MLHUD	X			i) All actions are costed under Section 8.1 b) of this IAP.
b) Take remedial actions in respect of leaseholds issued in contravention of Section 40 of the Land Act Cap 236.	i) Amend Section 40 of the Land Act Cap 236 to introduce penalties and sanctions to citizens who grant perpetual rights to non-citizens in contravention of the law. a) Criminalize the practice for automatic renewal of leases issued by owners of Mailo, Freehold and Customary to non-citizens; b) Cancel all land titles issued in contravention of section 40 of the Land Act Cap 236. ii) Link the Ug. NLIS with the database of the Directorate of	MLHUD	X		0.05	i) Action i) costed under Section 8.1 b) of this IAP. ii) Linking the database of the Directorate of Citizenship and Immigration to Ug. NLIS estimated at 50M

6.0 LAND TENURE FRAMEWORK			Years		Estimated Cost Billions	Comments/ Remarks/ Cost Notes
Strategies	**Actions**	**Actors**	**1-5**	**6-10**		
	Citizenship and Immigration to enforce the regulation on (land ownership by non-citizens.					

LAND JUSTICE FRAMEWORK			Years		Estimated Costs Billions	Comments/ Remarks/ Cost Notes
Strategies	**Actions**	**Actors**	**1-5**	**6-10**		
7.1 Land Rights for Women						
a) Define in legislative and regulatory reforms, the land rights of women before, during and upon dissolution of marriage.	i) Take into consideration the following principles in legal (the Marriage Law) and other regulatory reforms: a) Safeguard the right to own land as an individual for each spouse (in their own right). b) Require spousal consent in writing that is affirmed in person in respect of land transactions on family land. c) Exclude ancestral land from the definition of matrimonial property. d) Land transactions recognize and enforce pre-nuptial and post-nuptial agreements between spouses. e) Recognize evidence of contribution in land acquisition and land development by spouses (financial and non-financial), including evidence of land gifts. ii) Review and update the Gender Strategy for the implementation of the revised National Land Policy.	MLHUD	X		0.05	i) Action i) Review of the marriage law is ongoing in Parliament. Not costed. ii) Review and Update of the gender Strategy – consultancy estimated at 50M
b) Recognize and protect the contribution of cohabiting partners in land acquisition and land development during the subsistence of the relationship.	i) Determine in the Marriage Law, shares for cohabiting partners based on the duration of the relationship. ii) Sensitize persons subsisting in cohabitation on their land rights. iii) Encourage partners subsisting in cohabitation to generate and keep evidence of their contributions to land acquisition and land development.	MLHUD	X		0.05	i) Action i) Review of the marriage law is ongoing in Parliament. Not costed. ii) Actions iii) and iii) are sensitization issues budgeted for under strategy C.
c) Undertake public education, awareness creation and sensitization on women's land rights.	i) Develop a holistic sensitization strategy on women's land rights to address among others social norms, practices, inheritance, succession, etc. a) Carry out a sensitisation needs assessment to guide messaging, mode of delivery and sensitization materials. b) Develop and produce a sensitization manual c) Develop and produce standard sensitization materials d) Develop indicators to monitor and evaluate the sensitization efforts. e) Coordinate and monitor sensitization efforts by various actors. ii) Develop and implement a sensitization programme.	MLHUD CSOs DPs	X	X	0.1	i) Needs assessment and M&E indicators estimated at 35M ii) Sensitization manual and Sensitization materials estimated at 65M iii) Coordination and monitoring (Routine work of MLHUD, not costed) iv) Action ii) requires MOUs and Partnerships between MLHUD and CSOs, not costed.
d) Promote joint spousal participation in the land registration processes.	i) Conduct a gender audit on the land registration process. ii) Implement a household-level sensitisation approach. iii) Design and implement a gender responsive, inclusive and sensitive course for the Systematic Adjudication Team (SAT) iv) Expedite the integration of the Marriage Register, Birth and Death Register, the National Identity Register, and others with the Ug. NLIS	MLHUD CSOs DPs			0.02	i) Action i) is a consultancy estimated at 20M ii) Action ii) has its cost included in the costing for Strategy 7.1C). iii) Action iii) incorporate into the SLAAC Operational Manual (Already costed).
e) Promote access to justice for women whose land rights are violated.	i) Expedite the enactment of the National Legal Aid Bill No.14 of 2022. And the approval of draft policy (Draft 6-final- June 2012).	MLHUD CSOs DPs	X	X		i) Action i) is an ongoing activity ii) Action ii) is an ongoing activity. iii) Action iii) is an ongoing activity in JLOS

	ii) Apply ADR in land disputes involving women. iii) Train legal aid services providers and probono lawyers to appreciate women's land rights.					
f) Promote research and generation of data and information on women's land rights to support planning and programming.	i) MLHUD coordinates all stakeholders and actors involved in research in the land sub-sector. ii) Partner with UBOS to collect nationally representative sex and gender-disaggregated data and findings on land. iii) Partner with research institutions and academia to generate sex and gender disaggregated data and results. iv) Undertake rigorous data analysis on exiting survey data with UBOS and existing administrative data under the Ug. NLIS to generate evidence for planning and programming.	MLHUD CSOs DPs	X	X		i) Action i)- Routine of MLHUD work ii) Action ii) – Already funded under UNHS and other undertakings by UBOS iii) Action iii) requires MOUs and Partnerships- routine MLHUD work- not costed. iv) Action iv)- MDA to MDA collaboration to access data- not costed.
7.2 Land Rights for the Youths.						
a) Promote instruments and tools that enable youths to access and use land.	i) Develop a national youth inclusion strategy for NLP implementation. ii) Design and implement standardized land access instruments and tools. iii) Sensitize the youth on alternative land access mechanisms.	MLHUD CSOS NGOs DPs	X	X	0.02	i) National Youth Inclusion Strategy for NLP (MLHUD partners with CSOs through an MOU to develop this strategy at an estimated cost of 20M ii) Action ii) already costed under the 3.4 c: Land Markets iii) Sensitization leveraging technology and digital platforms. Not costed.
7.3. Land Rights for Internally Displaced Persons.						
a) Amend Land Act Cap 236 to provide for principles that protect the land rights for IDPs in the areas of origin.	i) Amend the Land Act Cap 236 to provide for comprehensive principles that protect the land rights of IDPs especially on customary tenure. ii) Amend the Land Regulations (2004) to provide for a) the re-establishment of land rights and the handling of claims for returning IDPs. b) the forfeiture of their land in the areas of origin in the event of permanent resettlement by Government. iii) Amend the Land Act Cap 236 to provide for declaration of the land described in ii b) above as Public Land. iv) Require the demarcation, survey, mapping and conversion of land forfeited by IDPs upon permanent resettlement to public land.	MLHUD CSOS NGOs DPs	X	X		i) Actions i) and iii) costed under Section 8.1 b) of this IAP. ii) Action ii) costed under Section 8.1 d) of this IAP. iii) Action iv costed under NDP IV.
7.4 Land Rights for Pastoralists.						
a) Promote the titling of pastoralists land as individual or collective holdings under customary land tenure.	i) Expedite registration of communal land associations for pastoralists. ii) Simplify the process of registering communal land associations. iii) Sensitize CLAs to register their lands for the issuance of titles. iv) Sensitize pastoralists on the benefits of registering their land.	MAAIF MLHUD	X	X		i) All actions costed under 6.2 f) of this IAP.
7.5 Land Rights for Ethnic Minorities.						
a) Undertake measures to protect the land rights of ethnic minorities.	i) Enforce court rulings in respect of the rights of ethnic minorities concerning compensation, and resettlement. a) Provide pro-bono legal services to ethnic minorities in defending their land rights. ii) Develop and disseminate guidelines for the displacement of minorities from their ancestral lands in the interest of conservation or natural resource extraction. To include	MLHUD CSOS NGOs DPs UWA MTWA	X	X	0.3	i) Only action ii) the cost of developing the guidelines is estimated at 30M. ii) Action i) does not require costing, court already awarded costs. iii) He other actions are through partnership with non-state actors and therefore are not costed.

	among others: a) Specify and implement benefit-sharing measures and arrangements for resource access while maintaining ecological integrity. b) Promote co-existence between the ethnic minorities and the establishments on their land through special access rights arrangements for resources. c) Recognize and incentivize the role of ethnic minorities in the protection of the environment and conservation of natural resources. iii) Partner with non-state actors to sensitize and monitor the status of land rights of ethnic minorities. a) Promote and monitor compliance with standards for responsible investments in lands held by ethnic minorities per international instruments and frameworks. b) Undertake sensitization on the land rights of ethnic minorities, benefit sharing arrangements, available incentives, co-existence, climate change and FPIC.	OPM AG				
7.6. Land Rights for Dwellers in Informal Settlements and Slums.						
a) Adopt the National Smart Slum Upgrading, Prevention Strategy and Action Plan (2023).	i) Facilitate negotiations between registered land owners and dwellers of informal settlements and slums to regularize their occupancy rights. a) Slum profile and mapping of registered land owners and dwellers. b) Preparation and implementation of up-grading plans. c) Sensitization. ii) Promote and implement public-private partnerships to enhance tenure security and stem the growth of slums and informal settlements. iii) Promote the application and use of condominium arrangements in regularization of land rights for dwellers in informal settlements and slums. iv) Promote partnerships between private developers and dwellers in informal settlements and slums to regularize occupancy rights.	MLHUD CSOS NGOs DPs	X	X		i) Not costed the strategy and action plan are ongoing activities.
7.7 Land Rights for Persons with Disability						
a) Implement measures to recognize and protect the land rights of PWDs.	i) Amend land regulations (2004) to provide for special features in land transaction documents for PWDs and participation processes in land governance. ii) Partner with non-state actors to monitor and conduct sensitization on the land rights of PWDs to ensure recognition and enforcement and correct targeting for PWDs, Duty bears and communities.	MLHUD MoLGSD MoJCA CSOs	X	X		i) Action 1 costed under section 8.1.d) of this IAP
7.8 Land Rights for Elderly Persons						
a) Implement measures to protect the land rights of elderly persons.	i) Amend land regulations to provide for age and consent from elderly persons by physical presence for land transactions. ii) Partner with non-state actors to sensitize and popularize tools and instruments available such as a beneficial caveat available to protect the land rights of elderly person.	MLHUD MoLGSD MoJCA CSOs	X	X		i) Action 1 costed under section 8.1.d) of this IAP

LAND ADMINISTRATION FRAMEWORK			Years		Estimated	Comments/ Remarks/ Cost Notes
Strategies	**Actions**	**Actors**	**1-5**	**6-10**	**Costs (Billions)**	
8.1. Policy, Legal and Regulatory Framework for Land Administration.						
a) Review and develop policies for land administration.	i) The National Housing Policy, 2016. ii) The National Urban Policy, 2017. iii) The National Land Use Policy, 2011. iv) The Draft National Land Acquisition, Resettlement and Rehabilitation Policy. v) The Draft National Spatial Data Infrastructure policy. vi) Expedite the approval of the National Legal Aid Policy.	**MLHUD**	**X**		2.992	i) Ongoing work- however the following are key steps. a) Conduct RIA - estimated cost is 50M b) Conduct Studies – averagely 3 studies, each estimated at 35M=105M c) Hire consultants – on average this costs 200M d) Conduct Consultations – 15 Regionals@25M=375M e) Hold working group meetings, TMM and SMM- 6 meetings @3M=18M This is an estimate of 748M is required for each action and we have 4 actions hence 2.992B
b) Review and amend outdated laws for effective land administration.	i) The Survey Act (Cap 241). ii) The Surveyors Registration Act (Cap 303). iii) The Local Government (Rating) Act (Cap 140). iv) The Registration of Titles Act (Cap 240). v) The Land Act Cap (236). vi) The Land Acquisition Act (Cap 235).	**MLHUD**	**X**		4.488	i) Ongoing work- however the following are key steps. a) Conduct RIA - estimated cost is 50M b) Conduct Studies – averagely 3 studies, each estimated at 35M=105M c) Hire consultants – on average this costs 200M d) Conduct Consultations – 15 Regionals@25M=375M e) Hold working group meetings, TMM and SMM- 6 meetings @3M=18M This is an estimate of 748M is required for each action, and we have 6 actions, hence 4.488B
c) Develop and enact new legislation for land administration functions, were necessary.	i) The Valuation Law. ii) The Real Estate Agency Law. iii) The Uganda Land Commission Law. iv) The Uganda National Land Information Systems Law. v) A law to provide for customary titles. vi) The National Spatial Data Infrastructure Law.	**MLHUD**	**X**		3.740	i) Ongoing work- however, the following are key steps. a) Conduct RIA - estimated cost is 50M b) Conduct Studies – on average 3 studies, each estimated at 35M=105M c) Hire consultants – on average, this costs 200M d) Conduct Consultations – 15 Regionals@25M=375M e) Hold working group meetings, TMM and SMM- 6 meetings @3M=18M This is an estimate of 748M is required for each action, and we have 5 actions hence 3.740B
d) Develop regulations for new legislations and update existing regulations by incorporating guidelines and standards issued administratively.	i) Develop regulations for new laws. ii) Review and update existing regulations by incorporating rules, guidelines and standards that have been developed over the years. Some of these include: a) The National Physical Planning Standards and Guidelines. b) Conditions and Covenants of Mortgaging Government Land. c) Guidelines for the development and operation of fuel stations. d) Guidelines, Standards and Framework for the Creation and Upgrading of Urban Centres. e) The Land Fund Regulations, 2014. f) Draft National Land Eviction Guidelines. g) Land Regulations.	**MLHUD**	**X**			i) Routine work for technical officers – not costed.
e) Ensure effective implementation of land administration policy, law and regulations	i) Publish and disseminate polices, laws and regulations related to land administration. ii) Orient and train staff on the policies, laws and regulations. iii) Mobilize resources for implementation of the policies laws and regulations. iv) Sensitize the public on the policies laws and regulations.	**MLHUD CSOs**			0.1	i) Engage CSOs through partnerships. ii) Workshops, trainings and other media engagements estimated at a lumpsum of 100M.

8.2. Physical Development Planning						
a) Undertake measures to ensure the development, enforcement and compliance with physical development planning at all levels.	i) Support the preparation of regional, district, urban and local physical development plans. ii) Support the compliance with the physical development planning regulations, standards and guidelines. iii) Undertake public education and sensitization on the goals, advantages and benefits of physical development planning. iv) Improve dissemination and access to physical development planning maps and plans at all levels. v) Introduce and enforce punitive penalties and sanctions for non-compliance. vi) Continuously monitor and evaluate the implementation of the Physical Development Plans at all levels.	**MLHUD NPA**	**X**	**X**		Not costed- costs already carried in NPDP.
8.3. Surveys and Mapping						
a) Review the legal and regulatory regime to up-date the operations of the surveys and mapping functions.	i) Expedite the review and amendment of the Survey Act to accommodate modern technologies and fit-for-purpose approaches. ii) Expedite the review and amendment of the Surveyors' Registration Act to regulate survey professions. iii) Enforce the regulation of survey costs through the Surveyors Registration Board.	**MLHUD**	**X**	**X**		Strategy is fully costed under 8.1 b) and d).
b) Install and up-date the necessary survey infrastructure country-wide for efficient and effective surveys and mapping services.	i) Increase the number of Continuous Operating Stations, Passive Stations and Control Points. ii) Improve the basic framework of surveys and mapping, geodetic surveys, hydrographic surveys and base mapping as public functions. iii) Where necessary, re-survey blocks to address overlaps.	**MLHUD**	**X**	**X**		Strategy fully costed under NDP IV at 4.69B/ year.
c) Improve the capacity of the Surveys and Mapping Department to meet the demand for its services.	i) Enforce the mandate of the department of surveys and mapping as solely mandated to develop and manage cadastral information. ii) Provide survey and mapping services to support the update of the inventory of government land and all lands vested in the government and held by different MDAs. iii) Design and implement a module for compulsory GIS training for all land administration professionals. iv) Recruit, deploy and equip surveyors and mapping professionals to offer services at the centre, MZOs, and local government. v) Revise and update topographic maps and the National Atlas	**MLHUD**	**X**	**X**		Strategy c) action ii) costed under NDP IV at 10B/year under ULC Actions iii) and iv) are provided for under the MTEF developed to accompany NDP IV. Action v) budgeted for under NDP IV for a period of 5 years at 10B
d) Adopt the use of fit-for-purpose approaches in surveys and mapping.	i) Recognize and confer official status to community-based boundary-marking systems in all tenures. ii) Sensitize communities on the functions and benefits of surveys and mapping. iii) Promote systematic demarcation and survey as a cost-effective way of registering land rights. iv) Train para-surveyors to facilitate the systematic demarcation and survey of land.	**MLHUD**	**X**	**X**		Not costed- baseline data is limited on Average number of households, Average land holding per household, common boundary marker plants used and availability of fit for purpose service providers.
8.4. Land Valuation						
a) Expedite the	i) Expedite the enactment of the Valuation Law.	**MLHUD**	**X**	**X**		Strategy a) fully costed under 8.1 c) and d)

	enactment of the legal and regulatory framework for the profession of valuation.	ii) Expedite the development and adoption of the National Valuation Standards and guidelines.					
b)	Expedite administrative measures to operationalise the valuation function.	i) Expedite the development and rollout of the National Valuation Data Bank. ii) Integrate the land valuation management system with the Ug.NLIS. iii) Provide for the sensitisation and public awareness on the valuation function. iv) Provide for a Valuation Institution for the professional regulation of practitioners and enforcement of ethical conduct.	**MLHUD**	**X**	**X**		Actions i) ii), iii) and iv) are all ongoing activities. Costed at 19B over 2 years under NDP IV- to roll out and implement LaVMIS to MZOs
8.5. Land Registration							
a)	Update and harmonize existing legal and regulatory framework on land registration.	i) Expedite the review and revision of the RTA Cap 240 to adopt to the current workflows of the Ug.NLIS. ii) Review the RTA Cap 240 and harmonise with the Land Act Cap 236 with respect to CCOs, COOs, Certificate of Customary Title. iii) Amend the Land Act Cap 236 to provide for SLAAC work processes.	**MLHUD**	**X**	**X**		Strategy fully costed under 8.1 b)
b)	Expedite and complete the digitalization of the land registration process (ALCs, DLOs and DLBs).	i) Design, develop and install specific workflows for the various users from the different institutions (ALCs, DLOs and DLBs) in the land registration process. ii) Develop user guidelines on the specific workflows for the different institutions (ALCs, DLOs and DLBs). iii) Procure the necessary hardware for all the users (ALCs, DLOs and DLBs). iv) Conduct training on digitized systems in land registration process.	**MLHUD**	**X**	**X**		Costed under NDP IV at a cost of 30B over 3 years.
c)	Promote massive land registration.	i) Upscale SLAAC across customary land area. ii) Adopt fit for purpose approaches in land surveying, verification and approval processes. iii) Sensitize the public on the benefits of land registration. iv) Based on specific criteria determine aspects of the land registration process to be cost subsided.	**MLHUD**	**X**	**X**		SLAAC in NDP IV is allocated 70B over a period of 4 years.
d)	Undertake measures for quality assurance and institutional alignment in the land registration process.	i) Reinforce the monitoring role of the Land Inspection Department in land registration process. ii) Increase public awareness on the land registration services. iii) Train and retool all land administration institutions	**MLHUD**	**X**	**X**		Costed in NDP IV at 5B/ year for 5 years.
8.6. Uganda National Land Information System (Ug. NLIS).							
a)	Harmonize and integrate the Ug.NLIS with relevant data bases to support land effective administration functions.	i) Develop a system integration and data-sharing strategy. ii) Develop a comprehensive Data Protection Strategy. iii) Integrate and link the Ug. NLIS with data across MDAs. iv) Provide continuous capacity building for land v) professionals for the smooth operation of the Ug.NLIS.	**MLHUD**	**X**	**X**		All activities ongoing- routine work of the technical officers at the Ug. NLIS.
b)	Review existing land laws to conform with technological advancements.	i) Review and amend the Land Act Cap 236, RTA Cap 230, and Survey Act 241 to accommodate the digitized Ug.NLIS. ii) Review the Electronic Signature Act Cap 98 and the	**MLHUD**	**X**	**X**		Strategy costed under 8.1.b), c) and d).

	Electronic Transaction Act Cap 99 to incorporate land transactions.					
c) Reaffirm the ministry responsible for lands as the of host the National Spatial Data Infrastructure and use the Ug.NLIS as the foundational data base.	i) Expediate the finalization of the National Spatial Data Infrastructure policy. ii) Develop the legal and regulatory framework for the National Spatial Data Infrastructure. iii) Develop a system integration and data sharing strategy to link and improve the operations of MDAs. iv) Develop and integrate a comprehensive geospatial metadata and geospatial web portal.	**MLHUD**	**X**	**X**		Action i) costed under 8.1.a) Action ii) costed under 8.1.c) Action iii) is an ongoing activity. Action iv) is an ongoing activity.
8.7. Land Dispute Resolution.						
a) Prioritize the management and resolution of land disputes and conflicts.	i) Encourage the Judiciary to proactively apply the re-engineered mediation committees to manage and resolve land cases and case backlog. ii) Build capacity for ADR on land matters and application of the principles of natural justice. iii) Support customary/traditional institutions to manage and resolve land cases through mediation. iv) Expedite the approval of the National Legal Aid Policy.	**MoJCA** **MLHUD** **CSOs**	**X**	**X**		i) Action i) is funded under the Judiciary and does not need to be costed here. ii) Actions ii), and iii) in NDP IV – implementation of ADR in land administration is allocated 2B/ year for 5 years. iii) Action iv) is costed under 8.1.a)
b) Define and streamline the hierarchy of land dispute resolution structures outside of the Judiciary.	i) Conduct a study on these land dispute resolution structures as a basis for defining the hierarchy. ii) Amend the relevant legal framework to provide for and streamline the operations of these structures. iii) Strengthen coordination and collaboration with land justice actors.	**MLHUD** **CSOs**	**X**	**X**		i) Consultancy for the study estimated at a lumpsum of 50M ii) Action ii) costed under 8. 1 b)
c) Review and amend the regulatory framework to recognize and functionalize traditional/cultural institutions as courts of first instance over customary land.	i) Amend Sections 88 and 89 of the Land Act Cap 236 to provide for traditional institutions as mediators over matters arising out of customary tenure. ii) Amend Section 89 (1) to define who appoints the mediators. iii) Develop guidelines for informal justice mechanisms to deliver land justice.	**MLHUD**	**X**	**X**		i) Actions i) and ii) are costed under 8.1 b) ii) Action iii) is costed under 8.1.c)
8.8. Land Administration Institutions						
a) Provide adequate funding and other resources for land administration institutions.	i) Develop a justification for a plough back or retention at sources of revenues generated by the local governments from land services (DLBs, DLOs, ALCs. Physical Planning Committees and Office of the Recorder). ii) Improve coordination on roles and supervision between MLHUD, MZOs and District Land Offices. iii) Improve budgetary allocation to DLBs, through Ministry of Local Government.	MLHUD	X	X		i) Action i) Consultancy estimated at a lumpsum of 100M ii) Actions ii) and ii) should be addressed by technical officers as part of their routine work- not costed.
b) Regulate charges by DLBS, ALCs and LCs payable by applicants in respect of land administration services rendered.	i) Amend the Land Regulations to define categories of charges and fees payable by applicants. ii) Amend the Local Government Regulations to regulate fees payable to local councils for land administration services as guided by MLHUD.	MLHUD	X	X		i) Actions i) and ii) all costed under 8.1 d).
c) Strengthen the capacity of land administration institutions through training and capacity development.	i) Review and amend land regulations on the qualification of DLBs and ALCs. ii) Amend the Local Government Act to include land administration functions in the roles of the SAS. iii) Undertake an assessment to review the placement of the	MLHUD	X	X		i) Action i) is costed under 8.1.d) ii) Actions ii), and iv) are costed under 8.1 b) iii) Action iii) the Assessment is estimated to cost 20M iv) Action v) partially costed under NDP IV with

	Recorder at the Subcounty or District level. iv) Review Section 65 of the Land Act Cap 236 to raise the qualifications of the members of ALCs. v) Provide the necessary training and equipment to Recorders for the performance of land administration services. vi) Enforce technical supervision and oversight for DLOs, DLBs, ALCs and Sub-County Physical Planning Committees.					an allocation of 5B/ year for 5 years under retooling and training land administration institution. v) Action vi) should be addressed by technical officers as part of their routine work- not costed.
8.9. Uganda Land Commission						
a) Develop a comprehensive legal and regulatory framework for the Uganda Land Commission.	i) Expedite the enactment of the Uganda Land Commission law ii) Develop the attendant Rules and Regulations.	MLHUD	X	X		i) Action i) is costed under 8.1 c) i) Action ii) is costed under 8.1 d)
b) Provide for the full implementation of the Land Fund Regulations (SI 17 of 2014)	i) Capitalize the Land Fund on the basis of: a) Develop a record of registered land owners and the lawful tenants/ bonafide occupants to determine the amount required to compensate. b) Determine the level of occupancy on all registered land. ii) Conduct a study and consult stakeholders on the feasibility and viability of partnerships with financial institutions as an option of operationalizing the land fund. iii) Implement the Land Fund Regulations 2014 (SI 27). iv) Develop an Action Plan for the implementation of the Land Fund Regulations (SI 17 of 2014)	MLHUD MFPED	X	X		i) Action iv) is costed under 8.1 d) ii) Action ii) study on operationalizing the land fund estimated at 50M iii) Action i) requires an assessment for sub actions a) and b) to be realized. The assessment is estimated at a cost of 200M.
8.10. Corruption, Transparency and Accountability						
a) Amend the law to provide for personal liability against land administration officers for abuse and misuse of office.	i) Amend the Land Act CAP 236 Section 91. ii) Amend the Anti-Corruption Act Cap 116 Section 11. iii) Amend the RTA Cap 240 Section 175. iv) Amend the IGGs Act Cap 32 Section 19. v) Amend Penal Code. vi) Amend Governments Proceedings Act Cap 287 vii) Investigation and prosecute corruption cases	MLHUD	X	X		Actions i) to vi) costed under 8.1.b) of this IAP.
b) Leverage technology in land administration processes towards fighting corruption.	i) Complete the digitization, digitalization and digital transformation of land administration processes. ii) Create public portals (online) for access to land services information to minimize human interaction. iii) Provide for adequate financing of land administration institutions and personnel. iv) Strengthen and finance the land inspection department to ensure effective supervision and quality control.	MLHUD	X	X		Actions i) and ii) are ongoing activities- not costed Action iii) costed under 8.8 a) of this IAP Action iv) costed under 8.8 c) vi) of this IAP