



**THE UGANDA NATIONAL LAND POLICY
IMPLEMENTATION ACTION PLAN
2015/16 – 2018/19**

Ministry of Lands, Housing and Urban Development

5 March 2015

Foreword

The Uganda National Land Policy (NLP) was approved by Cabinet in February 2013. In Uganda, land continues to be a national priority, as it is the most essential pillar of human existence and national development. The National Land Policy harmonises the diverse needs for human settlement, production, and conservation by adopting best practices in land utilisation for the purpose of growth in the agricultural, industrial, and technological sectors. The adoption of the NLP marked the end of a comprehensive process of national consultations and debates on the appropriate course of action needed to address Uganda's land question as well as the historical challenges of sustainable use of land and land governance. The policy reflects the views of all Ugandans based on stakeholder input secured from countrywide consultations, memoranda, and submissions from various institutions, and Ugandans in the diaspora.

The Uganda National Land Policy implementation framework provides for a phased approach to comprehensive implementation of reforms for the revitalisation of the land sector for immeasurable economic and social benefits. This involves the conversion of policy principles, statements, and strategies into a comprehensive program of land reform clearly outlined in the NLP Implementation Action Plan. This step could not be delayed as the cost of delay and inaction is high both in socio-economic and political terms.

After approval of the policy by Cabinet, my Ministry instituted an Interim Technical Implementation Committee (ITIC) and a Secretariat to oversee the process and guide in preparation of a systematic framework for implementation of the reforms envisaged by the National Land Policy. The participation of key stakeholders was sought and enhanced by encouraging regular consultations and dialogue during the preparation of this plan.

This costed NLP Implementation Action Plan is a deliberate move on the part of Government to address major challenges that have hindered the implementation of land reforms for optimum utilisation of land and land based resources for socio-economic development and transformation of the country. The Government, on its part, will provide an enabling policy environment through the establishment of essential institutions and the provision of sufficient financial support. Other stakeholders are called upon to identify areas for collaboration and build synergies with the Ministry in the implementation of the NLP.

In this way, I am confident that we shall collectively achieve the vision of the National Land Policy of "a transformed Ugandan society through optimal use and management of land resources for a prosperous and industrialised economy with a developed services sector" as we contribute to the realisation of the NDP and Vision 2040.



Daudi Migereko, (M.P)

MINISTER OF LANDS, HOUSING AND URBAN DEVELOPMENT

Executive Summary

The Uganda National Land Policy (NLP) Implementation Action Plan is a deliberate resolution by the Government of Uganda to address major challenges that have hindered the implementation of land reforms, thereby impeding the optimal utilisation of land for socio-economic development and transformation. Although successive post-independence governments have made numerous efforts to streamline land governance and reconfigure the role of land in national development, the majority of these efforts have failed to address underlying issues and have thus remained unimplemented to date. The Land Reform Decree of 1975 provides an example of one such failed effort that was a missed opportunity for Uganda.

In order to circumvent known implementation challenges, Chapter 7 of the NLP provides for a phased approach to implementing reforms that will revitalise the land sector and bring about immeasurable economic and social benefits. NLP implementation involves the conversion of policy principles, statements, and strategies into a comprehensive program of land reform. This phased approach was deemed necessary as the cost of inaction or delay in action is high both in socio-economic and political terms. Therefore, this Implementation Action Plan for Phase One draws out Priority Areas of engagement based on an assessment of the legislative, financial, institutional, personnel, and infrastructure requirements over the first three years. The Action Plan also presents a programme of activities based on the strategies outlined in the policy; these activities are sequenced and prioritised into Programme Areas. Developing and sustaining sufficient institutional capacity and coordination to ensure cohesive and efficient implementation of the reforms and supporting activities is a priority consideration guiding NLP implementation. For this reason, the establishment and capacity development of an institutional unit within the Ministry of Lands, Housing, and Urban Development (MLHUD) to oversee and coordinate NLP implementation is the foundational aim of the initial implementation efforts.

This NLP Implementation Action Plan is divided into five chapters. Chapter 1 presents an overview of the National Land Policy. Chapter 2 describes an Implementation Action Plan Matrix, which details the comprehensive set of actions required to achieve the goals, policy objectives, and strategies stipulated under each of the seven Frameworks presented in the NLP. The purpose of presenting the Action Plan in this way at the onset is to ensure that these actions can be directly linked to the specific Framework in the NLP so as to determine the comprehensiveness and completeness of the proposed actions. The Matrix is presented in full in Annex 1. Chapter Three presents the full Programme of Reform derived from the Implementation Action Matrix for a period of three years (Phase One). Twelve Programme Areas, comprising the full range of actions for implementation during years 1-3, are highlighted and costed in detail (see Annex 2).

Chapter Four presents the criteria for prioritising implementation activities during Phase One. These criteria are used to support the development of detailed work planning for years 1 - 3. Chapter Five deals squarely with costing and financing this Implementation Action Plan, by detailing the procedure for costing and budgeting, outlining the summary of costs, and presenting a rationale for public investment in the Programme of Reform and in the Programme Area activities.

Table of Contents

Foreword.....	i
Executive Summary	iii
1. OVERVIEW OF THE NATIONAL LAND POLICY	1
2. IMPLEMENTATION ACTION PLANNING FROM THE NLP FRAMEWORKS.....	3
2.1 The NLP Framework.....	3
2.2 Constitutional and Legal Framework.....	3
2.3 Land Tenure Framework.....	3
2.4 Land Rights Administration Framework.....	4
2.5 Land Use and Land Management Framework	4
2.6 Regional and International Framework.....	4
2.7 NLP Implementation Framework.....	4
3. THE NLP LAND REFORM PROGRAMME	5
3.1 Criteria for Designation of Programme Areas.....	5
3.2 Programme Areas for NLP Implementation.....	5
4. PRIORITISED ACTIONS FOR NLP IMPLEMENTATION: YEARS 1- 3	11
4.1 Criteria for Prioritisation of NLP Actions: A Multiple Lens Approach.....	11
4.2 NLP Priority Actions for the First Three Years	13
5. COSTS AND FINANCING OF NLP IMPLEMENTATION	25
5.1 Budgeting and Costing	25
5.2 Summary of Costs	26
5.3 Rationale for Investment in NLP Implementation	27
5.3.1 Potential to Leverage other Productive Sectors	27
5.3.2 Contribution of Land Sector to GDP	27
5.3.3 Real Estate and the Macro Economy in Uganda.....	28
5.3.4 Observance of International Standards and Obligations	29

Annexes:

Annex 1: National Land Policy Implementation Matrix

Annex 2: Cost of the Reform Programme for Three Years (in US\$ '000')

1. OVERVIEW OF THE NATIONAL LAND POLICY

The Uganda National Land Policy (NLP) was approved by Cabinet and published in February 2013. The adoption of the NLP marked the end of a comprehensive process of national consultations and debates on the appropriate courses of action needed to address the historical challenges of sustainable use of land and land governance. Key among these challenges are the increased pressure on land resources due to the doubling of Uganda's population and an increase in conflicts and disputes between different categories of land users. In this regard, the NLP is a framework policy instrument designed to address current and future challenges so that land governance may provide a solid foundation for socio-economic development and transformation in Uganda.

In all respects, the 1995 Constitution sought to redefine the rules governing land tenure and the attendant rights of land ownership, land use, and access to land. The Constitution sought to restore citizenship by guaranteeing ownership of land through the multiple tenure systems enshrined in article 237. The Constitution also provided a solid foundation for the effective governance of natural resources by establishing a trust-beneficiary relationship between the State and the citizens with regard to natural resources. Subsequent legislation, in particular the Land Act of 1998, sought to operationalise the constitutional provisions on land. In spite of these positive legislative and constitutional developments, further elaboration was needed to address historical injustices related to land to address multiple and overlapping land rights, secure and safeguard the land rights of women and minority groups, and establish an effective and efficient land governance framework.

These issues take place within the context of a developing national policy framework articulated through a series of macro-policy instruments adopted over the past decade, including the National Development Plan (NDP) and the Uganda Vision 2040. These instruments, respectively, articulate Uganda's medium- and long-term vision to achieve social, economic, and political transformation. Uganda's Vision 2040 envisions "A transformed Ugandan society from a peasant to a modern and prosperous country within 30 years." Indeed, it calls for the land sector to "Make land reforms to facilitate faster acquisition of land for planned urbanisation, infrastructure development, and agricultural commercialisation, among other developments." In the same spirit, the NDP echoes this Vision and expressly acknowledges that land management and administration, physical planning, and urban development "play an important role in GDP the generation and growth as well as employment and prosperity for all."

The NLP draws its policy principles and strategies from both the Constitution and these macro-policy development instruments. The vision of the NLP is "a transformed Ugandan society through optimal use and management of land resources for a prosperous and industrialised economy with a developed services sector." The goal of the NLP is "to ensure efficient, equitable, and optimal utilisation and management of Uganda's land resources for poverty reduction, wealth creation, and overall socio-economic development." The NLP provides the framework for land tenure management and a land governance regime necessary for making progress and attaining the growth called for by Vision 2040.

The NLP is divided into chapters that, beyond the first chapter, are ordered around land-related thematic frameworks. The first chapter covers the background to the policy. Within each subsequent chapter is a brief introduction to the framework issues and situation analysis. The chapters are then divided into subthemes. Under each subtheme are a brief description of the issue or current situation, one or more policy statements, and one or more strategies intended to address the issues and to improve the current situation. The strategies are at their core “action statements” that describe what needs to be done to effectuate the policy statement. The Frameworks covered in the NLP are:

1. National Land Policy Framework;
2. Constitutional and Legal Framework;
3. Land Tenure Framework;
4. Land Rights Administration Framework;
5. Land Use and Land Management Framework;
6. Regional and International Framework; and
7. NLP Implementation Framework.

The objectives of Uganda’s NLP are to:

- Stimulate the contribution of the land sector to overall socio-economic development, wealth creation, and poverty reduction in Uganda;
- Harmonise and streamline the complex tenure regimes in Uganda for equitable access to land and security of tenure;
- Clarify the complex and ambiguous constitutional and legal framework for sustainable management and stewardship of land resources;
- Redress historical injustice to protect the land rights of groups and communities marginalised by history or on the basis of gender, religion, ethnicity, and other forms of vulnerability to achieve balanced growth and social equity;
- Reform and streamline land rights administration to ensure the efficient, effective, and equitable delivery of land services;
- Ensure sustainable utilisation, protection, and management of environmental, natural, and cultural resources on land for national socio-economic development;
- Ensure planned, environmentally-friendly, affordable, and orderly development of human settlements for both rural and urban areas, including infrastructure development; and
- Harmonise all land-related policies and laws and strengthen institutional capacity at all levels of Government and cultural institutions for sustainable management of land resources.

This NLP Implementation Action Plan uses the NLP’s Frameworks as its starting point for laying out the full complement of actions that are required to implement the NLP. These actions are then sorted into Programme Areas to be rolled out through a three-year phased implementation approach. This phased approach will accommodate the extensive program of reforms envisaged in the NLP. These reforms will extend beyond three years; provision is made for review and planning activities at the end of year three to facilitate strategic and coordinated implementation in phase two. A full review and revision of NLP implementation is expected after year 10.

2. IMPLEMENTATION ACTION PLANNING FROM THE NLP FRAMEWORKS

This NLP Implementation Action Plan uses the NLP's Frameworks as its starting point for laying the full complement of actions that are required to implement the NLP. Each key activity found in the Action Plan is derived directly from the NLP itself. As described in the preceding chapter, the comprehensive reforms presented in the NLP comprise seven Frameworks. This chapter describes in brief each of the seven Frameworks articulated within the NLP.

A NLP Implementation Matrix, which elaborates the specific policy measures, expected results, activities, and proposed timing for each of these seven Frameworks, is presented in Annex 1. The purpose of presenting the Matrix is to enumerate the NLP implementation activities corresponding to the policy frameworks articulated in the NLP, so as to demonstrate the source of each set of activities. Activities outlined in Annex 1 are cross-referenced with Annex 2 such that costed activities for Phase 1 can be readily traced back to their origin in specific NLP policy statements.

2.1 The NLP Framework

The NLP Framework outlines the vision, goal, objectives, and principles that underpin the NLP. The NLP vision places land at the centre of national development, emphasizing land as a pillar for societal transformation central to the modernisation of agriculture, protection of the environment, and planning of human settlement. Any actions to implement the stated objectives of the policy ought to focus on streamlining the attributes stated in the policy implementation process. These broader objectives are the focal point of the actions to implement the NLP laid out in the Matrix in Annex 1.

2.2 Constitutional and Legal Framework

The NLP is derived from the constitutional framework established in 1995 and seeks to resolve outstanding ambiguities that were not resolved or were created by the 1995 Constitution. Under this Framework, the NLP provides guidance on addressing issues related to: the residual sovereignty over land; the power of compulsory acquisition; public regulation of land use and development; land taxation; public trust over natural resources; the relationship or distinction between public land and government land; ownership of minerals and petroleum; and land tenure regimes. The Matrix in Annex 1 presents the actions required to implement the NLP's Constitutional and Legal Framework.

2.3 Land Tenure Framework

The NLP articulates the principles of a good land tenure system to guide tenure reforms that define the attributes of the bundle of rights under each of the tenure regimes recognised in the Constitution. Besides these tenure regimes, the Land Tenure Framework also recognises other important dimensions of tenure rights including those regarding: common property resources in private land; ethnic minorities; pastoral communities; women; children; dwellers in informal settlements and slums; and vulnerable groups. This section further addresses fundamental policy issues related to: the restoration of assets and properties of traditional rulers; the Kibaale land question; land markets; access to land for investments; land fragmentation; and measures for protecting and promoting land rights. These actions are presented in the Matrix in Annex 1.

2.4 Land Rights Administration Framework

The Land Rights Administration Framework addresses the challenges brought by two parallel systems that constitute Uganda's land registration and administration system. The policy statements and strategies under this section provide a basis for actions to resolve issues of land rights insecurity that result from such a system. In this regard, actions derived from the NLP frameworks address issues related to: land rights delivery; demarcation, survey, and mapping; the land information system; land dispute resolution; and generation of revenues from land and land services.

2.5 Land Use and Land Management Framework

This Policy Framework seeks to address the institutional challenges for land use and land management in Uganda. It addresses issues related to: land use and land development; optimal use and management of land; integration of land with other sectors; land use planning and regulation; land quality and productivity assurance; the management of natural resources and the environment; and additional issues related to human settlement, agriculture, and climate change. In addition, the Government makes a commitment to establish a harmonised and integrated institutional framework for efficient use, appropriate stewardship, and effective management of land-based natural resources. The Matrix in Annex 1 presents the actions required under the Land Use and Land Management Framework.

2.6 Regional and International Framework

The NLP recognises that Uganda is party to a number of regional and international legal instruments that have implications for sustainable use of land, land-based resources, and land governance. These instruments commit Uganda and other signatory states to evaluate their land use in the context of important international development objectives such as: guaranteeing food security; reducing extreme poverty and hunger; addressing the challenges posed by climate change; conserving biological diversity; resolving trans-boundary conflicts; achieving gender equality and equity; protecting human rights; and preventing forced evictions, as well as guaranteeing security of tenure.

2.7 NLP Implementation Framework

This Framework recognises the value and implications of the implementation of land reforms adopted in the NLP, as these require the conversion of policy principles, statements, and strategies into a comprehensive programme of land reform. Consequently, this part of the policy provides guidance regarding the need for costing the implementation of reforms based on a comprehensive implementation action plan to be developed. In addition, the policy requires actions to ensure the delivery of public education on land, participation of all stakeholders, and development of a monitoring and evaluation framework. To this extent, the adoption of the NLP secured the commitment of the Government of Uganda to implement "game changing" reforms to revolutionise Uganda's land sector. The establishment of a National Land Policy Implementation Unit (NLPIU) is a key component of the NLP strategy to ensure the effective and efficient implementation of the NLP. The Matrix in Annex 1 presents a set of actions that the Government will undertake to implement the NLP.

3. THE NLP LAND REFORM PROGRAMME

The NLP lays out a set of Frameworks for comprehensively addressing the current land-related policy challenges in the country. The NLP Implementation Action Plan Matrix lays out in detail the actions under each of these Frameworks that are needed to ensure that the Policy is fully implemented. The IAP has been prepared under Programme Areas that will provide an organisational structure to facilitate the effective and efficient implementation of identified actions.

3.1 Criteria for Designation of Programme Areas

The implementation actions were grouped into Programme Areas according to the following criteria:

- i. Actions that may be categorised as start-up activities to set in motion the process of NLP implementation;
- ii. Actions focusing on capacity building in both the public and the private sectors;
- iii. Actions relating to the implementation of activities across various Policy Frameworks and that may be undertaken through administrative actions;
- iv. Actions requiring the review, reform, or establishment of new institutions;
- v. Actions requiring the enactment of new legislation, amendment of existing laws, or the amendment of the Constitution;
- vi. Actions involving research, reviews, and studies to generate evidence and guide decision-making;
- vii. Actions involving the review and harmonisation of existing policies or promulgation of new policies; and
- viii. Actions focusing on land rights civic education, and land rights education and awareness.

3.2 Programme Areas for NLP Implementation

Applying the criteria described above to the implementation actions outlined in the NLP Implementation Matrix yielded twelve major Programme Areas as described below:

1. Administrative Measures Needed for Coordinated NLP Implementation

The NLP calls for a number of start-up and enabling actions – early investments in management, administration, technical design and oversight, and monitoring and evaluation expertise – to be done early in the implementation process and sustained over the following years. These actions are critical to supporting the proper design and efficient implementation of activities. The National Land Policy Implementation Unit (NLPIU) of the Ministry of Lands, Housing and Urban Development (MLHUD) is the central actor in facilitating these enabling actions. These actions will focus on the full spectrum of land sector reform efforts that may be delivered under all funding vehicles and with the support of any of the participating development partners.

Uganda's National Land Policy (NLP) was adopted "to ensure efficient, equitable and optimal utilization and management of Uganda's land resources for poverty reduction, wealth creation, and overall socio-economic development of the country". The realisation of this vision will transform the land sector in terms of the use and management of Uganda's land resources. The implementation of the NLP will comprise numerous supporting reforms and policies, and significant institutional development, coordination and capacity building across the land sector and other productive sectors. The complexity of the task calls for proactive measures to support clear information flow and policy implementation coordination. Towards this end, the NLP provides for the establishment of a National Land Policy Implementation Unit (NLPIU) to ensure the effective and efficient implementation of the NLP.

The mandate of the NLPIU is to ensure effective land governance and policy implementation coordination. The unit will act as the clearinghouse for all land-related policies and activities, and will serve as a coordinating entity for all institutions, bringing together key actors from the relevant agencies and institutions that will be involved in the various aspects of NLP implementation. The NLPIU is critically important to the success of NLP implementation. It will serve as a model for other institutions; and it will create time-saving and fiscally responsible efficiencies.

Responsive to the Multi-Sectoral Approach of the NLP

The status of land resources is an important determinant of the health and vitality of productive sectors, such as agriculture, livestock and fisheries, energy, minerals, water, wildlife, forestry, and human settlements. The land sector must, therefore, play a crucial role in the development of these productive sectors and in providing leverage in poverty reduction, the promotion of governance and social justice, political accountability and democratic governance, the management of conflict and ecological stress, and the modernization of the economy as whole. This view of the land sector, which is strongly emphasized in the Vision 2040 priorities, as well as in the regional and international discourse on the Sustainable Development Goals (SDGs), is embraced by the NLP, and will be realized through the creation of a vibrant NLPIU as its implementing entity.

A Model for Public Sector Services Delivery

The NLPIU will serve as a model for public sector services delivery, demonstrating the potential for improved coordination, efficiency, and clarity that can result from having a single entity responsible for oversight of the implementation of a complex set of reforms. NLPIU innovation will provide an example of good practices in institutional development and efficiency that other sectors can learn from and seek to emulate.

Creating Value for Money by Avoiding Duplication

A common pitfall among public institutions is inefficiency and waste resulting from redundancy and poor coordination. By providing a centralised oversight and planning mechanism, the NLPIU will avoid such duplication, improving fiscal responsibility and the speed and effectiveness of land services delivery.

Developing and sustaining sufficient institutional capacity and coordination to ensure cohesive and efficient implementation of the reforms and supporting activities is of the highest priority guiding NLP implementation. For this reason, the establishment and capacity development of the NLPIU within the Ministry of Lands, Housing, and Urban Development (MLHUD) to oversee and coordinate NLP implementation is a foundational aim of the initial implementation efforts.

The National Land Policy presents a new strategy for land governance, and as such will require revisions to and improved coordination of current institutional arrangements for the sector functioning under LSSP. The NLPIU will provide support to land administration and land dispute structures and will employ a sector-wide and cross-sector approach that will ultimately support restructuring and capacity building in the sector for longer-term sustainability. Key activities under the NLP, such as the development and coordination of the Land Information System, putting in place of the National Land Information Centre and the Storage and Archival Centre, and multi-sectoral coordination, will be critically important enabling actions to support the modernization of the sector.

To accomplish its cross-cutting and coordination objectives, the NLPIU will be staffed by land officers having a range of specialisations, so as to fulfill the mandate of the unit as laid out in the NLP. NLPIU staff will carry out legislative drafting necessary to implement the land policy, secure funding to support the implementation of the NLP, develop strategic and capacity development programmes for the sector, develop and oversee the implementation of civic education and public awareness strategies, and monitor progress and evaluate the effectiveness of NLP implementation. To promote improved services delivery in the sector, the NLPIU will include staff specializing in business development and technical service delivery. Appropriate staffing will also ensure that all programmes take into account social development issues in their design and implementation. Substantive guidance over the various aspects of the reforms will be provided by Working Groups/Focus Groups, which will be coordinated by the NLPIU.

This Implementation Action Plan covers the first three years of NLP implementation. In the last year of this first phase, a review and strategic planning process will be carried out to guide the continuing implementation of the NLP in the next phase. At the time of this review, the IAP will be synchronized with the National Development Plan, covering a five-year period.

2. Capacity Building and Training Programme for Government, the Private Sector, Civil Society, and other Key Actors

The NLP implementation should be preceded by an extensive stakeholder identification process and sustained with capacity building and training. The actions designed under this programme also identify public and private partners and participants within the land sector and other productive sectors in the Ugandan economy. The targeted audiences will receive information about NLP implementation and have their capacity developed such that they can participate in and benefit from the changing land sector. This will necessarily be an on-going process as stakeholders' identification, sensitisation, and training are continuous. For example, as customary rights are formalised, community elders and smallholders will need to be engaged in response to

their new roles as rights adjudicators and land rights holders. This set of actions will also address the need for more integrated approaches to land use planning and regulation.

3. *Promotion and Protection of Women's Secure Rights and Access to Land*

The NLP recognises the value and benefits of secure rights and access to land for women as members of households, families, and communities. Addressing the gender differences that exist across Uganda's land sector requires specialised training and additional resources directed toward dealing with women as both a discrete group and as members of households and communities. In order to reach and benefit women, land administration and other land sector services must be shaped with a special emphasis on women's status and situation within communities. As well, land administrative staff should include women in order to better serve women's land-related needs. Similarly, to be effective, all actions that address customary access and rights to land will need to be informed by investigations that focus with particularity and specialised expertise on women's status and rights within customary settings. The entire course of NLP implementation will require a particularised emphasis on women's access and secure rights to land.

4. *Land Disputes and Land Conflicts Resolution Programme*

Existing and latent disputes over land access and rights could potentially ignite conflicts that pit both citizens against other citizens and citizens against the government in ways that could disrupt the fabric of society and slow or reverse economic development. It is imperative that both the reality and appearance of swift, uniform, and transparent paths to dispute resolution be made available as early in the NLP implementation as possible. A variety of formal and traditional approaches will likely provide the most immediate and sustainable mechanisms; these services must be available to all. Land rights holders must feel secure and empowered in their ability to raise disputes and seek resolution. Enforcement of decisions must be universal, certain, and swift.

5. *Institutional Reform and Land Services Delivery Programme*

New land administrative and other land services systems and structures will be required for NLP implementation, and existing institutions will require restructuring and rebranding to meet new needs and to rise to higher levels of efficiency and customer service. In some cases, new enabling laws will be enacted. Under all circumstances, the recruitment and training of new staff will be needed. The needed institutional reforms will likely be extensive, and the changes will not necessarily be easy to implement, given the lengthy procedures and structures in the public service.

6. *Land Tenure Regularisation and Securing of Land Rights*

A number of land rights will need to be recognised and formalised over the lifespan of the NLP implementation. Customary community and individual rights; tenant rights; rights transitioning from informal tenancy to formal freehold tenancy; absentee landlord rights; rights to resettlement and/or compensation; and other rights are addressed through this Programme Area. Some progress has been made by way of land formalisation pilots undertaken during the land component of the World Bank's Second Private Sector Competitiveness Project (PSCP II), but

the complexity of the various land tenure regimes, and the level of resources needed to identify and formalise rights, create a complicated and daunting task. Systematic legal and regulatory reform informed by accurate data will need to precede the design of formalisation approaches. Women's access and right to land will need to be accommodated through careful study and implementation interventions designed to address gender issues with emphasis and nuance.

7. Legal and Regulatory Reform Programme

Many legal and regulatory reforms will be required over the course of the NLP implementation. Some of these will need to be done early in the NLP implementation process to provide the needed enabling landscape, while others can only begin after impacts of NLP implementation begin to accrue. In approaching the legal and regulatory reform process, it will be important to recognise that the needed reforms should be expedited through the legislative and rulemaking processes. Careful drafting, synthesis, and coordination of all legal reforms will be an essential and vital function for the NLPIU formed and staffed under the first NLP action component. The envisaged reforms will only be completed within the scheduled timeframe if actors are able to achieve: close coordination; a shared understanding of what reforms are required; and full agreement on the content, timing, and order of the legislative tasks. Finally, a process for sensitisation and briefing of key parliamentary actors will be an on-going requirement because securing full parliamentary endorsement will be an on-going NLPIU responsibility.

8. Research and Studies Programme

A number of research and studies will be required to shape NLP implementation. Much of the needed research and many of the studies are included within the NLP components described in this Implementation Action Plan. The NLPIU will collaborate with the research specialists and consultants in carrying out the envisaged research and studies in the land and related sectors. Stakeholder engagement will be undertaken to ensure stakeholder buy-in and concurrence with the findings and recommendations of the research, and collaboration in their implementation.

9. Policy Reform Programme

The NLP proposes a number of policy reforms touching on a wide range of areas. Reforms are envisaged to, among other things: ensure that all sectoral policies are brought into conformity with the NLP; lead to the formulation of new policies to ensure the comprehensiveness of the reform programme; as well as ensure that Uganda's land related policies are consistent with its existing regional and international commitments and obligations.

Some constitutional amendments will be required and policy reforms will need to be made across the land sector and within other productive sectors for effective NLP implementation. The policies and provisions to be reviewed as well as those to be formulated are listed in the NLP Implementation Action Plan Matrix.

10. Land Rights Civic Education and Public Awareness

A comprehensive land rights civic education and public awareness programme will be essential to mobilise citizens to support the reform programme and to increase demand for transparency and accountability in the implementation of the NLP. Through such programmes, citizens will be able to understand the relationship between land rights, land productivity, and the importance of land as a foundation for economic development and social, economic, and political transformation.

11. Fulfilling Regional and International Obligations

Uganda is a party to a variety of regional and international legal instruments that have implications for sustainable use of land and land governance. These instruments commit Uganda and other signatory states to use land in order to achieve important international development objectives such as: guaranteeing food security; reducing extreme poverty and hunger; addressing the challenges posed by climate change; conserving biological diversity; resolving trans-boundary conflicts; achieving gender equality and equity; protecting human rights; and preventing forced evictions, as well as guaranteeing security of tenure. The actions undertaken under this Programme Area will facilitate compliance with these obligations.

12. Land Use and Land Management Reforms

In addition to the activities in the aforementioned Programme Areas, key actions must be taken to ensure the efficient use and management of land so as to promote sustainable land development for the rational, effective, and efficient management of land resources.. Such actions will include support for integration and coordination of the land sector; integration of climate change mitigation and adaptation efforts into the land sector; supporting land development and physical planning; and supporting additional activities such as the establishment of a land bank.

The twelve Programme Areas described above define the activities and actions to be undertaken over the course of the NLP reform programme. From this comprehensive set of actions, the following chapters set out the set of actions identified for prioritised implementation (Chapter 4), a discussion of costs of implementation (Chapter 5), as well as cost estimates for the full programme (Annex 2) of activities to be undertaken during Phase One (years 1-3) of NLP implementation.

4. PRIORITISED ACTIONS FOR NLP IMPLEMENTATION: YEARS 1- 3

In recognition of the resource and capacity limitations for implementing the range of actions proposed, a phased approach will be taken for implementing the NLP over the next decade and beyond. Toward this end, prioritisation of the proposed actions under each of the Programme Areas is needed to enable a phased implementation in 3-year periods. This chapter outlines the criteria for prioritizing implementation actions and lists the set of actions that will be prioritised for implementation over the immediate- to short-term period of up to three years. While these are not the full set of actions needed to implement the entire NLP, these actions are required to enable, set the stage for, and make a significant progress towards full realisation of the NLP vision, goals, policy objectives, and strategies over the ten-year implementation period.

4.1 Criteria for Prioritisation of NLP Actions: A Multiple Lens Approach

The following “lenses” were adopted as a basis for assigning priority to each of the actions:

- i. *Conditional sequencing requirements:* This prioritisation lens focuses on the conditional realities of performing actions. That is, some actions must start and perhaps be completed before other actions begin. Sequencing of actions, at some level, is dictated by requisite conditions being met, such as milestones being reached. One form of conditional sequencing (used to create a theoretical delivery model) assumes unlimited resources, which of course is not the reality facing NLP implementers. However, this approach maps out all the actions and their relationships, yielding a hypothetical indication of the shortest possible period over which a program might be completed.
- ii. *National policy value areas:* Uganda’s NLP clearly articulates many values and describes the actions deemed necessary to achieve them. Resource and other limitations dictate that all actions cannot be undertaken and performed at once. Therefore, some values will be achieved (at least in part) before others. Furthermore, some values contained within the NLP are, to some degree, mutually exclusive. For example, equitable distribution of land assets and security of tenure for all users may not be entirely compatible with a desire for economic development and the “highest and best use” of land. A few of the other policy value areas included within the NLP are: attracting domestic and foreign investment; increasing agricultural productivity (by promoting scale farming, eliminating land fragmentation, modernising practices, etc.); improving natural resource management, regeneration, and preservation; and increasing the efficiency and organisation of planning and zoning. There are many others, and implementers are well aware that a sensitive balancing process is required.
- iii. *Alignment of likely donor and domestic funding priorities:* Donors seek to fund policy objectives and related actions that most closely align with their strategies and priorities. For instance, some bilateral and multilateral donors are more likely to fund policy objectives and underlying actions that promote domestic and foreign investment, call for the most efficient use of land resources, view land resources primarily as instruments of economic development, and facilitate scale farming. By contrast, other donors focus on democracy and rule of law, evolving economic development under an umbrella of equity (for women, disadvantaged groups, and others), and climate change. Yet others may

primarily support land-related reforms that are aimed at equity; women's land access and tenure security; free, prior, and informed consent; transparency; and due process of law.

- iv. *Potential for revenue generation:* Some policy actions are more likely than others to lead to revenue generation, and these can be prioritised over actions that are less self-sustaining. Revenue sources such as transaction tariffs, fees for services provided, and other sources are often seen as real opportunities when rolling out land policy reforms. Care will be taken to ensure that the desire for revenue generation does not push land-related activities into a grey, unrecorded market.
- v. *Content of other policies:* As mentioned previously, the NLP is clearly linked and crafted to support other national policies. Vision 2040, the NDP, and other policy presentations have influenced the NLP to the extent that there has been a clear prioritisation within these other policies, prioritisation of NLP actions can be derived from such instruments.
- vi. *Affirmative action opportunities:* Uganda's Constitution, land laws, and other policies expressly permit and sometimes call for affirmative action measures to be part of policy implementation. Indeed, the NLP itself promotes affirmative actions in order to redress historical disadvantage. Accordingly, those actions may merit prioritisation over NLP actions that are not expressly linked to calls for affirmative action. Some of the items to be achieved through affirmative action include women's access and secure rights to land, land rights of pastoral communities, children's land rights, land rights of ethnic minorities, and access and rights other vulnerable groups.
- vii. *Existence of political will:* The political will to support certain NLP actions over other actions can influence prioritisation. Fortunately, the NLP has received endorsement from H.E. the President of Uganda. The manifestos of all the major political parties pledge to undertake major reforms in the land sector. This apparent political consensus should go a long way towards galvanizing political will at all levels. However, political will can wax and wane, and implementers should therefore still consider how politics will influence implementation by way of election cycles, ministerial strength, electoral promises, political risks, and other political realities.
- viii. *Current strengths and weaknesses:* The order in which NLP actions are implemented will be impacted by, among other things, current strengths and weaknesses related to personnel numbers, expertise, and experience; organisational sophistication; and institutional capacity. . Indeed, human and institutional development and capacity receive a special emphasis from the Land Sector Strategic Plan (LSSP) II, the Competitiveness and Enterprise Development Project (CEDP) land component, and the NLP. In particular, investment in and development of NLPIU capacity will be an important pre-condition to implementation of follow-on NLP activities.
- ix. *Land sector risk areas:* Uganda's land sector faces challenges that could worsen without immediate attention, ignite conflict if not addressed – or show sign of being addressed – soon, and constrain much needed investment and development. These risk areas need to be assessed and prioritised for attention in an order dictated by the potential costs of

inaction in the immediate- to near-term and the probability of a risk evolving into an unacceptably high cost. For instance, land disputes and conflicting claims, if not addressed soon, present a near-term risk of turmoil and unrest. Unless tackled, widespread corruption in the under-resourced land administration agencies could undermine efforts to overhaul the national land registry and boost confidence in the system. Risk assessment and risk management must inform the order in which NLP actions are undertaken.

4.2 NLP Priority Actions for the First Three Years

Based on the criteria described above, the short-term actions were developed for each of the priority programme areas. Besides the “lenses” used in the prioritisation process described above, the content and ordering of the actions also takes into consideration the actions that are planned under the World Bank’s CEDP land component. There is no redundancy between the NLP actions shown below and the CEDP actions, as CEDP is one of the component programmes implementing the intentions of the NLP. As such, there is no duplication of efforts: CEDP, along with other programmes and projects, contributes to the implementation of the NLP. It is recognised that the prioritisation of NLP components and actions must be an on-going process, as there is real risk to fixating on an initial, one-time prioritisation and an unchanging, myopic dedication to the original ordering. Circumstances and contexts change; implementation itself creates the impetus for change. Therefore, the prioritisation must also change. The process of adjusting prioritisations must be deliberate and thoughtful, but it is essential that it is indeed a process of change.

The NLP priority areas and actions for implementation are described below. These priority areas make up the key Programme Areas under which planned implementation activities will take place. Estimated costs for the full programme of activities to be undertaken under each Programme Area in years 1-3 appear in Annex 2.

4.2.1 Administrative Measures Needed for Coordinated NLP Implementation

The NLP calls for a collection of start-up and enabling actions – early investments in management, administration, technical design and oversight, and monitoring and evaluation expertise – to be done early in the implementation process and then sustained over the coming years. These actions are critical to proper design and efficient implementation of the activities. The NLPIU will be the central actor in creating this needed platform. These enabling actions will be focused upon the full spectrum of land sector reform efforts that may be delivered under all funding vehicles and with the support of any of the participating donors.

The following actions will be implemented as start-up activities to accelerate the implementation of the NLP.

- i. Re-charter and expand the capacity of the NLPIU to spearhead and coordinate implementation of the NLP;
- ii. Establish a multi-sectoral and multi-disciplinary committee to interact with the NLPIU and to oversee the NLP implementation;
- iii. Develop and adopt a National Implementation Action Plan for the NLP;

- iv. Develop an Investment Plan for the NLP;
- v. Cultivate and manage widespread stakeholder partnerships and resource mobilisation;
- vi. Undertake an orientation of all MLHUD and NDP staff, the Ministry of Finance, parliamentary committees, and other Ministries and agencies charged with management and control of other productive sectors on the philosophy of the NLP, especially the direction set out in the NLP's vision, goal, objectives, and principles;
- vii. Design an effective and enduring institutional coordination mechanism for the implementation of the NLP;
- viii. Design and implement an M&E framework for the NLP implementation;
- ix. Strengthen the professional staffing of the NLPIU to oversee the following crucial cross-cutting elements of the NLP:
 - The design and implementation of an Information, Education, & Communication (IEC) strategy and action plan for the implementation of the NLP;
 - The design and monitoring of the implementation of initiatives to protect and improve women's land rights in the context of NLP implementation;
 - The monitoring and, where necessary, support of actions to advance the constitutional, legal, and regulatory reform process for the NLP; and
 - The design, implementation, and monitoring of capacity building and training initiatives needed to strengthen human resources for land administration and land management for the NLP.
- x. Review of NLP implementation to date and strategic planning for phase two. The resulting IAP document will cover a 5-year period, and will be synchronized with the NDP.

4.2.2 Capacity Building and Training Programme for Government, Private Sector, Civil Society, and Other Key Actors

The NLP implementation should be preceded by, and then sustained with, an extensive stakeholder identification, capacity building, and training process. The actions will be designed to identify public and private partners and participants in both land and other productive sectors within the Ugandan economy. Not only should these audiences receive information about NLP implementation but they should also have their capacity improved such that they can participate in and benefit from the envisaged land sector reforms. This will necessarily be an on-going process because, after initial stakeholder groups are identified and addressed, the newly implemented NLP components and actions will create new stakeholder groups that will merit sensitisation and training. For instance, as customary rights are formalised, community elders and smallholders will need to be engaged to support their new roles as rights adjudicators and land rights holders. This set of actions will also address the need for more sophisticated approaches to land use planning and regulation.

The following priority actions will be implemented under this area:

- i. Identify and create public private partnerships (PPP) in connection with the land rights delivery function;
- ii. Develop paths for integrating the land sector with other productive sectors;

- iii. Assist customary tenure institutions with fulfilling responsibilities linked to rights parsing, dispute resolution, and formalisation (while focusing on women's access and secure rights to land);
- iv. Create an active and well-regulated network of public, private sector, and CSO land-related service providers;
- v. Conduct a comprehensive study of human resource needs for the implementation of the NLP, including land administration and land management from an environmental point of view and strong gender expertise to help secure strong land rights for both men and women;
- vi. Analyse the options for providing training in the different skills at the appropriate levels, including training for land administrators (e.g. para-surveyors, land surveyors, valuers, and registrars), physical planners, lawyers, paralegals, judicial actors, the police, etc.); and
- vii. Build up the capacity of the land services providers to implement land laws, collect land-related fees, operate transparently, be accountable, and fight corruption.

4.2.3 Measures to Protect and Improve Women's Secure Rights and Access to Land

Research shows that when women have secure access and rights to land, household wellbeing increases and all members of the family benefit. Research also shows that if women are not specifically considered, with a special emphasis on the risks and opportunities that reforms pose to women in particular during the design and implementation of land reform interventions, women can end up worse off as a result of the reforms. Adequately addressing the gender differences in Uganda's various land tenure settings requires specialised training and additional resources directed towards dealing with women as both a discrete group and as members of households and communities. Land administration and other land sector services will only reach and benefit women when those services are shaped with a special emphasis that reflects women's status and situation within communities. Similarly, to be effective, all actions that address customary access and rights to land will need to be informed by investigations that focus with particularity and specialised expertise on women's status and rights within customary settings.

Additionally, land administrative staff should be composed of women in order to better serve the land-related needs of women. The actions overseen by specialised staff assigned to this priority area must span all NLP actions and include the design and oversight of special sets of gender-related interventions that will become an integral part of other NLP actions. Under any prioritisation scheme, the entire course of NLP implementation will require a particularised emphasis on women's secure access and rights to land.

The following set of actions will be implemented under this programme area:

- i. Ensure that neither formal nor customary rules and procedures impede the transfer of land to women and children;
- ii. Educate and sensitise the public on land-related gender discrimination;
- iii. Review and regulate implementation of customary rules to ensure that women's rights to family land are protected;

- iv. Build capacity and support the legitimate authority of customary leaders in upholding customary rules and respecting and strengthening the rights of women, children, and other vulnerable groups;
- v. Ensure the head of the family is held accountable in matters relating to his/her fiduciary duties over family land held in trust;
- vi. To redress gender inequity and inequality linked to inheritance and ownership of land:
 - Design and implement a regime of matrimonial property law aimed at the protection of spouses and domestic partners;
 - Make provision for joint or spousal co-ownership of family land and the matrimonial home;
 - Amend the Succession Act Cap162 to provide for the right to succession and inheritance of family land by women and children; and
 - Amend the Land Act Cap 227 to restore the consent clause to protect children under the age of 18 years;
- vii. To ensure that women are fully integrated in all decision-making structures and processes relating to access and use of land:
 - Meaningfully mainstream gender in development planning;
 - Actualise all international conventions ratified by the government that forbid discrimination against women and children and enforce all the principles therein;
 - Support the activities of the Equal Opportunities Commission as a specialised institution; and
 - Solicit the support of faith-based institutions and cultural leaders to accept and implement the gender actions called for in the NLP;
- viii. Conduct gender-related inquiries such that the results can be used to inform the design and implementation of NLP actions and sub-actions;
- ix. Train and equip the staff appropriately to be able to carry out activities in the NLP priority areas and related actions with men and women who have a specialised expertise in addressing the particular needs of women within the land sector;
- x. Provide sensitisation to women populations and their communities during the rollout of all NLP interventions;
- xi. Prepare a National Strategy or Action Plan on the enhancement of women's land rights;
- xii. Follow implementation with monitoring and evaluation, along with impact assessment, designed to evaluate the impact of the NLP on women's land tenure security and the status of women in land administration and other land sector roles; and
- xiii. Revise implementation plans during the course of implementation if it is determined that women are not being benefited or are suffering negative impacts as a class.

4.2.4 Measures to Manage and Resolve Land Disputes and Conflicts

Existing and latent disputes over land access and rights may potentially ignite conflicts that could pit citizens against fellow citizens and/or the government in ways that may disrupt the fabric of society and slow or reverse economic development. It is imperative that both the reality and appearance of swift, uniform, and transparent paths to dispute resolution be made available as

early in the NLP implementation as possible. A variety of formal and traditional approaches will likely provide the most immediate and sustainable mechanisms, and these services must be available to all. Land rights holders must feel secure and empowered in their ability to raise disputes and to seek resolution. Enforcement of decisions must be universal, certain, and swift.

The following actions will be implemented under this priority area:

- i. Reinstate District Land Tribunals and provide sufficient resources, training, and support to ensure long-term viability;
- ii. Review and amend the land tribunal regulations to develop viable and sustainable rules of procedure for settling land disputes;
- iii. Review and revamp as necessary all other formal land dispute resolution structures;
- iv. Design a hierarchy for dispute resolution structures to guarantee the finality and authoritativeness of decisions, subject to appeal to higher levels of jurisdiction;
- v. Provide the support needed to revitalise and sustain these structures over the long term;
- vi. Provide legal aid and other community resources needed to facilitate dispute identification and resolution;
- vii. Develop and provide training and other needed resources to the traditional dispute resolution mechanisms, with a particular focus on women's access and equitable treatment;
- viii. Enact measures across all dispute resolution structures that ensure transparency, due process, certain enforcement, and a corruption-free landscape; and
- ix. Establish a framework for resolving inter-state border conflicts over land resources.

4.2.5 Institutional Reforms Required for Delivery of Land Services

New land administrative and other land services systems and structures will be required for effective NLP implementation, and existing institutions will require restructuring and rebranding to meet new needs and to rise to higher levels of efficiency and customer service. In some cases, new enabling laws may be required. The institutional reforms will likely be extensive, given the lengthy procedures and structures of the public service.

The following priority actions will be implemented under this reform programme:

- i. Perform a comprehensive review of all existing land administration system components and determine additional service needs prompted by sector-wide reforms, while striving to achieve new levels of efficiency, cost-effectiveness, and equity in the delivery of land services at all levels, re-ordering the hierarchy of all land administration institutions;
- ii. Establish and operationalise a customary land rights registry;
- iii. Review and amend all relevant laws and regulations;
- iv. Establish codes of professional conduct for the various types of specialised services needed for land services delivery;
- v. Establish and enforce national professional standards for land administrators;

- vi. Establish a new, semi-autonomous state agency to be responsible for land management and land administration at the national level;
- vii. Study revenue generation and sharing scenarios to inform the development of revenue collection processes for gradual implementation, while ensuring that taxes, tariffs, and fees do not drive transactions into the informal
- viii. Shape land services delivery such that it integrates with the services and functions of other productive sectors within Uganda.

4.2.6 Regularizing and Securing Land Rights across the Four Land Tenure Systems Provided for in the Constitution

A number of land rights will need to be recognised and formalised over the lifespan of the NLP implementation. Customary community and individual rights, tenant rights, rights transitioning from informal tenancy to formal freehold tenancy, absentee landlord rights, rights to resettlement and/or compensation, and other rights regimes exist across the land sector. Some progress has been made by way of the land formalisation pilots undertaken during the PSCP II's land component, but the complexity of the various land tenure regimes, and the level of resources needed to identify and formalise rights, create a complicated and daunting task. Systematic legal and regulatory reform, informed by accurate data, will need to precede the design of formalisation approaches. Women's access and right to land will need to be accommodated through careful study and implementation interventions designed to address gender issues with emphasis and nuance.

The following priority actions will be implemented:

- i. Promote compliance to the Food and Agriculture Organisation's (FAO) and other international organisations' guidelines on responsible investment in land resources (domesticate and implement Voluntary Guidelines on tenure governance of natural resources);
- ii. Review and implement the National Slum Upgrading Strategy and Action Plan;
- iii. Analyse the various types of customary land rights and design formalisation schemes that are appropriate to the customary situation and needs of the rights holders (both communities and individuals);
- iv. Roll out and scale up systematic land demarcation and titling of customary land rights;
- v. Identify and resolve the issues linked to the existence of multiple, overlapping, and conflicting land rights on Mailo land;
- vi. Comprehensively characterise the extent of the Kibaale land question and systematically resolve historic claims and current occupation;
- vii. Carefully characterise all existing land tenure regimes, with a particular emphasis on understanding and accommodating women's access and secure rights to land; and
- viii. Study, characterise, and accommodate a variety of other important issues that are central to systematic formalisation of land rights, including (but not limited to) resettlement of previously displaced populations, trustee responsibilities of traditional authorities, traditional approaches to land management, inequitable eviction, existence and exercise of reversionary rights, and public land leaseholds.

4.2.7 Legal and Regulatory Reforms

A number of legal and regulatory reforms will be required over the life of the NLP implementation. Some of these will need to be done early in the NLP implementation to provide for an enabling landscape, while others will need to be done after impacts of the NLP implementation begin to accrue. Constitutional reforms were included in the NLP, and proposals for required amendments presented to the Law Reform Commission. These proposals were deferred, but will be carried out over the long term through the Law Reform Commission's processes. These reforms are necessary for the successful implementation of the NLP.

In approaching the legal and regulatory reform process, it will be important to recognise that many reforms are needed, and should be expedited through the legislative and rulemaking processes. Careful drafting, synthesis, and coordination of all legal reforms will be an essential and vital function for the NLPIU. The reforms will be completed within the scheduled timeframe only if actors are able to achieve: close coordination; a shared understanding of what reforms should compose the suite of amended laws; and full agreement on the content, timing, and order of the legislative tasks.

The following actions will be implemented under this component:

- i. Finalise the review, amendment, and drafting of the seven land-related bills;
- ii. Amend the Land Act Cap 227 to empower the state to exercise radical title of land in trust for the benefit of the citizens of Uganda;
- iii. Amend laws as necessary to circumscribe the power of the State to exercise compulsory land acquisition, ensuring a sensible approach to defining public purposes and to ensuring timely and just compensation;
- iv. Review policies and amend laws on natural resources to strengthen and clarify state trusteeship linked to natural resources;
- v. Review and revise as necessary the draft Government Land Bill to ensure that the definition of government land complies with the provisions of the NLP;
- vi. Review and amend as necessary the Oil and Gas Policy and the laws on oil and gas for compliance with NLP goals, objectives, and principles;
- vii. Review and amend as necessary the laws governing access and tenure rights of common property resources, with special care taken to ensure that women's land rights are secure in each of these tenure settings;
- viii. Review and amend as necessary the laws governing land access and tenure rights of ethnic minorities;
- ix. Review and amend as necessary the laws governing land and resource access and tenure rights of pastoralist communities;
- x. Review and strengthen applicable laws pertaining to violation and abuse of family land held in fiduciary trust for the family, including considerations affecting women;
- xi. Review and amend pertinent laws to provide for the management of returned assets of traditional rulers;
- xii. Review and amend capital gains tax and provide for more grounds of revenue to fund land services;

- xiii. Amend the Survey Act to regulate the cost and accuracy of surveying and mapping (demarcation) based on assessment of regional standards and practices;
- xiv. Enact and amend all relevant laws to enable application of modern technology to a national land information system; and
- xv. Amend the relevant natural resources laws (forestry, wildlife, mining, oil, etc.) to ensure equitable sharing of benefits arising from natural resources.

4.2.8 Research and Studies to Support the Land Reform Programme

A number of research and studies will be required to shape NLP implementation. Much of the needed research and many of the studies are included within the NLP components described in this Implementation Action Plan. The NLPIU will collaborate with the research specialists and consultants in carrying out the envisaged research and studies in the land and related sectors. Stakeholder engagement will be undertaken to ensure stakeholder buy-in and concurrence with the findings and recommendations of the research, and collaboration in their implementation.

Research and studies to support the reform programme will be undertaken on the following priority topics and issues:

- i. Ratification of the major assumptions underlying the vision, objectives, and strategies of the NLP, and confirm and further develop the many linkages between the land sector and other productive sectors within Uganda;
- ii. A review of institutions responsible for the governance and management of land-based natural resources, and make recommendations for reforms for adoption by Cabinet;
- iii. Refining and clarifying the mandates of different agencies charged with management of land-based resources to remove overlaps, gaps, and conflicts;
- iv. Reforming existing institutions by implementing recommendations of the various studies that have been carried out in the sector to establish an effective institutional hierarchy with clear mandates and appropriate checks and balances;
- v. Establishing and operationalising an effective forum for inter-sectoral consultation and coordination of land use activities;
- vi. Setting up and operationalising an effective multi-stakeholder forum for inter-sectoral consultation and coordination of land sector activities, and convene an annual consultation forum on land as a resource for national development;
- vii. Potential taxation and other land sector revenue-generation approaches, including tariffs, fees, and other compensation for land services;
- viii. Options for public trusteeship over natural resources, including benefit sharing, participatory management, large-scale investment in land, and inventory of natural resources land;
- ix. Effective and equitable policy and regulatory solutions for managing oil, gas, and minerals, including concessions benefits distribution, restitution of land after extractive period, co-use of surface rights, and compulsory acquisition;
- x. Assessing common property resources currently held in Uganda, including inventory and mapping;

- xi. Land rights of ethnic minorities, including preservation of traditional lands and concessions to outside users;
- xii. Land rights of women and children, including transactions, formalisation, inheritance, succession, trusts, and guardianship;
- xiii. Land rights of dwellers in informal settlements, including inventories, progressive formalisation, relocation, and addition of infrastructure;
- xiv. Land rights of other vulnerable groups, including inventories and special protection;
- xv. Land markets, including transactions, titling and registrations requirements, taxation, fees for services, and disincentives to speculation;
- xvi. Land for investment, including socially responsible acquisition, facilitating identification, and avoiding displacement;
- xvii. Land demarcation, including procedural standards, professional standards and regulation, and review of past pilots;
- xviii. Land quality and productivity assurance, including assessments of the extent of degradation, standards for protections, and incentives for planned urban settlement;
- xix. Natural resources management, including inventories, standards for protection and restoration, benefits sharing, and standards for gazettelement and degazettelement;
- xx. Agriculture, including promoting productivity, assessment of fragmentation and impacts, and strategies for consolidation of parcels and/or use;
- xxi. Climate change, including establishment of baseline information and strategies for mitigation and adaptation;
- xxii. Adopting M&E frameworks and instruments for management and monitoring of trans-boundary resources;
- xxiii. Regional and international instruments and obligations, including identification, evaluation of applicability, and strategies for adoption;
- xxiv. Convergence of land policies and land-related laws (including family laws, as they pertain to women's access and secure rights to land) of EAC States;
- xxv. Conducting an inventory of public land and government land inventory and record land gazetted for refugee settlement; and
- xxvi. Inventorying assets of traditional rulers on mailo and other land.

4.2.9 Reforms related to the National Land Policy

The NLP proposes a number of policy reforms touching on a wide range of areas. Reforms are envisaged to, among other things: ensure that all sectoral policies are brought into conformity with the NLP; lead to the formulation of new policies to ensure the comprehensiveness of the reform programme; as well as ensure that Uganda's land related policies are consistent with its existing regional and international commitments and obligations.

The NLP proposes policy reforms in respect to rights and responsibilities relating to:

- i. Public trusteeship of natural resources
- ii. Oil and Gas exploitation policy
- iii. Compulsory land acquisition and compensation
- iv. Pastoralist communities
- v. Rights of dwellers in informal settlements
- vi. National Physical Development Plan

- vii. National soils policy
- viii. Draft National Urban Policy
- ix. Compliance of existing policies with the NLP, e.g. the National Climate Change policy and the National Agricultural Policy
- x. Matters relating to the survey and demarcation of national boundaries.

Some constitutional amendments will be required to realise the policy reforms in the NLP, and will need to be made across the land sector and within other productive sectors for effective implementation. The mandate to actualise these amendments lies with the Ministry of Justice and Constitutional Affairs.

The following Constitutional reforms are contemplated in the NLP and have been referred to the appropriate processes:

i. Radical title

- Amend article 237 (1) of the Constitution and the Land Act Cap 227 to empower the State to exercise radical title in trust for the Citizens of Uganda.
- Amend article 241 (1 a) of the Constitution such that the State may hold and allocate land in the district that is not owned by any person or authority, "in trust for the citizens of Uganda." This is to ensure that District Land Boards hold and manage land entrusted to them by the Constitution and the Land Act as trustees for the Citizens of Uganda.
- Prepare a Constitutional Amendment Bill to recommend an agency, prescribe the terms under which this agency operates and define its functions regarding the guarantee of titles in Uganda and the holding of reversionary interest over public land and other lands as necessary, and define the relationship between the recommended agency and the District Land Boards.

ii. Power of Compulsory Acquisition

- Amend the Article 237 (2) of the Constitution to limit the power of compulsory acquisition to the central Government and also amend the Land Act appropriately.

iii. Taxation of Idle Land

- Undertake empirical and other studies to clarify the feasibility of land taxation in Uganda and other incentives for attaining sustainable and optimal land use that are supplementary or complementary to land taxation. If feasible, prepare and enact a law to implement a tax on land as appropriate.

iv. Public Trusteeship over Natural Resources

- Amend Article 237 of the Constitution to include protections for sensitive ecosystems, marginal lands, and hilltops.

v. Minerals and Petroleum

- Amend article 244(1) of the Constitution to vest these resources in the State on behalf of its citizens

4.2.10 Land Rights Civic Education and Awareness Programme

A comprehensive land rights civic education and public awareness programme will be essential to mobilise citizens to support the reform programme and to increase demand for transparency and accountability in the implementation of the NLP. Through such programmes, citizens will be able to understand the relationship between land rights, land productivity, and the importance of land as a foundation for economic development and social, economic, and political transformation.

The following actions will be implemented under this component:

- i. Development of the IEC Strategy;
- ii. Development and production of IEC sensitisation materials;
- iii. Translation of the NLP into major local languages and Kiswahili;
- iv. Illustration and simplification of the NLP language;
- v. Organisation and implementation of a print and electronic media publicity campaign;
- vi. Conducting stakeholder engagement;
- vii. Publish and disseminate an inventory of the land policies and laws of East Africa and other countries;
- viii. Produce and disseminate monitoring reports on the effects of trans-boundary movement of migratory species on trans-boundary land resources;
- ix. Organise briefings for media houses on land reforms;
- x. Design and implement a civic education and public awareness campaign;
- xi. Design and implement periodic public debate programs on land issues and reforms; and
- xii. Compile, produce, and disseminate a bi-annual state of land resources report for the national consultation forum on land resources convened by MLHUD to review progress in the land sector.

4.2.11 Fulfilling Regional and International Obligations

The actions undertaken through this Programme Area will facilitate compliance with those regional and international legal instruments having implications for the sustainable use of land and land governance. These instruments commit Uganda and other signatory states to use land in order to achieve important international development objectives such as: guaranteeing food security; reducing extreme poverty and hunger; addressing the challenges posed by climate change; conserving biological diversity; resolving trans-boundary conflicts; achieving gender equality and equity; protecting human rights; and preventing forced evictions, as well as guaranteeing security of tenure.

Activities under this Programme Area will include:

- i. Identifying the regional and international instruments relevant to the NLP, and developing a checklist of obligations and commitments;
- ii. Reviewing the policies and laws in Uganda to ensure compliance to regional and international instruments on land policy;
- iii. As appropriate, domesticating into policy and law instruments and conventions already ratified, and ensure their implementation;

- iv. Cooperating with other countries in developing protocols and instruments for the exploitation, investment, and management of shared trans-boundary land-based resources;
- v. Establishing linkages with United Nations for Economic Commission for Africa (UNECA) –Land Policy Initiative (LPI) – African Union (AU);
- vi. Compiling and maintaining an inventory of land policies and laws of East Africa and other countries to identify areas of convergence for the purpose of learning;
- vii. Publishing and disseminating an inventory of land policies and laws of East Africa and other countries;
- viii. Reviewing the existing institutional frameworks on shared land-based resources, and defining how they relate to national institutions;
- ix. Implementing and assessing protocols for the management of trans-boundary resources for compliance with the goals and objectives of the NLP;
- x. Producing and disseminating monitoring reports on the effects of trans-boundary movement of migratory species on trans-boundary land resources;
- xi. Adopting M&E Frameworks in the instruments for monitoring all trans-boundary resources with Partner States;
- xii. Developing a criterion to identify locations for establishment of holding centres and settlements for displaced cross-border population movements;
- xiii. Mapping and securing available land resources for settlement and reciprocal treatment of displaced populations;
- xiv. Re-establishing and demarcating Uganda’s national borders in agreement with neighbouring states.

4.2.12 Land Use and Land Management Reforms

Uganda is faced with challenges of inadequate land use planning and enforcement of land use regulations, unsustainable land use, rapid urbanization, and poor conservation and management of natural resources and ecosystems. The institutional framework for land use and land management ought to promote sustainable land development for the rational, effective, and efficient management of land resources. Currently, however, responsibility for land use and land management is scattered among various bureaucracies, each managing isolated elements of the whole, which are often poorly coordinated and in competition with one another for recognition and resources. To overcome these issues, and to address these critical overlaps in institutional responsibilities and collaboration among public sector institutions and agencies, the National Land Policy addresses land use and land management from three fronts: Land Management, Land Utilization, and Institutional Framework for Land. Actions include: support for integration and coordination of the land sector; integration of climate change mitigation and adaptation efforts into the land sector; supporting land development and physical planning; and supporting additional activities such as the establishment of a land bank.

5. COSTS AND FINANCING OF NLP IMPLEMENTATION

5.1 Budgeting and Costing

An important step in the implementation of any policy is to cost it, that is, to assess its financial, institutional, personnel, and infrastructure requirements. Such costs must be seen not merely as expenditures but, more importantly, as investments in a program expected to revitalise the land sector for immeasurable economic and social benefits. From the onset, the NLP envisaged a phased approach to implementation, which has been adopted in this Implementation Action Plan. In line with this intent, a three-year approach has been adopted for implementation of actions.

The proposed budget is an aggregate and needs to be disaggregated before implementation through annual Government allocations via the on-going Medium Term Expenditure Framework (MTEF) and multi-year funding arrangements under donor-funded projects. The first phase is for three years (2015/16 to 2018/19), after which a review of the first three years will lead to costing of the second phase. The second phase will be synchronized with the NDP, and will therefore cover a 5-year period. The first phase is heavy in basic set up and groundwork, projecting a cost of US \$121million for the full programme of reforms for twelve areas of action. It is expected that 70 percent of the program's funding needs would be provided by development partners. A number of discussions have been initiated by development partners with support from the Ford Foundation, GLTN/UN-HABITAT, and the Land Policy Initiative (LPI) of the United Nations for Economic Commission for Africa/African Union (UNECA/AU).

The planning framework for the costing of NLP implementation is based on a range of factors:

- i. The ceiling on public expenditure set out in the MTEF over the period 2014/15-2016/17;
- ii. Public Sector limits placed on the number of established posts and the availability of qualified staff for a restructured MLHUD and service delivery systems based on Geographic Information Systems (GIS) these positions and the scope for out-sourcing activities; and
- iii. The revenue potential of land services provided at central and local government level.

The overall approach for costing the NLP Implementation Action Plan is summarised as follows:

- i. All costs were estimated in constant 2014 currency units (US\$ and UGX);
- ii. An exchange rate of US\$ = UGX 2650 was assumed in all computations;
- iii. Both quantitative and qualitative information supplied by MLHUD authorities were utilised in assembling the NLP Implementation Action Plan budget;
- iv. Where feasible, unit costs and quantities were used for costing purposes;
- v. Where unit costs and quantity related data were unavailable, discretionary and approximate lump-sum costing was adopted;
- vi. Price and physical contingencies were excluded; and
- vii. Such contingencies will be factored in when the budget is being disaggregated for implementation through detailed business plans and/or specific investment projects.

In budgeting, emphasis was placed on improving the contribution of the land sector to other productive sectors in the economy and improving the overall welfare of land users in the country. This is in line with the NDP, which seeks to build a sector-wide policy, legal, institutional, and financial frameworks for the implementation of land sector reforms at central and local government levels

The budget targets actions that the NLPIU in MLHUD will be able to execute in the initial period, with few other external sources of assistance, as well as re-orient all other government ministries, agencies, and departments to their roles in NLP implementation. This therefore implies that the subsequent phases of implementation will bring other implementing partners on-board. The budget structure respects the current division of responsibility within and outside of MLHUD. However, modifications will be necessary to harmonise and align the proposed line items with the various vote functions.

5.2 Summary of Costs

PROGRAMME AREA	FY 1	FY 2	FY 3	Total
1. Administrative measures: NLP implementation unit (NLPIU)	856	810	860	2,526
2. Capacity building and training programme	880	820	800	2,500
3. Protecting and improving women’s secure rights and access to land	100	830	730	1,660
4. Measures to manage and resolve land disputes and conflicts	8,645	7,990	7,920	24,555
5. Institutional reforms	2,000	1,950	1,700	5,650
6. Regularizing and securing land rights	14,915	15,805	15,640	46,360
7. Legal and regulatory reforms	170	425	210	805
8. Research and studies to support the land reform programme	2,115	1,770	1,000	4,885
9. Reforms related to the National Land Policy	1,080	1,200	1,200	3,480
10. Land Rights Civic Education and Awareness	1,290	1,360	1,340	3,990
11. Fulfilling regional and international obligations	155	130	140	425
12. Land Use and Land Management Reforms	8,600	8,280	7,280	24,160
Totals	40,806	41,370	38,820	120,996

The costs summarised in Table 5.2, and presented in detail in Annex 2, comprise those costs anticipated for years 1-3 of NLP Implementation. Though this Implementation Action Plan describes activities to take place beyond this initial phase, it does not present any costs for years 4

– 10 and beyond. Strategic planning and costing for phase 2 is an activity included in year 3, providing for the flexibility and responsiveness required for effective policy implementation.

5.3 Rationale for Investment in NLP Implementation

5.3.1 Potential to Leverage other Productive Sectors

The land sector has the potential to elevate all the key productive sectors in Uganda to new levels by creating the right environment for exploiting the inherent wealth and opportunities for land-based investment. This is because land is a fundamental resource and is of vital importance for human survival. Land also benefits livelihoods and facilitates infrastructure, service provision, and economic development. However, the task of predicting, with any degree of confidence, direct benefits to be accrued from implementation of the NLP is unrealistic given the underdeveloped state of affairs and many challenges facing the land sector. LSSP II estimates that direct benefits of this nature would be unlikely to exceed 25 percent of investment expenditures, even under the most optimistic forecasts. Therefore, justification for implementation of the NLP is best advanced by inference to indirect benefits that would accrue to the economy as a whole, implicitly recognizing the linkage of the land sector to the macro economy. Indicative of the contribution of the land sector to macro economy to some degree, MLHUD has reported important collections in fiscal revenue, which exceeded public allotments in budgetary funds. This linkage has historically been poorly articulated, and it is therefore envisaged as one of the key priority actions backed by a monitoring and evaluation framework in the NLP Implementation Action Plan.

5.3.2 Contribution of Land Sector to GDP

It is not straightforward to arrive at an objective estimate concerning the land sector's contribution to the GDP. This difficulty is entrenched in the crosscutting nature of land in almost all economic endeavours and activities. Commonly, three economic sectors emerge with an indisputable land dimension and content. These sectors are agriculture, construction, and real estate. Bank of Uganda estimates that real estate activities account for 7 percent of the national income. Construction, another land-based sector, accounts for 13 percent, while agriculture - the largest land-based sector - accounts for some 13 percent. Collectively, and after downward adjustments, it is possible to assert that land-based sectors affect and thereby account for at least one-fifth of Uganda's economic activity. This means that at least 20 percent of the GDP is expected to derive from land in Uganda.

Uganda has witnessed high economic growth fuelled by macroeconomic stability, foreign investments and an expanded internal revenue base. Real GDP grew by 7.1 percent in FY 2008/9 and 5.8 percent in 2009/1010. Based on economic forecasts, GDP growth rate is projected at an average of 7.2 percent per year over the 2010 to 2015 NDP period. At this rate of GDP growth, nominal per capita income is projected to increase from USD 506 in 2008/09 to about USD 850 by 2014/15, and the number of persons living below the poverty line is expected to decline from

31 percent in 2006 to about 24.5 percent in 2015, better than the MDG target of 28 percent.¹ However, the need to sustain public investment in the land sector remains high in light of untapped potential in the 80 percent of the country that remains under customary tenure, and the constraints posed by uncertain land rights in large parts of the country under mailo tenure.

Agriculture, mining, and construction activities play a vital role in the economic reality of Uganda as indicated in Table 5.3.2(a) below. According to data released by Uganda Bureau of Statistics (UBOS) in February 2012, agriculture's share of GDP was 21.8 percent, industry contributed 26.1 percent and services represented 52.1 percent (2011 estimate).

Table 5.3.2(a) - GDP by Sector (percentage)		
	2006	2010
Agriculture, forestry, fishing & hunting	24.5	22.9
Mining and quarrying	0.3	0.3
Construction	12.1	13.0
Finance, real estate and business services	12.1	13.0
Manufacturing	7.5	8.3
Wholesale and retail trade, hotels and restaurants	19.1	22.0
Electricity, gas and water	4.2	4.2

The contribution of land-based sector share of GDP, excluding real estate finance, was 56.0 percent in 2006 and 51.1 percent in 2010 respectively.² However, the actual direct contribution of the land sector to national growth is not completely captured by GDP measures. This is because subsistence consumption and informal investments directed specifically at securing land ownership rights, improving land access, and reducing the barriers faced by the poor are not easily measurable and often require more systemic interventions through the land sector to capture their impacts on output and growth.

5.3.3 *Real Estate and the Macro Economy in Uganda*

Real estate (land and other properties) can influence the macro economy in a number of ways. Real estate can influence inflation in three principal ways, and thereby influence critical macroeconomic balances. First, real estate is a major element of the Consumer Price Index (CPI), accounting for about a tenth of the basket of goods and services that make up the index in Uganda. Any volatility in real estate markets and prices has a significant impact on the CPI and inflation. Second, the real estate sector is a critical sector of the economy accounting for a significant use of resources, thereby influencing wages and prices more generally. In 2011/12 the real estate sector grew by 5.8 percent - a faster rate of expansion than the rate of 3.2 percent recorded by total GDP. Thus, developments in housing substantially affect the business cycle and by extension inflation. Third, changes in housing values influence consumption by affecting households' access to credit. Homeowners can borrow more against increases in home equity to finance home renovations, the purchase of a second house, or other goods and services. Such expenditures can accelerate the increase in house prices, reinforcing the growth in collateral values and access to borrowing, leading to a further rise in household spending. Of course, this

¹ NDP projections based on UBOS data.

² Source: IMF, UBOS and OECD estimates and projections.

financial accelerator can also work in reverse: a decrease in house price tends to reduce household borrowing capacity and amplify the decline in spending.

Real estate movements also influence financial stability at the macro level. Financial institutions rely significantly on property as collateral for lending. For example, the value of real estate related debt with the banking sector in Uganda has nearly doubled over the last two years from June 2010 to June 2012, growing by 98 percent to UGX 1.7 trillion. This debt is also the single largest loan exposure for Ugandan banks, with real estate loans making up more than 23.2 percent of the loans of Ugandan banks, up from about 15 percent five years ago. In the last two years alone, bank loans for commercial mortgages have increased by 213 percent or UGX. 299 billion while lending to property developers has risen by 131 percent or UGX. 263.9 billion. This unprecedented exposure exists in the context of a Ugandan mortgage market that is buoyant, but whose driving fundamentals are not clear largely due to the lack of reliable data³.

5.3.4 Observance of International Standards and Obligations

Internationally, the NLP represents an important element of Uganda's contribution to the United National Millennium Development Goals (MDGs) and to the United Nations (UN) FAO Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security⁴. At the continent level, NLP implementation will contribute to the realisation of the goals and objectives of the African Union (AU) Declaration on Land Issues and Challenges in Africa (2010) using the Framework and Guidelines on Land Policy in Africa (F&G)⁵. Development of the NLP Implementation Action Plan has been informed by these commitments and will contribute to the achievement of the international and continental policy agenda.

³ The above text was adapted from a 2012 speech by Louis Kasekende, Deputy Governor of the Bank of Uganda, [http://www.bou.or.ug/export/sites/default/bou/bou-downloads/speeches/DeputyGovernorsSpeeches/2012/Aug/Speech by DG at a Workshop on Real Estate Prices and Financial Stability on August 24x 2012 at Hotel Africana.pdf](http://www.bou.or.ug/export/sites/default/bou/bou-downloads/speeches/DeputyGovernorsSpeeches/2012/Aug/Speech%20by%20DG%20at%20a%20Workshop%20on%20Real%20Estate%20Prices%20and%20Financial%20Stability%20on%20August%2024%202012%20at%20Hotel%20Africana.pdf)

⁴ The Guidelines are intended to contribute to the global and national efforts towards the eradication of hunger and poverty, based on the principles of sustainable development and with the recognition of the centrality of land to development by promoting secure tenure rights and equitable access to land resources. The eradication of hunger and poverty, and the sustainable use of the environment, depend in large measure on how people, communities and others gain access to land. It is important to note that responsible governance of tenure of land is inextricably linked with access to and management of other natural resources, such as forests, mineral resources oil and gas

⁵ The framework is intended to strengthen land rights, enhance productivity and secure livelihoods.

Annex 1: National Land Policy Implementation Matrix

Ref*	Policy Measures	Expected Results	Key Activities	1-3 Years	4-10 Years	
I	NATIONAL LAND POLICY FRAMEWORK: VISION, GOAL, OBJECTIVES, AND PRINCIPLES					
A	Promotion and Dissemination of the NLP					
	<i>Vision: "A transformed Ugandan society through optimal use and management of land resources for a prosperous and industrialized economy with a developed services sector."</i>	A shared understanding of the centrality of land resources and their contribution to the goal and objectives of the national development agenda	<i>ADMINISTRATIVE MEASURES NEEDED FOR COORDINATED NLP IMPLEMENTATION</i>	X		
			1 Articulate the philosophy and aims of the NLP as contained in sections 2.2, 2.3, 2.4, and 2.5 in relation to achieving the goals and objectives of the national development agenda as stated in: (a) Vision 2040; (b) National Development Plan (NDP); (c) Land Sector Strategic Plan II; and (d) Strategies of other related productive sectors.	X		
			<i>CAPACITY BUILDING AND TRAINING PROGRAMME</i>			
			2 Undertake orientation of all staff of the Ministry responsible for lands, all NDP staff, parliamentary committees, Ministry of Finance, other ministries, and agencies charged with management and control of other productive sectors and Ministry of Finance to the philosophy of the NLP and the direction set out in the vision, goal, objectives and principles.	X		
	<i>Goal: "To ensure an efficient, equitable and optimal utilization and management of Uganda's land resources for poverty reduction, wealth creation and overall socio-economic development."</i>		<i>RESEARCH AND STUDIES</i>			
		3 Undertake a study to articulate the centrality of Uganda's land resources to national development and how they impact/leverage all other productive sectors such as agriculture, forestry, mining, petroleum, and environment etc.	X	X		
		4 Undertake a study to assess whether land policy reforms address the land question as articulated in the NLP, and to prepare for subsequent review processes and for remedy in the implementation process.				

Annex 1: National Land Policy Implementation Matrix

			<i>LAND RIGHTS CIVIC EDUCATION AND AWARENESS</i>			
			5	Compile, produce and disseminate a bi-annual <i>State of Land Resources</i> report at the national consultation forum on land resources convened bi-annually by the Ministry responsible for lands to review progress in the land sector.	X	X
			6	Undertake civic awareness and public education on the outputs of 1 and 3 above to ensure a shared understanding of the philosophy and aims of the NLP amongst stakeholders.	X	X
II	CONSTITUTIONAL AND LEGAL FRAMEWORK					
A	Radical Title					
	Para 8: To clarify the sovereign powers of the State over land as property in Uganda: (a) <i>The radical title to all land in Uganda shall vest in the Citizens of Uganda and the State shall exercise residual sovereignty over all land in Uganda on behalf of and in trust for the Citizens of Uganda;</i> (b) <i>The State shall guarantee ‘title to land’ on behalf of and in trust for the Citizens of Uganda;</i> (c) <i>District Land Boards shall hold and allocate, in trust for the Citizens of Uganda, all land that is not owned by any</i>	A State agency is designated to exercise the radical title in trust for the Citizens of Uganda	<i>INSTITUTIONAL REFORMS REQUIRED FOR THE DELIVERY OF LAND SERVICES</i>			
			1	Prepare an Options paper to recommend an agency, prescribe its terms and functions, and define the relationship between the agency and the District Land Boards	X	
			2	Prepare a Cabinet memorandum for consideration and adoption of recommendations from the options paper for the recommended agency and its functions.		X
			<i>LEGAL AND REGULATORY REFORMS</i>			
			3	Amend article 237 and Land Act Cap 227 to empower state to exercise radical title in trust for Citizens of Uganda		X
			4	Amend art 241(1a) of the Constitution and Land Act Cap 227 to allow State to hold and allocate unowned land in the district		X

Annex 1: National Land Policy Implementation Matrix

	<i>person or authority; and (d) District Land Boards shall exercise on behalf of the Citizens of Uganda the reversionary interest in respect of leaseholds granted out of public land</i>		5	Draft a Constitutional Amendment Bill addressing these changes for consideration by Parliament		X
B	Power of Compulsory Acquisition		<i>LEGAL AND REGULATORY REFORMS</i>			
	<i>Para 11: The State, as a trustee for the Citizens of Uganda, shall exercise the power of compulsory acquisition responsibly and in the public interest.</i>	Responsible exercise of the power of compulsory acquisition by the State	1	Amend the Article 237 (2) of the Constitution to limit the power of compulsory acquisition to the central Government and also amend the Land Act appropriately.		X
			2	Amend the Land Acquisition Act Cap 226 to prescribe for prompt, adequate and fair compensation prior to compulsory acquisition by Government.		X
C	Public Regulation of Land Use and Development		<i>POLICY REFORMS</i>			
	<i>Para 14: The State shall exercise the power of public regulation of land use, in the interest of socio-economic welfare and development</i>	Effective enforcement and uniform application throughout the country	1	Develop and promulgate a policy on involuntary resettlement and compensation.	X	
2			Undertake a review of existing policies and laws to assess their compliance with the policy statements and strategies of the NLP.	X	X	
<i>LEGAL AND REGULATORY REFORMS</i>						
3			Amend the Physical Planning Act to require the Directorate of Physical Planning in the Ministry responsible for lands to prepare and publish a report on the state of compliance with regulation of land use and development for socio-economic welfare.	X		

Annex 1: National Land Policy Implementation Matrix

D	Taxation of Idle Land		<i>RESEARCH AND STUDIES</i>			
	<i>Para 17: During the lifetime of this Policy, the Government may explore the proposal to institute a comprehensive and appropriate framework for land taxation, based on evidence derived from technical evaluation and studies</i>	Establishment of a structure for land taxation as a tool for achieving optimal land use and deterring speculative and unproductive holding of land in both rural and urban areas	1	Undertake studies to clarify the feasibility of land taxation and other incentives for sustainable land use in Uganda	X	
			2	Undertake an audit and inventory of taxable land	X	X
E	Public Trusteeship over Natural Resources		<i>LEGAL AND REGULATORY REFORMS</i>			
	<i>Para 20: The State shall manage and protect the natural resources held under public trust in conformity with the principles of the public trust doctrine for the common good of all the Citizens of Uganda.</i>	Improved safeguards and the observance of principles of the public trust doctrine in the protection and management of natural resources held under public trust, with a clear distinction of rights, roles, obligations of citizens (the owners) and mandates of the state (the trustee)	1	Amend the laws governing natural resources to provide for a fair system of benefit sharing between the central government, local governments and communities.	X	
			2	Review policies and amend laws on natural resources	X	
			3	Review and reform all policies, laws and regulations governing the public trust doctrine over natural resources vested in the state under Article 237 of the Constitution.	X	
			<i>REGULARISING AND SECURING RIGHTS</i>			
			4	Develop and implement criteria for equalization and compensation for foregone opportunities as part of a benefit sharing scheme for districts or populations where such natural resources are located.	X	
			5	Amend Article 237 of the Constitution to include protections for sensitive ecosystems, marginal lands, and hilltops.		X

Annex 1: National Land Policy Implementation Matrix

			<i>RESEARCH AND STUDIES</i>				
			6	Undertake a study on possible mechanisms for joint and participatory natural resource management	X		
			7	Undertake a review of the procedures and guidelines for acquisition of land	X		
F	Government Land and Public Land		<i>MANAGE AND RESOLVE LAND DISPUTES AND CONFLICTS</i>				
	<p><i>Para 24: The State shall define Government Land as land vested in or acquired by the government in accordance with the Constitution; or acquired by the government abroad; or land lawfully held, occupied and/or used by government and its agencies; for the purposes of carrying out the functions of government.</i></p> <p><i>Para 25: The State shall define public land as land reserved or held and used for a public purpose, including public open spaces, public infrastructure and land with a reversionary interest held by the District</i></p>		1	Clarify the tenure and reversionary interest in gazetted lands	X		
			<i>LEGAL AND REGULATORY REFORMS</i>				
			2	Review the draft Government Land Bill		X	
			3	Review the Land Act to define public land as in Policy Statement 25 of the NLP		X	
			4	Establish criteria for the allocation, sale, and lease of public land		X	
				<i>RESEARCH AND STUDIES</i>			
			5	Adjudicate, survey, register or title government land; carry out an audit of all government land; and establish and maintain an inventory of all government land.		X	X

Annex 1: National Land Policy Implementation Matrix

	<i>Land Board under Section 59 (8) of the Land Act Cap 227.</i>		6	Audit all land currently gazetted as refugee resettlement schemes to determine tenure status, assess current and future needs, and redistribute any excess land to landless citizens and/or communities.	X	X	
G	Minerals and Petroleum		<i>RESEARCH AND STUDIES</i>			X	
	<i>Para 29: Minerals and petroleum being strategic natural resources shall vest in the State for the beneficial interest of all the Citizens of Uganda.</i>	Vesting all strategic natural resources, including minerals and petroleum, in the State under the doctrine of public trust for the beneficial interest of the Citizens of Uganda	1	Amend article 244(1) of the Constitution to vest these resources in the State on behalf of its citizens.	X		
			2	Review the Oil and Gas Policy and the laws on oil and gas to comply with the NLP	X		
			3	Review the Uganda Minerals Policy and the Minerals Act Cap 148	X		
III	LAND TENURE FRAMEWORK						
A	Classification of Tenure Regimes		<i>REGULARISING AND SECURING LAND RIGHTS</i>				
	<i>Para 32: (a) Uganda as a country shall maintain multiple tenure systems as enshrined in the Constitution; (b) The State shall clarify the nature of property rights under the designated tenure regimes to remove uncertainties and allow for evolution.</i>	The nature of property rights under each tenure regime is clarified to remove uncertainties and allow for orderly evolution of tenure	1	Review each tenure regime	X		
			<i>RESEARCH AND STUDIES</i>				
			2	Adjudicate, survey, register or title government land; carry out an audit of all government land; and establish and maintain an inventory of all government land.	X	X	
			3	Audit all land currently gazetted as refugee resettlement schemes	X	X	

Annex 1: National Land Policy Implementation Matrix

<p><i>Para 36: (a) Land will be categorized as Private Land, Public Land and Government Land; (b) All land tenure systems will be defined in detail to confer social, economic, environmental and political security to land owners, occupiers and users; and (c) The use and management of land held under all tenure systems shall be subject to the regulatory powers of the State to ensure compliance with physical planning standards, regulations and guidelines for orderly development.</i></p>	<p>Categorization of land as private, public, and government land to clarify the nature and content of property rights in each tenure regime</p>	4	Undertake a comprehensive study on each of the land tenure systems. This study will identify and make recommendations for removal of structural and normative impediments.	X		
		LEGAL AND REGULATORY REFORMS				
		4	In an Act of Parliament, define private land, public land, and government land, taking into account Policy Statements 24 and 25 among other considerations.	X		
		5	Amend the Registration of Titles Act Cap 230 (RTA) to guarantee that the transfer of land under all tenure regimes does not deny any person rights in land on the basis of gender, age, ethnicity, social and economic status, or other forms of discrimination.	X		
		6	Amend relevant sections in the Land Act to protect the rights of women, children, and persons with disabilities under freehold, mailo, and leasehold tenures. These rights under customary tenure are currently expressly protected only in Section 27.	X		
		7	Review the Physical Planning Act and the associated land use regulation and development control provisions to ensure compliance with the NLP.	X		
		CIVIC EDUCATION AND AWARENESS				
		8	Public information and awareness campaign on land tenure, including the rights of women, children, and vulnerable groups in each tenure regime	X	X	

Annex 1: National Land Policy Implementation Matrix

B	Customary Tenure		<i>LEGAL AND REGULATORY REFORMS</i>			
	<p>Para 39: (a) The State shall recognize customary tenure in its own form to be at par (same level) with other tenure systems; and (b) The State shall establish a land registry system for the registration of land rights under customary tenure.</p>	<p>Recognition of customary tenure to be at par with freehold tenure; a dedicated registry for administration of customary land rights is established</p>	1	<p>Review the RTA cap 230 and the Land Act Cap 227 to state that customary tenure “is equivalent to” to freehold for avoidance of doubt, where necessary amending the relevant sections in the Land Act Cap 227 (section 9) to eliminate the conversion.</p>	X	
			2	<p>Implement Sections 9, 10, 11 and the relevant Land Regulations of the Land Act 1998 to convert to freehold those customary lands which are already privatized and individualized.</p>	X	X
			3	<p>Amend the Land Act Cap 227 and the Local Council Courts Act to recognize the role of customary institutions in making rules governing land, resolving disputes, and protecting land rights.</p>	X	
			4	<p>Revisit and review sections 22-26 of the Land Act Cap 227 to ensure clear definition and distinction of family and individual land rights from communal rights under customary land tenure and distinguish the rights and obligations of customary institutions vis-à-vis those of the community and individuals; and amend the Registration of Titles Act Cap 230 and the Land Act Cap 227 to strengthen the trusteeship role of customary institutions.</p>		
			5	<p>Study and amend the Registration of Titles Act Cap 230 and Land Act Cap 227 to provide for registration of customary land held under trusteeship by traditional institutions or cultural leaders on behalf of communities in the names of trustees.</p>	X	X
			6	<p>Review and strengthen section 88 of the Land Act Cap 227 to recognize and enforce decisions of traditional land management institutions by local government and state institutions.</p>	X	X
			7	<p>Review section 76 (a) of the Land Act Cap 227 and appropriate sections in the Physical Planning Act to ensure full judicial backing for traditional institutions as mechanisms of first instance in respect of land rights allocation, land use regulation, and land dispute for land under customary tenure.</p>	X	

Annex 1: National Land Policy Implementation Matrix

			8	Review the Land Regulations and make necessary provision to develop guidelines and procedures under customary land law for the allocation and distribution of land complying with the principles of equality and natural justice.	X	X
			<i>RESEARCH AND STUDIES</i>			
			9	Undertake a feasibility study on the establishment of customary land registries and define the level(s) at which they should be established.	X	
			10	Design and implement a pilot to test the issuance of Certificates of Title of Customary Ownership based on a customary land registry in an appropriate part(s) of the country. Link with the new World Bank Project in the Ministry responsible for land for the purposes of scaling up.		X
			11	Review the pilots on documentation of customary land tenure rules in Acholi, Lango, and Teso to assess their appropriateness, relevance and feasibility, to learn lessons and good practices, and adopt as appropriate.	X	X
			12	Conduct a comprehensive study on customary tenure to evaluate ongoing pilots on systematic demarcation, starting with hot-spot areas such as: (a) areas with many conflicts; (b) the Albertine Graben; (c) areas where community land rights are threatened; and (d) Karamoja, etc.	X	X
B	Customary Tenure (cont'd)		<i>PROMOTION AND PROTECTION OF WOMEN'S SECURE RIGHTS TO LAND</i>			
			13	Modify the rules of transmission of land rights under customary land tenure to guarantee gender equality and equity (Modify and review section 27 of the Land Act Cap 227).	X	
			14	Use the window of opportunity under the Marriage & Divorce Bill (Muslim Law on Marriage and Divorce Bill) as a vehicle to achieve joint ownership of family land by spouses more broadly.	X	

Annex 1: National Land Policy Implementation Matrix

C	Mailo Tenure and Native Freehold Tenure		<i>LEGAL AND REGULATORY REFORMS</i>				
	<p>Para 44: <i>The Government shall resolve and disentangle the multiple, overlapping, and conflicting interests and rights on mailo tenure and “native” freehold tenure.</i></p>	<p>Multiple, overlapping, and conflicting interests and rights on mailo and native freehold tenures are disentangled and resolved</p>	1	Review the policy measures under para 45 and 46 of the NLP in light of policy statement in para 44	X	X	
			2	Complete and review the Land Fund Regulations. Ensure allocation of sufficient funds to support their enactment.	X		
			3	Undertake a feasibility study and amend land regulations appropriately to establish an Administrative Mediation Committee in districts with landlord-tenant issues between landlords and tenants willing to share land.	X		
			4	Develop and implement mediation guidelines on the relationship between <i>bona fide</i> , lawful, and registered land owners.	X		
			5	Amend section 31 of the Land Act Cap 227 and associated land regulations to ensure that annual nominal ground rent for absentee land owners is deposited at the sub-county headquarters	X		
			6	Amend the Land Act Cap 227 to ensure lawful or bonafide occupants are not wrongfully evicted from registered land	X		
			7	Review section 35 of the Land Act Cap 227 and the relevant land regulations to ensure informed consent and transfer of liabilities and obligations for land transactions	X		
			8	Review section 35 of the Land Act Cap 227, and the relevant land regulations, to ensure in the event of a change in ownership, sale, grant, or succession of registered land occupied by lawful or bonafide occupants, the liabilities and obligations thereon shall be transferred automatically to the new registered landowner.	X		
			<i>RESEARCH AND STUDIES</i>				
			9	Undertake studies on international and local best practices on land sharing and re-adjustment (map and learn lessons); use findings to amend land regulations appropriately.	X		

Annex 1: National Land Policy Implementation Matrix

			10	Carry out a comprehensive study on tenanted land to accurately characterize the current state of land tenure	X	
			11	Compile relevant good practices and standards for ground rent in urban areas and appropriately amend section 31 of the Land Act Cap 227 and the relevant land regulations.		X
			12	Undertake a study on the feasibility of depositing nominal ground rent for absentee land lords at the sub-county or other statutory authorities.	X	
D	Freehold Tenure		<i>LEGAL AND REGULATORY REFORMS</i>			
	<i>Para 48: The State, through its agencies, shall exercise regulatory power on freehold tenure in compliance with Physical Planning standards, regulations, and guidelines for orderly development.</i>	Freehold tenure complies with physical planning standards, regulations, and guidelines for orderly development	1	Formulate appropriate conditional covenants and exercise regulatory power for compliance with Physical Planning standards, regulations, and guidelines for orderly development.	X	X
			2	Review and amend the Land Act Cap 227 and Registration of Titles Act Cap 230 in respect of para 48 of the NLP.	X	X
E	Leasehold Tenure					
	<i>Para 51: (a) Leaseholds granted to individuals under customary tenure before the 1995 Constitution that are not encumbered by bonafide or lawful occupants shall automatically convert to freehold; (b) Leaseholds granted to customary owners in respect of their customary</i>	A clear categorization of existing leaseholds on customary land and public land is made in compliance with para 51 a, b, c of the NLP; and guidelines for the conversion of the leaseholds out of	<i>RESEARCH AND STUDIES</i>			
			1	Clearly categorize existing leaseholds on customary land and public land and set and implement guidelines for the conversion of the leaseholds out of former public land and customary land	X	
			<i>LEGAL AND REGULATORY REFORMS</i>			
			2	(a) Amend section 28 of Land Act Cap 227	X	

Annex 1: National Land Policy Implementation Matrix

	<i>holdings after the 1995 Constitution, shall automatically convert to freehold; and (cont'd next page)</i>	former public land and customary land are set and implemented		(b) Amend section 60 of the Land Act Cap 227, and relevant land regulations, to protect the rights of any lawful or bonafide occupants on leaseholds out of public land.	X	
				(c) Provide standards under the Land Regulations for exercise of reversionary rights to comply with first-option-of-renewal to the current lessee on public land.	X	
E	Leasehold Tenure (cont'd)					
	(c) 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 227			(d) Amend Land Act Cap 227, and other relevant regulations, to limit the duration of leasehold over public land	X	
				(e) Design a template lease document applicable to all tenure categories	X	
				Amend Land Regulations to impose periodic reviews to enforce compliance with leasehold covenants upon renewal or extension.	X	
				<i>LAND RIGHTS CIVIC EDUCATION AND AWARENESS</i>		
			3	Undertake a sensitization and public education campaign to encourage the utilization of lease documents.	X	X
F	Common Property Resources on Private Land			<i>PROMOTION AND PROTECTION OF WOMEN'S SECURE RIGHTS TO LAND</i>		
	<i>Para 54: (a) Government will reform laws and regulations for the management of common property resources to conform with standards for sustainable use and development; and (b) Government shall, in collaboration with individual</i>	Review sections 23, 24, and 25 of Land Act Cap 227 and relevant land regulations to ensure sustainable use and management of privately owned land-based resources	1	Negotiate with communities to take care of interests of women and other vulnerable groups on common property resources.	X	
				<i>REGULARISING AND SECURING LAND RIGHTS</i>		
			2	Identify and document all common property resources wherever they are located, irrespective of their tenure status.	X	X
				<i>LEGAL AND REGULATORY REFORMS</i>		

Annex 1: National Land Policy Implementation Matrix

	<i>or community owners, ensure the sustainable use and management of privately owned land-based resources</i>	Land rights of ethnic minorities are recognized and protected by government and its agencies as trustees and regulators of land use	3	Review sections 23, 24, and 25 of Land Act Cap 227 and relevant land regulations to ensure sustainable use and management of privately owned land-based resources	X		
			<i>RESEARCH AND STUDIES</i>				
			4	Undertake a comprehensive review of existing laws and regulations governing common property resources before any legal or regulatory reforms commence.	X		
			5	Identify laws governing common property resources and amend or reform to clarify who may have access to what categories of common property resources and how such access may be secured.	X		
	6		Identify, map, and document all common property resources and link with systematic demarcation already recommended in customary land areas.	X	X		
	<i>RESEARCH AND STUDIES</i>						
	<i>Para 57: (a) Government shall, in its use and management of natural resources, recognize and protect the right to ancestral lands of ethnic minority groups; and (b) Government shall pay prompt, adequate and fair compensation to ethnic minority groups that are displaced from their ancestral land by government action.</i>		7	Formulate a national involuntary resettlement and compensation policy for ethnic minorities in natural habitats and amend all relevant laws and regulations accordingly.	X		
			8	Identify and implement existing judicial decisions on the rights of ethnic minorities.	X	X	
			<i>LEGAL AND REGULATORY REFORMS</i>				
			1	Review the Minerals Policy, the Oil and Gas Policy, the relevant laws and regulations in these two sectors to ensure that minority groups benefit from natural resources on their ancestral lands rendered to extractive or other industries.	X		
2	Review the policies and laws governing conservation and protected areas to make necessary provisions for recognition of the vital role of natural resources and habitats in the livelihoods of minority groups in the gazettement or degazettement of conservation and protected areas.	X	X				

Annex 1: National Land Policy Implementation Matrix

G	Land Rights of Pastoral Communities		<i>REGULARISING AND SECURING LAND RIGHTS</i>			
	<i>Para 60: Land rights of pastoral communities will be guaranteed and protected by the State</i>	A National Pastoral Policy to guarantee and protect the land rights of pastoral communities is formulated and implemented	1	Carry out land rights audit in pastoral areas to: (a) Put in place a framework for claiming historical loss of land rights; (b) Verify and assess the claims; (c) Implement a program of swapping, resettlement, or compensation; (d) Designate an agency that will be responsible for receiving claims; and (e) Build awareness in and capacity of the community on how to make claims.		
			<i>RESEARCH AND STUDIES</i>			
			2	Formulate a national pastoral policy to: (i) Prescribe clear principles for the ownership, control and management of pastoral lands in a policy by the Ministry responsible for livestock;(ii) Prescribe clear principles for voluntary resettlement of pastoral communities with approval of local governments in a resettlement policy;(iii) Ensure zoning to establish appropriate agro-ecological zones, pastoral resource areas and access, maintaining an equitable balance between the use of land for pasture, agriculture, energy, industry and for wildlife protection; (iv) Establish mechanisms for flexible and negotiated cross-border access to pastoral resources among clans, lineages and communities for their mutual benefit; and (v) Establish efficient mechanisms for the speedy resolution of conflict over pastoral resources in pastoral communities and sedentary communities	X	
			3	Develop special projects for adaptation and reclamation of pastoral lands, for example, in the cattle corridors or the dry lands.		X
			<i>LEGAL AND REGULATORY REFORMS</i>			

Annex 1: National Land Policy Implementation Matrix

			4	Review the Land Act Cap 227 to ensure that pastoral lands are held, owned and controlled by designated pastoral communities as common property under customary tenure.	X	
			5	Adopt and comply with the guidelines for responsible investment in agriculture to protect pastoral lands from indiscriminate appropriation by individuals or corporate institutions under the guise of investment (comply with F&G of the African Union, the Nairobi Action Plan, and FAO Voluntary Guidelines).	X	X
			6	Implement sections 15-21 of the Land Act Cap 227 (on Communal Land Associations) and design an affirmative action program in the pastoral areas, especially Karamoja.	X	X
H	Land Rights of Women and Children		<i>CAPACITY BUILDING AND TRAINING</i>			
	<i>Para 65: (a) Government shall by legislation, protect the right to inheritance and ownership of land for women and children; and (b) Government shall ensure that both men and women enjoy equal rights to land before marriage, in marriage, after marriage, and at succession without discrimination</i>	Family law, Inheritance laws, and Land laws on the rights of women and children are reformed and harmonized	1	Provide capacity to support the legitimate authority of customary leaders in upholding customary rules and respecting and strengthening the land rights of women, children, and other vulnerable groups.	X	
2			Support the activities of the Equal Opportunities Commission to comply with the goals and objectives of the NLP as far as equal opportunities for women and children are concerned and to accept and implement gender actions called for in the NLP.	X	X	
<i>RESEARCH AND STUDIES</i>						
3			Review existing studies that have proposed the reform and harmonization of Family law, Inheritance laws, and Land laws under the Justice Law and Order sector (JLOS) and JLOS Sector Investment Plan II for appropriate action.	X		
4			Prepare a National Strategy or Action Plan on the enhancement of women’s land rights on the basis of the review above.	X		

Annex 1: National Land Policy Implementation Matrix

			5	Study all relevant conventions and amend the relevant laws to domesticate all international conventions ratified by Government of Uganda that outlaw discrimination against women and children; subsequently enforce all the principles therein.	X		
			<i>LEGAL AND REGULATORY REFORMS</i>				
			6	Amend the Land Act Cap 227 to restore the power of traditional leaders in matters of land administration on customary tenure, conditional on their observance of the rights of vulnerable groups.	X		
			7	Review and strengthen the Marriage & Divorce Bill to: (a) Design and implement a regime of matrimonial property law aimed at the protection of spouses; and (b) Make legal provision for joint or spousal co-ownership of family land and the matrimonial home. <i>Note: 5 (a) and (b) above need to be fast tracked.</i>	X		
			8	Amend the Land Act Cap 227 to restore the consent clause to protect children below 18 years.		X	
			9	Amend Inheritance laws to ensure rules and procedures relating to succession do not impede transmission of land to women and children, specifically amending the Succession Act Cap 162 to provide for the right to succession and inheritance of family land by women and children. (Link up with JLOS SIP II).	X		
H	Land Rights of Women and Children (cont'd)		10	Review and strengthen sections 27 and 39 of the Land Act Cap 227 to avoid violation and abuse of family land held in trust for the family by holding the head of family accountable in matters relating to his/her fiduciary duties over family land held in trust.	X		

Annex 1: National Land Policy Implementation Matrix

			<i>CIVIC EDUCATION AND AWARENESS</i>			
			11	Design a program for education and sensitization of the public on discrimination against women and children with respect to access, use, and ownership of land.	X	X
			12	Solicit the support of faith-based institutions and cultural leaders to accept and implement measures in the NLP designed to protect the rights of women and children.	X	X
I	Land Rights of Dwellers in Informal Settlements and Slums		<i>LEGAL AND REGULATORY REFORMS</i>			
	<i>Para 70: Government will ensure the supply of affordable land in urban areas and provide a framework for regularizing land tenure for dwellers in informal settlements and slums.</i>	Improved access and affordability of land in urban areas for dwellers in informal settlements and slums to regularize their tenure is ensured	1	Review the draft National Urban Policy to ensure that tenure issues are well captured.	X	
			2	Review and implement the National Slum Upgrading Strategy and Action Plan.	X	
			3	Implement land sharing and land re-adjustment in informal settlements and slums.		X
			<i>RESEARCH AND STUDIES</i>			
			4	Review and prepare submissions on affordable land in urban areas and the framework for regularizing land tenure for dwellers in informal settlements and slums to UN-Habitat and other relevant agencies.	X	X
J	Land Rights of Other Vulnerable Groups		<i>CAPACITY BUILDING AND TRAINING</i>			
	<i>Para 73: (a) Legislation and management practices shall accord all vulnerable groups equal land rights in</i>	Land rights of other vulnerable groups are protected and enhanced	1	Provide support for capacity within MLHUD to transform research results and findings of the various studies carried out on land rights of vulnerable groups into actions.	X	X
			<i>LEGAL AND REGULATORY REFORMS</i>			

Annex 1: National Land Policy Implementation Matrix

	<i>acquisition, transmission and use of land; and (b) The State shall regulate land markets to curtail distress land sales and ensure that the land rights of the vulnerable groups are protected.</i>		2	Develop a National Involuntary Resettlement and Compensation Policy to: (a) Consider restitution of land, housing, and property or adequate compensation or resettlement; and (b) Put in place mechanisms and structures for claiming restitution, compensation, or resettlement.	X		
			<i>POLICY REFORMS</i>				
				3	Review the national policy on HIV/AIDS for adequate protection against distress land sales, and mainstream gender, HIV/AIDS, and disability interventions into strategic land sector activities.	X	
				<i>RESEARCH AND STUDIES</i>			
				4	Undertake an action study on the regulation of land markets and the rights of vulnerable groups as per paragraphs 83, 84, and 85 of the NLP.	X	
				<i>CIVIC EDUCATION AND AWARENESS</i>			
			5	Design an appropriate sensitization program to encourage vulnerable groups to hold their ownership rights and interests in family or community trusts.	X	X	
K	Restoration of Assets and Properties to Traditional Rulers		<i>RESEARCH AND STUDIES</i>				
	<i>Para 77: (a) Government, upon proof of claims, shall conclusively return all properties of traditional rulers confiscated in 1967, as provided for under the Traditional Rulers (Restoration of Assets and Properties) Act Cap 247; and (b) Land and</i>	Legitimate claims to lands of traditional rulers either individually or as trustees confiscated in 1967 by government are conclusively returned and managed for the	1	Review the Traditional Rulers (Restoration of Assets and Properties) Act to provide for the management of the returned assets.	X		
			<i>LEGAL AND REGULATORY REFORMS</i>				
			2	Government makes a commitment to restore the properties of traditional rulers either through a ministerial or presidential statement that fulfills paragraph 77 of the NLP.	X		

Annex 1: National Land Policy Implementation Matrix

	<i>properties restored to Traditional Rulers, on behalf of their subjects, shall be used and managed for the common good of the subjects of the Traditional Ruler as public trust properties</i>	common good of their subjects	3	Design an appropriate project to: (a) Prepare an inventory showing the location of such land restored and the nature of any beneficial interest held by persons in occupation therein; (b) Sensitize subjects on the distinction between traditional rulers’ personal land and that belonging to the Institution which is held in trust to be managed on the basis of public trust principles; and (c) Ensure occupiers of restored lands are protected from illegal evictions.		
L	The Kibaale Land Question		LEGAL AND REGULATORY REFORMS			
	<i>Para 81: Government shall take conclusive measures to redress historical land injustices in a manner that promotes harmony for peaceful co-existence of indigenous persons and immigrants in Kibaale District.</i>	Historical land injustices in Kibaale District are conclusively resolved for peaceful co-existence of indigenous persons and immigrants	1	Minister to issue a policy directive to National Forestry Authority to comply with the provisions of the NLP, with regard to people illegally and/or irregularly settled in gazetted protected areas.	X	
			RESEARCH AND STUDIES			
			2	Review the Land Fund Regulations to ensure a fair and equitable criterion for redistributing public land and land purchased from absentee landlords.	X	
			POLICY REFORMS			

Annex 1: National Land Policy Implementation Matrix

			3	Formulate a resettlement policy to guide voluntary immigration and government-led resettlement initiatives in Uganda. (This is different from the Involuntary Resettlement Policy).	X	
M	Land Markets		<i>RESEARCH AND STUDIES</i>			
	<i>Para 84: The Government shall promote efficient, effective, and equitable land markets in all land tenure regimes.</i>	Efficient, effective, and equitable land markets are attained under all tenure regimes	1	Undertake a comprehensive study to implement Policy Statement 84 and strategies 85 (i) to (vii), and formulate guidelines for land markets.		X
			2	Review the law on capital gains tax and introduce a tax on idle land to deter speculative accumulation of land and raise revenue.		X
N	Access to Land for Investment		<i>REGULARISING AND SECURING LAND RIGHTS</i>			
	<i>Para 87: (a) Government shall ensure that the acquisition of land for investment purposes is in accordance with: (i) National development objectives; (ii) Established laws and procedures; and (iii) Appropriate evaluation, due process, and due diligence. (b)</i>	Responsible land investment is attained	1	Promote compliance to FAO and other international guidelines on responsible investment in formulating the guidelines to land for investment.	X	
			<i>LEGAL AND REGULATORY REFORMS</i>			
			2	Review the Investment Code and issue directives to the Investment Authority on the principles regarding responsible land investment.	X	
			<i>RESEARCH AND STUDIES</i>			

Annex 1: National Land Policy Implementation Matrix

	<i>Government shall put in place measures to mitigate the negative impacts of investment so as to deliver equitable and sustainable development.</i>		3	Undertake a comprehensive study and formulate a strategy to guide the State and its agencies in the provision of land for investment as per strategies 88 and 89 of the NLP.	X	
O	Land Fragmentation		POLICY REFORMS			
	<i>Para 91: (a) Government shall regulate the practice of land fragmentation and mitigate its negative consequences. (b) Government shall set minimum land sizes for rural and urban land to promote orderly development</i>	Land fragmentation is mitigated for orderly development	1	Implement Policy Statements 91 (a) and (b) and strategies 92 (i) to (vi). Develop guidelines to: (a) Control land fragmentation by setting minimum acreage to be subdivided; (b) Regulate sub-division of land in urban and rural areas to optimize use, taking into account ecological and orderly development; and (c) Facilitate the periodic consolidation and re-adjustment of land parcels for optimal use in rural and urban areas.		X
			CIVIC EDUCATION AND AWARENESS			
			2	Undertake a sensitization campaign and public education on the consequences of land fragmentation.	X	X
P	Measures for the Protection and Promotion of Land Rights		CAPACITY BUILDING AND TRAINING			
	<i>Para 96: (a) Government shall develop and implement measures for effective assurance of enjoyment of all land rights by all citizens; and</i>	Land rights of owners and users are protected and guaranteed	1	Support the Ministry of Education and National Curriculum Development Centre to develop and implement a curriculum for land rights.	X	X

Annex 1: National Land Policy Implementation Matrix

	<i>(b) Non-citizens shall be granted interest in land only under leasehold tenure for not more than 49 years.</i>					
			POLICY REFORMS			
			2	Formulate a National Resettlement Policy to achieve the objectives of Policy Statements 96 (a) and (b) and strategies 97 (i-vii).	X	
			CIVIC EDUCATION AND AWARENESS			
			3	Undertake public education and civic awareness on land rights education in primary and secondary curriculum.	X	X
IV	LAND RIGHTS ADMINISTRATION FRAMEWORK					
A	Land Rights Administration System		CAPACITY BUILDING AND TRAINING			
	<i>Para 101: (a) Government shall restructure the land rights administration system to enhance efficiency, ease of access, and cost-effectiveness; and (b) Government shall recognize and harmonize the traditional customary system with the formal statutory system in land administration.</i>	A restructured land rights administration system that is efficient, cost effective, and accountable for both the formal/statutory and customary/ traditional operations is developed	1	Undertake a program to build the capacity of traditional institutions involved in land management to enable their compliance with the provisions of the NLP, Constitution, and all other legislation.	X	X
			INSTITUTIONAL REFORMS			
			2	Establish a new, semi-autonomous state agency to be responsible for land administration and land management at the national level.		X
			3	The Ministry responsible for land to issue an administrative directive to national and district land administrators to maintain clear separation between the land rights administration system and public or political administration.	X	

Annex 1: National Land Policy Implementation Matrix

			<i>LEGAL AND REGULATORY REFORMS</i>			
		4	Review and amend the Registration of Titles Act Cap 230, the Land Act Cap 227, the Survey Act, the Land Information System law or bill, and land regulations to take into account customary tenure administration system.	X		
		5	Review and amend the Registration of Titles Act Cap 230, and relevant land regulations, to recognize and grant legality to operations of customary land administration institutions.	X		
		6	Develop, adopt, and disseminate procedures for the administration of land rights.	X		
		<i>RESEARCH AND STUDIES</i>				
		7	Undertake a comprehensive study to inform the following actions: (a) Further decentralize land rights administration functions to traditional customary land governance levels; (b) Consolidate and rationalize decentralized land rights administration structures set up by the Land Act Cap 227, in terms of cost, simplicity, efficiency, accessibility, and affordability; and (c) Re-design the hierarchy of the land rights administration to enable traditional customary institutions to operate as the tiers of first instance for land held under customary tenure.	X		
		8	Review the appropriate land regulations and Land Transaction Forms to incorporate women’s or gender concerns.	X		
		9	Undertake a review of the current structure of land administration in other countries with formalized customary tenure, such as Ghana, to develop best practices.	X		X
		<i>CIVIC EDUCATION AND AWARENESS</i>				
		10	Undertake public education and awareness creation to attainfull and effective participation by land owners and users, especially women, in all land rights administration functions.	X		X

Annex 1: National Land Policy Implementation Matrix

B	Land Rights Delivery		<i>CAPACITY BUILDING AND TRAINING</i>			
	<p><i>Para 104: (a) Government shall be responsible for land administration and management functions in accordance with the Constitution;(b) Government shall restructure the institutional framework for land administration and land management to restore efficiency, cost-effectiveness and equity in the delivery of land services; and (c) Government shall ensure that at all levels, land administration structures and processes are transparent, accountable, efficient, cost-effective and accessible to the public</i></p>	<p>A rights delivery institutional framework that is coordinated for efficiency and accountability is realized</p>	1	<p>Establish a PPP with appropriate training institutions to develop a continued training programme for land services providers.</p>	X	X
			<i>INSTITUTIONAL REFORMS</i>			
			2	<p>Establish and operationalize a national land information system consistent with the principals and goals the NLP.</p>	X	
			3	<p>Establish and operationalize a customary land rights registry for recording and certification of land rights.</p>	X	X
			4	<p>Review and set national standards for land services delivery, drawing on good practices from other jurisdictions.</p>	X	X
			5	<p>Develop and implement a code of conduct and guidelines for land administrators that will include continuous professional development.</p>	X	
			6	<p>Establish and enforce national professional standards for land administrators.</p>	X	X
			<i>LEGAL AND REGULATORY REFORMS</i>			
			7	<p>Amend the Land Regulations to include regulation of fees and charges by local governments imposed on land transactions.</p>	X	
			<i>RESEARCH AND STUDIES</i>			
8	<p>Undertake a functional analysis on the institutions responsible for the delivery of land services. The study will determine: (a) The services that will remain at the ministry; (b) Services that will be undertaken by the agency; (c) Services delivered at the zonal offices and</p>	X				

Annex 1: National Land Policy Implementation Matrix

				at the district level; (d) Services to be divested and privatized; and (e) Overall regulation of land services delivery.		
			9	Undertake a study to determine best practices for recording and certification of customary land rights, using examples from Africa, Asia, and Latin America.	X	X
			10	Identify all standard land transaction documents needed for the smooth operation of the land registry. Subsequently review and amend identified documents to ensure simplicity and compliance with the NLP. Amend the relevant regulations under the different land laws to effectuate the above reviews.	X	
			11	Study revenue generation and sharing scenarios. Use findings to guide the design of revenue collection processes for gradual implementation, while ensuring that taxes, tariffs, and fees do not drive transactions into the informal sector.	X	
C	Land Rights Demarcation, Survey, and Mapping					
	<i>Para 108: Government shall enhance the capacity for land rights adjudication, demarcation, survey, and mapping services.</i>	Public and private sector capacity for land rights adjudication, demarcation, survey, and mapping services is developed	INSTITUTIONAL REFORMS			
			1	Establish and operationalize an effective institutional framework for regulating professions responsible for land surveying, mapping, and registration. The framework should be informed by a review of the: (a) Surveys Act; (b) Surveyors Registration Act; and (c) Surveyors Registration Board.	X	X
			2	Mobilise financial and other resources for land services training and capacity building for land rights demarcation, survey, and mapping.	X	X
			3	Design and implement land surveying standards with mechanisms for maintenance of survey points and subsidized block survey costs.	X	X

Annex 1: National Land Policy Implementation Matrix

			<i>LEGAL AND REGULATORY REFORMS</i>			
			4	Amend the Survey Act to regulate the cost of survey and mapping based on assessment of regional standards and practices.	X	
C	Land Rights Demarcation, Survey, and Mapping (cont'd)		<i>RESEARCH AND STUDIES</i>			
			5	Undertake a study that justifies the public goods nature of surveys and mapping, geodetic surveys, hydro graphic surveys, and base mapping to justify public investment.	X	
			6	Undertake a functional analysis of the department of Surveys and Mapping to determine proper allocation of functions	X	
			7	Review existing ICT regulations and their application on land transactions and land services. Use findings to make recommendations for adoption.	X	
			8	Undertake a study to inform the amendment of the land regulations to recognize and confer official status to community-based boundary-marking systems in all tenure systems.	X	
			9	Review the pilot projects of the Systematic Demarcation and Adjudication Programme to assess the viability of systematic demarcation and survey as a cost-effective means for registering rights in land.	X	X
			<i>CIVIC EDUCATION AND AWARENESS</i>			
			10	Design IEC targeting communities and traditional institutions on the functions of surveys and mapping.	X	X
D	Land Information System					
	<i>Para 112: Government shall establish and maintain a</i>	A reliable, technology-driven	<i>INSTITUTIONAL REFORMS</i>			

Annex 1: National Land Policy Implementation Matrix

	<i>reliable and user-friendly Land Information System (LIS) as a public good for planning and national development.</i>	and user-friendly LIS is established and maintained as a public good for national development	1	Develop data standards for geo-information that will include standards for feature definitions, data content, spatial referencing, and accuracy.	X		
			2	Prepare and implement national guidelines to improve the quality and quantity of land information.	X		
			3	Procure technological infrastructure needed for the establishment of a decentralized system.	X	X	
			4	Establish, rehabilitate, re-organize, upgrade, authenticate, and digitize existing land records to prepare for the establishment of a computerized land information system.	X	X	
			5	Computerize and update existing land records to support the LIS.	X	X	
			6	Decentralize and present the proposed LIS in a language understood by community-level land managers and users.		X	
			LEGAL AND REGULATORY REFORMS				
			7	Enact and amend all relevant laws to enable application of modern technology.		X	
E	Land Disputes Resolution						
	<i>Para 115: (a) Administrative Land Tribunals will be reinstated, adequately resourced, and facilitated to enable them to carry out their constitutional mandate; and (b) Land disputes resolution mechanisms will be reformed to facilitate speedy and affordable resolution of land disputes.</i>	A streamlined, harmonized, and functional land dispute resolution system is achieved	CAPACITY BUILDING AND TRAINING				
			1	Design and implement a capacity building program for customary land dispute resolution structures as courts of first instance on customary land.	X	X	
			2	Design a program for capacity building for public officials and civil society service providers.	X	X	
			3	Establish PPP with appropriate training institutions to establish centre(s) of excellence in land dispute resolution, Alternative Dispute Resolution, and land law reform.	X	X	

Annex 1: National Land Policy Implementation Matrix

			4	Enter into partnership with Civil Society Organizations to provide legal aid for land related litigation.	X	X	
			5	Design a curriculum on land law and reforms to re-orient the judiciary through the judicial training institute.	X	X	
			<i>LEGAL AND REGULATORY REFORMS</i>				
			6	Review the tribunal regulations to develop rules of procedure for settling land disputes.	X		
			<i>RESEARCH AND STUDIES</i>				
			7	Undertake a comprehensive study and in-depth analysis of all land dispute resolution structures, roles, and functions; this should include an analysis of how the structures interact with each other and the appellant system. Use study findings and conclusions to: (a) Amend the Land Act Cap 227;(b) Amend the Local Council Courts Act 2006 and other laws in the judiciary; (c) Develop a justification for public investment for the tribunals; and (d) Make recommendation on hierarchy for dispute resolution.	X		
F	Revenue Generation and Fiscal Functions		<i>INSTITUTIONAL REFORMS</i>				
	<i>Para 118: The Government shall develop capacity for effective revenue generation and fiscal management of land sector institutions.</i>	A comprehensive capacity for effective revenue generation and fiscal management of land sector institutions is actualized	1	Prepare a cabinet memorandum and action plan for the implementation of the recommendations.	X		
			<i>RESEARCH AND STUDIES</i>				
			2	Undertake a study on revenue generation and fiscal management to establish: (a) Amounts generated; (b) Sources of revenue in the land sector; (c) The entities responsible for revenue collection (d) Categories and forms of revenue from land services; (e) The use of	X		

Annex 1: National Land Policy Implementation Matrix

				collected revenue (such as whether revenue goes to a consolidated fund or to other functions); (f) Identification of other sources of revenue generation; and (e) Recommendations for revenue sharing			
			3	Identify the fiscal instruments used in the land sector and other available fiscal instruments.	X		
			4	Define terms and conditions under which land tax may be levied		X	
			<i>CIVIC EDUCATION AND AWARENESS</i>				
			5	Undertake a civic awareness and public education programme on merits of land taxation	X	X	
V	LAND USE AND LAND MANAGEMENT FRAMEWORK						
A	Land Use and Land Development		<i>CAPACITY BUILDING AND TRAINING</i>				
	<i>Para 122: Government shall facilitate land use regulation and land development to enhance economic productivity and commercial competitiveness for wealth creation and overall socio-economic development.</i>	Enhanced economic productivity and commercial competitiveness through effective land use regulation is achieved	1	Enter into public-private partnerships (PPP) with appropriate institutions to develop a centre of excellence on research and training on land development.	X	X	
			<i>RESEARCH AND STUDIES</i>				
			2	Undertake a study on the concept and cost-benefit analysis of land development, drawing on experiences and lessons from other countries.	X		
			3	Undertake a study to define the structure, content, and mandate of an agency to manage land development.		X	

Annex 1: National Land Policy Implementation Matrix

			4	Review the National Land Use Policy for compliance with the objectives and aspirations of the NLP and make recommendations for harmonization.	X		
			5	Draw a checklist of existing reforms in the land sector, such as land use, urban, housing, and estates, for purposes of enabling sequencing of reforms in the land related sectors to attain harmonization and coordination.	X		
			6	Review proposed policy reforms in land related sectors to ensure consistency and coordination with the NLP.	X		
			7	Undertake an assessment of the principles and guidelines of the UN, AU, FAO and other standards for responsible large-scale commercial investments, and use findings to make recommendations for adoption. (Cross reference with the AU-Nairobi Action Plan for principles and guidelines for large-scale commercial investments).	X		
			<i>INSTITUTIONAL REFORMS</i>				
			8	Establish a National Land Development Agency with the mandate to ensure that land in Uganda is used to enhance productivity and commercial competitiveness, taking into account:(a) A review of the functions of the Physical Planning Board to achieve the aspirations of the NLP; and (b) A consideration of creating a department within the proposed Uganda Land Agency to achieve this policy statement.		X	
			<i>LEGAL AND REGULATORY REFORMS</i>				
			9	Develop and adopt standards for land use planning and development to be enforced by all responsible agencies.	X		

Annex 1: National Land Policy Implementation Matrix

			LAND USE AND LAND MANAGEMENT REFORMS			
			10	Establish a land bank to facilitate access to land by large scale investment projects through transparency and accountability procedures.	X	
			11	Undertake and publish a land resources audit after every 5 years with the purpose of establishing the requirements for land for all sectors of the economy.	X	X
B	Optimal Use and Management of Land Resources		CAPACITY BUILDING AND TRAINING			
	<i>Para 126: (a) Government shall ensure that land resources are optimally used and sustainably managed in an integrated manner; and (b) Government shall design and implement a comprehensive framework for proper stewardship of land resources.</i>	An efficient institutional coordination mechanism is established and operationalized	1	Organize trainings for public officials in the productive sectors on the value of land resources development to develop a shared understanding of the contribution of land resources to national development.	X	X
			INSTITUTIONAL REFORMS		1-3 Years	4-10 Years
			2	Set up and operationalize an effective multi-stakeholder forum for inter-sectorial consultation and coordination of land sector activities by: (a) Developing a concept note for establishment of a coordination mechanism; and (b) Implementing the proposals of the concept note.	X	X
C	Integration of Land with Other Productive Sectors		CAPACITY BUILDING AND TRAINING			
	<i>Para 129: Land in Uganda will be managed as a basic resource to support growth in other productive sectors through effective cross-</i>	Accurate data and information to support the integration of the land sector and other	3	Develop and implement a programme of civic education and public awareness for stakeholders and professionals in land management and administration on integration of the land sector with other productive sectors.	X	X

Annex 1: National Land Policy Implementation Matrix

	<i>sectorial integration.</i>	productive sectors is provided and used	<i>CIVIC EDUCATION AND AWARENESS</i>			
			4	Convene an annual consultation forum on land as a resource for national development.	X	X
			<i>RESEARCH AND STUDIES</i>			
			5	Undertake a study to establish the optimum land requirements for different sectors of the economy.	X	
			6	Undertake a review of the land sector and related productive sectors to assess mutual contribution and impact on each other, with results presented at collaborative forums after every three years.	X	
D	Land Use Planning and Regulation		<i>CAPACITY BUILDING AND TRAINING</i>			
	<i>Para 132: (a) Government shall ensure that land is planned, used, and managed for the benefit of the present and future generations; and (b) Government shall review and re-establish the framework for physical development planning and regulation.</i>	Implementation of land use plans and regulations is enforced	7	Design and implement a program for capacity building for land management institutions to comply with land use planning and regulation.	X	
			<i>LEGAL AND REGULATORY REFORMS</i>			
			8	Develop and implement the National Physical Development Plan.	X	
			<i>RESEARCH AND STUDIES</i>			
			9	Undertake a study to review existing policies and legislation on land use planning and regulation, and make recommendations for harmonization with the NLP.	X	
			10	Develop a justification for public investment in land use planning and regulation.	X	
			<i>CIVIC EDUCATION AND AWARENESS</i>			

Annex 1: National Land Policy Implementation Matrix

			11	Design and implement a program for civic education and public awareness on the goals and objectives of public regulation of land use.	X	X
E	Land Quality and Productivity Assurance		<i>INSTITUTIONAL REFORMS</i>			
	<i>Para 136: The Government shall institutionalize mechanisms to restore, maintain, and monitor the quality and productivity of land resources</i>	Land quality and productivity assurance is enhanced	1	Design and implement programs for the delivery of community-based land management extension services.		X
			<i>RESEARCH AND STUDIES</i>			
			2	Undertake a study to assess the nature and extent of land degradation to: (a) Develop and implement guidelines on land quality assurance management; (b) Design and implement programs for rehabilitation of degraded lands; and (c) Design and implement programs to encourage settlement in urban areas.		X
			<i>POLICY REFORMS</i>			
			3	Develop and implement a National Soils Policy in compliance with the NLP.	X	
F	Natural Resources and Environmental Management		<i>INSTITUTIONAL REFORMS</i>			
	<i>Para 140: (a) Government shall ensure that natural resources are optimally used and sustainably managed for the benefit of the present and future generations; (b) Government shall take measures to restore,</i>	Capacity for natural resource use and environmental management is enhanced	4	Develop and implement criteria for fair compensation and benefit sharing for communities where natural resources are located		X
			<i>REGULARISING AND SECURING LAND RIGHTS</i>			
			5	Develop and implement a costed and time bound action plan for the restoration of degraded fragile ecosystems.	X	

Annex 1: National Land Policy Implementation Matrix

<p><i>maintain, and enhance the integrity of natural resources; (c) Government shall enhance the effectiveness of the framework for environmental management; and (d) Government shall ensure that all land use practices conform to land use plans and the principles of sound environmental management, including biodiversity preservation, soil and water protection, conservation, and sustainable land management</i></p>	6	Design and implement a program to demarcate, gazette, and regulate the use of hilltops and other sensitive eco-systems.	X	
	7	Compile and disseminate an environmental sensitivity atlas for the entire country every 5 years to show the status of ecologically sensitive ecosystems.	X	X
	8	Develop harmonized criteria for gazetting and de-gazetting of conservation areas, considering the following: (a) Reason for which an area was gazetted no longer exists; (b) De-gazette to address historical or colonial injustice; and (c) A technical evaluation that recommends change of land use.	X	X
	<i>LEGAL AND REGULATORY REFORMS</i>			
	9	Amend laws governing natural resources	X	
	10	Amend Article 237 of Constitution to add ecological protections		X
	11	Amend the relevant natural resources laws (forestry, wildlife, mining, oil, etc.) to ensure equitable sharing of benefits arising from natural resources.		X
	<i>RESEARCH AND STUDIES</i>			
	12	Undertake a review of institutions responsible for natural resources management, and make recommendations for reforms for adoption by Cabinet.	X	
	13	Undertake a study to inform the development of guidelines on natural resources benefit sharing mechanisms between: (a) local and central governments; and (b) the Government, communities, and citizens.		X

Annex 1: National Land Policy Implementation Matrix

G	Human Settlements		<i>POLICY REFORMS</i>			
	<i>Para 145: Government shall formulate a National Housing Policy and National Urban Policy for comprehensive planning and orderly development.</i>	National Housing Policy and National Urban Policy are formulated and adopted	1	Formulate and adopt a National Urban Policy that is compliant with the goals and objectives of the NLP.	X	
			2	Formulate and adopt a National Housing Policy that is compliant with the goals and objectives of the NLP.	X	
			<i>INSTITUTIONAL REFORMS</i>			
			3	Develop a criterion for designating administrative status to town boards, town councils, municipalities, and cities in the relevant policies and legislation in compliance with the NLP.	X	
			4	Develop and adopt incentives to encourage consolidation and adjustment of land parcels to achieve optimal use of land.	X	
			5	Develop and fund a competitive programme for the development of nucleated settlements by local governments.		X
H	Agriculture		<i>POLICY REFORMS</i>			
	<i>Para 148: Government shall regulate the use of land and water resources for agricultural production aligned with a National Agriculture Policy.</i>	Land and water resources for agricultural production are regulated	1	Formulate and adopt a National Agriculture Policy, and finance its implementation.	X	
			2	Formulate and adopt a National Soils Policy, and finance its implementation.	X	
			3	Develop and adopt standards for the use of land and water resources for agriculture.	X	
			<i>RESEARCH AND STUDIES</i>			
			4	Undertake a study on incentives to encourage voluntary consolidation of agricultural lands to promote optimal usage.		X

Annex 1: National Land Policy Implementation Matrix

			5	Apply the principle of land re-adjustment, land sharing, and consolidation in systematic demarcation programs, especially in areas with excessive land fragmentation.		X	
			6	Develop and implement a program for promoting access and ownership of agricultural land resources by smallholder, women farmers.	X		
			7	Establish a PPP with relevant training institutions and independent think tanks to produce and publish updated soil and arable land resources inventory at an appropriate scale after every 4 years.	X	X	
I	Climate Change		<i>CAPACITY BUILDING AND TRAINING</i>				
	<i>Para 151: (a) Government shall, in its plans and programs, mitigate and adapt to the impacts of climate change and mainstream sustainable management of the environment and natural resources;(b) Government shall put in place strategies to mitigate and adapt to climate change and variability and to reduce impact on the climate, population, and economy; and (c) Government will develop a framework for compliance with all international commitments on management of climate change</i>	Climate change mitigation and adaption strategies take in account the goals and objectives the NLP	1	Establish partnerships with research and training institutions to build capacity on the interface between climate change and land resources.	X	X	
<i>POLICY REFORMS</i>							
2			Review the National Climate Change Policy for compliance with the NLP.	X			
<i>LAND USE AND LAND MANAGEMENT REFORMS</i>							
3			Work with the lead agency on climate change to develop guidelines and actions to integrate land development activities in climate change mitigation and adaptation programs.	X			
4			Develop and implement a time-bound readiness action plan on land resources to ensure that Uganda qualifies for direct access for funding from the Green Climate Facility.	X			

Annex 1: National Land Policy Implementation Matrix

			5	Establish a rewards mechanism for local governments that design and implement innovative programs in the areas of land resources and climate change mitigation and adaptation.	X	X	
J	Institutional Framework for Management of Land-Based Resources		<i>INSTITUTIONAL REFORMS</i>				
	<i>Para 154: Government shall establish a harmonized and integrated institutional framework for efficient use, appropriate stewardship, and effective management of land-based natural resources.</i>	A harmonized and integrated institutional framework that promotes efficient use, appropriate stewardship, and effective management of land-based natural resources is established	1	Undertake a review of institutions responsible for the governance and management of land-based natural resources and make recommendations for reforms for adoption by Cabinet	X		
VI	REGIONAL AND INTERNATIONAL FRAMEWORK						
A	Regional and International Obligations, Policies, and Resource Management		<i>RESEARCH AND STUDIES</i>				
	<i>Para 159: Government will, in the implementation of obligations in international and regional instruments, comply with areas of convergence in land policy</i>	International and regional instruments for governance of land-based resources are ratified, domesticated, and implemented	1	Identify the regional and international instruments relevant to the NLP, and develop a checklist of obligations and commitments.	X		

Annex 1: National Land Policy Implementation Matrix

	<i>and strive to re-align on divergent areas in land policy.</i>		2	Review the policies and laws in Uganda to ensure compliance to regional and international instruments on land policy.	X	
			3	Identify instruments and conventions already ratified and domesticate as appropriate into policy and law. Ensure implementation by requiring: (a) The Government and its agencies prepare and submit periodic implementation progress reports for the relevant regional and international instruments on land as required under each reporting mechanism; and (b) Receive feedback on progress reports presented and dialogue with stakeholders to address issues raised.	X	
B	Convergence on Land Policy and Legislation		<i>INSTITUTIONAL REFORMS</i>			
	<i>Para 162: (a) Government will take steps to align land policy and legislation within the East Africa region, the Great Lakes Region, and the African Union; and (b) In pursuit of the goal of a common market within the East African Community, Government shall take steps to align policies, laws, regulations, and practices on land and land-based resources.</i>	Regional and international instruments on land and land-based resources inform national land policies and programmes	4	Cooperate with other countries in developing protocols and instruments for the exploitation, investment, and management of shared trans-boundary land-based resources.	X	X
			5	Establish linkages with United Nations for Economic Commission for Africa (UNECA) –Land Policy Initiative (LPI) – African Union (AU) by: (a) Initiating and maintaining dialogue with UNECA-LPI – AU Secretariat; and (b) Undertaking an assessment of compliance of the NLP to AU and F&G guidelines and articulate areas of support in implementation of the NLP.	X	
			<i>RESEARCH AND STUDIES</i>			
			6	Compile and maintain an inventory of land policies and laws of East Africa and other countries to identify areas of convergence for the purpose of learning.	X	X

Annex 1: National Land Policy Implementation Matrix

			7	Publish and disseminate an inventory of land policies and laws of East Africa and other countries.	X	X
			8	Review the existing institutional frameworks on shared land-based resources, and define how they relate to national institutions.	X	X
C	Management of Trans-Boundary Resources		<i>INSTITUTIONAL REFORMS</i>			
	<i>Para 166: Government shall develop a framework for participation in development of policies and protocols for management of trans-boundary and shared natural resources in consultation with Partner States.</i>	Policies and protocols for utilization and management of trans-boundary natural resources are adopted	1	Initiate, negotiate, implement, and assess protocols for the management of trans-boundary resources for compliance with the goals and objectives of the NLP.		X
			2	Produce and disseminate monitoring reports on the effects of trans-boundary movement of migratory species on trans-boundary land resources.		X
			3	Adopt the M&E Frameworks in the instruments for monitoring all trans-boundary resources with Partner States.		X
D	Cross-Border Population Movements, Border Disputes, and Conflicts		<i>REGULARISING AND SECURING LAND RIGHTS</i>			
	<i>Para 169: Government will develop a framework to regulate, manage, and mitigate the negative consequences and maximize the positive impacts of cross-border population movements.</i>	Positive impacts of cross border population movements are maximized and negative consequences are mitigated	1	Develop a criterion to identify locations for establishment of holding centres and settlements for displaced cross-border population movements.	X	X
			2	Map and secure available land resources for settlement and reciprocal treatment of displaced populations.	X	X
			<i>INSTITUTIONAL REFORMS</i>			
			3	Establish holding centres in appropriate locations for massive cross-border movements	X	X

Annex 1: National Land Policy Implementation Matrix

E	Inter-State Border Disputes and Conflicts		<i>INSTITUTIONAL REFORMS</i>				
	<i>Para 172: Government shall re-establish and demarcate as appropriate the entire national border of the State of Uganda in agreement with neighboring States.</i>	Uganda’s national borders re-established and demarcated in agreement with neighboring states	1	Establish joint border committees to oversee the re-establishment and demarcation of Uganda's international borders.	X		
			2	Sign border agreements with neighboring countries.	X		
			3	Deposit signed border agreements with the East African Community and AU for safe custody.	X		
	<i>Para 172: Government shall re-establish and demarcate as appropriate the entire national border of the State of Uganda in agreement with neighboring States.</i>		4	Establish an inspection and monitoring team to regularly inspect and maintain border demarcation points.	X	X	
			<i>RESEARCH AND STUDIES</i>				
			5	Survey and demarcate Uganda's international borders on both land and water.	X		
			6	Prepare periodic reports on the state of border demarcation points.	X	X	
VII	NLP IMPLEMENTATION FRAMEWORK						
A	Costing Implementation of the NLP						
	<i>Para 176: Government shall cost and finance a comprehensive program of land reform as approved in this Policy.</i>	A fully costed Implementation Action Plan for the NLP is developed	<i>ADMINISTRATIVE MEASURES NEEDED FOR COORDINATED NLP IMPLEMENTATION</i>				
			1	Develop and adopt a National Implementation Action Plan for the NLP.	X		
			2	Study to assess existing resource capacity in the land sector (institutional, human, financial, and equipment).	X		

Annex 1: National Land Policy Implementation Matrix

			3	Develop an Investment Plan for the implementation of the NLP	X	
B	Implementation Plan for the National Land Policy		<i>ADMINISTRATIVE MEASURES NEEDED FOR COORDINATED NLP IMPLEMENTATION</i>			
	<i>179: Government shall undertake the preparation of an Action Plan for implementation of the NLP.</i>	An Action Plan for Implementation of the NLP is prepared and financed		<i>Establish a Land Policy Implementation Unit</i>		
			1	Develop ToRs for the unit;	X	
			2	Staff the unit with competent and experienced persons and provide adequate remuneration;		
			3	Source technical assistance from LPI and other sources (e.g. voluntary guidelines under FAO);		
			4	Fully resource and equip the unit;		
			5	Building the capacity of key personnel in the implementation of the land policy		
			6	Establish a multi-sectoral and multi-disciplinary committee to lead NLP implementation	X	
			7	Undertake a study to: (a) Define the roles and responsibilities of the Ministry and other key actors in the implementation of the NLP; (b) Define the modalities for execution of these roles; and (c) Design structures for co-ordination of implementation between sectors	X	
C	Public Education and Dissemination of the National Land Policy		<i>CIVIC EDUCATION AND AWARENESS</i>			
	<i>Para 183: Government shall disseminate the NLP to all stakeholders.</i>	A broad program of education and public awareness on the national policy is	1	Publish and disseminate the National Land Policy and the Implementation Action Plan.	X	X
			2	Design and implement a public education campaign using multi-media approaches.	X	X

Annex 1: National Land Policy Implementation Matrix

		developed and implemented by all stakeholders in the land sector in a coordinated manner	3	Organize a briefing of the media editors on the proposed land reforms.	X	X
			4	Design and implement an IEC strategy on the NLP.	X	X
			5	Design and implement a civic education and public awareness campaign.	X	X
			6	Design and implement periodic public debate programs on land issues and reforms.	X	X
			7	Civic awareness and public education campaign about NLP philosophy and aims	X	X
D	Partnerships and Resource Mobilization		<i>ADMINISTRATIVE MEASURES NEEDED FOR COORDINATED NLP IMPLEMENTATION</i>			
	<i>Para 186: Government shall involve stakeholders as partners in implementation of the NLP for continuous legitimacy.</i>	Participation and engagement of all stakeholders for continuous buy-in	1	Carry out stakeholder mapping and analysis.	X	
			2	Establish and convene a Land Sector Donor Group.	X	
			3	Design and implement widespread stakeholder partnerships and resource mobilization programs.	X	
			4	Enter into formal and informal co-operations, partnerships, and co-ordinations with the different stakeholders.	X	X
			5	Engage Civil Society Organizations, Cultural Institutions, and other non-state actors to work out co-ordination and partnership modalities.	X	X
E	Monitoring, Evaluation, and Review		<i>ADMINISTRATIVE MEASURES NEEDED FOR COORDINATED NLP IMPLEMENTATION</i>			
	<i>Para 189: The Government shall institutionalize a</i>	A monitoring and evaluation strategy	1	Develop and implement an M&E framework for the NLP.	X	

Annex 1: National Land Policy Implementation Matrix

	<i>monitoring, evaluation, and review framework for the implementation of the NLP</i>	for the NLP developed and adopted	2	Design and implement Annual Land Sector Performance Reviews to assess progress of implementing the NLP.	X	X
			3	Evaluate the NLP Implementation Action Plan every 5 years.		X
			4	Review NLP strategies and actions every 5 years		X
			5	Evaluate and review the entire NLP after 10 years.		X

*Activities outlined in Annex 1 are cross-referenced with Annex 2 such that costed activities for Phase 1 can be readily traced back to their origin in specific NLP policy statements. Numbers appearing in the Ref column refer to corresponding sections presented in the Matrix Ref column of Annex 2 - Costs for the Implementation of the National Land Policy (years 1-3).

Annex 2: Costs for the Implementation of the National Land Policy (NLP): Years 1-3 (USD '000')

Matrix Ref.*	No	Programme Area	Details	Remarks	Timeframe			Total for 3 Years	
					2015/16	2016/17	2017/18		
	1	ADMINISTRATIVE MEASURES NEEDED FOR COORDINATED NLP IMPLEMENTATION							
VIIB	a	Establishment of the Policy Implementation Unit (PIU)	Office set up, staffing, and staff training		609	340	340		
VIIB	b	PIU, NLP Implementation Multisectorial Committee, and working group meetings	A number of meetings will be held by the Multisectorial implementation committee to chart a way forward for the implementation of the NLP and also assess progress. In the first 6 months two meetings will be held per month, while in the subsequent months meetings will be monthly.		27	20	20		
VIIE	c	M&E of the NLP	The M&E strategy will set out the monitoring indicators and targets for the NLP, which will help in tracking progress for the implementation of the NLP. 4 quarterly progress reports and 1 annual report will be produced. 5 forums (4 regional and 1 national) for dissemination of results.		220	450	350		
VIIB	d	Undertake planning for Phase 2 of NLP implementation	Based on the progress reported through the M&E of NLP in Phase 1, carry out strategic planning for Phase 2 (years 4-10)		-	-	150		
		<i>Sub Total for Administration and Coordination Programme Area</i>				856	810	860	2,526
	2	CAPACITY BUILDING AND TRAINING PROGRAMME							

Annex 2: Costs for the Implementation of the National Land Policy (NLP): Years 1-3 (USD '000')

I(A)	a	Train public officials in productive sectors	Training to link NLP objectives, vision and goal to the national development agenda and how the land sector leverages other productive sectors.	Under CEDP USD 6.1 million is provided for: (i) conducting a comprehensive review of the organizational structure and capacities of land administration and management institutions to identify gaps and making recommendations for improvement; (ii) conducting an assessment of other public and private land sector institutions to identify skill gaps and implementing capacity development programs; (iii) constructing a dormitory and multi-purpose hall for the institute of survey and land management and equipping said institute with instructional equipment; (iv) developing and implementing gender, civil society engagement and communication strategies; and (v) provision of technical advisory services for said purposes.	100	100	100
IV(B)	b	Undertake PPP for training of service providers					
		Design the PPP framework for training of service providers	The PPP arrangement will emphasis the establishment of a centre of excellence.		30	-	-
		Support the implementation of the PPP framework	Supporting the PPP training institutions, enhancement of quality and content		200	200	200
		Train service providers	Para - surveyors, Land Surveyors, Valuers, Registrars, Lawyers, Para legals, etc.		300	300	300
IV(A); IV(E)	c	Train customary and traditional institutions, CSOs and other stakeholders	Training to focus on rights parsing, dispute resolution, and formalization (looking at women's access and secure rights to land).				
					100	100	100

Annex 2: Costs for the Implementation of the National Land Policy (NLP): Years 1-3 (USD '000')

VII(A)	e	Undertake sector review for human resource needs	Consultancy to identify the human resource needs for the lands sector	USMID will provide funds for municipalities to procure equipment and tools, and undertake capacity development to facilitate the functionality of their officials in handling of larger infrastructure programmes and for urban development. The departments of physical planning, surveying, works and finance will be supported through this program.	150	-	-	
IV(B)	d	Develop and implement a code of conduct of practice and guidelines for land administrators including continuous professional development.	The code of conduct and guidelines will be drawn from the amended laws and international good practices		-	120	100	
Sub Total for Capacity Building and Training Programme Area					880	820	800	2,500
3	MEASURES TO PROTECT AND IMPROVE WOMEN'S SECURE RIGHTS AND ACCESS TO LAND							
III(H)	a	Develop a strategy to enhance Women's land rights	IEC Strategy development (est. cost @USD 100,000) to be done in the 1st year and undertaking the IEC campaign on women's land rights will commence in FY2 and continue to FY 3 (est. cost @ USD 100,000) on annual basis		100	-	-	
III(H)	b	Implement the strategy on enhancement of Women's access and secure land rights	The implementation of the strategy will commence in FY2 after the development of the strategy in FY1.		-	150	150	
III	c	Undertake periodic M&E to assess implementation of programmes to enhance women's land access & rights	Quarterly assessments undertaken on an annual basis (est. cost @USD 20,000) commencing in FY 2		-	80	80	

Annex 2: Costs for the Implementation of the National Land Policy (NLP): Years 1-3 (USD '000')

III(A)	d	Design and implement a Women's land rights IEC program			-	100	100	
III(H)	e	Develop and implement a programme for promoting access and ownership of agricultural land resources by small holder women farmers	The implementation of the programme will be after development of a strategy to enhance women's land rights, which will be done in FY1 and the programme will commence in FY2		-	500	400	
Sub Total for Women's Land Rights Programme Area					100	830	730	1,660
4		MEASURES TO MANAGE AND RESOLVE LAND DISPUTES AND CONFLICTS						
II(F)	a	Survey and demarcate Uganda's district boundaries	Before any new district is created, the boundaries will be surveyed, demarcated and gazetted, to avoid border conflicts and disputes. A lump sum of USD 200,000 has been proposed for this activity starting with FY2. It is assumed that the National Urban Policy, which provides a framework for urban development including creation of new districts will be adopted by Cabinet during FY1		-	100	100	
IV(E)	b	Re instatement of District Land Tribunal	Appointment of land tribunal officials, office rental, transport, furniture and equipment, training and capacity building, etc.	Under CEDP, an expenditure of USD 5 million is allocated to: Strengthening institutions and mechanisms for land dispute resolution. Reviewing the judiciaries' court processes and rules to improve court performance in the adjudication of land cases; strengthening the judiciary and other relevant agencies (land tribunals, local councils, Area	4,000	3,000	3,000	
IV(A)	c	Training of customary and traditional institutions	Training to focus on dispute and conflict resolution mechanism and securing land rights.		800	800	800	
IV(E)	d	Review the tribunal regulations to develop rules of procedure for settling land disputes.	After the re-instatement of land tribunals and the amendment of relevant laws, new tribunal rules and guidelines will be developed.		-	50	-	

Annex 2: Costs for the Implementation of the National Land Policy (NLP): Years 1-3 (USD '000')

V(D)	e	Training of Land Management Institutions	Training of DLBs, LC Courts, ALCs on dispute resolution mechanisms	Land Committees, recorders and Traditional Institutions) in the use of Alternative Dispute Resolution (ADR) and mediation mechanisms to resolve land cases faster and cheaper; compiling and disseminating relevant legal documents to raise greater awareness of the law and peoples' appreciation of their land rights; developing capacity of the judiciary and other land adjudication institutions through training; and reviewing the legal and institutional framework for restoration and functioning of land tribunals.	3,000	3,000	3,000
VI(E)	f	Establish joint border committees to oversee the re-establishment and demarcation of Uganda's international borders.	In order to re-establish and demarcate Uganda's international borders, a secretariat will be established. A lump sum of USD 225,000 has been proposed to cater for secretariat related activities for over 3 years	A total of USD 500,000 has been provided under CEPD to develop and implement policies for geodetic reference framework, national spatial data infrastructure and mapping.	75	75	75
VI(E)	g	Survey and demarcate Uganda's international borders both on land and water.	The undertaking of these activities will be in compliance with EAC protocol and AU declaration on survey of international borders		770	770	750
VI(E)	h	Sign border agreements with neighbouring countries and deposit them with EAC and AU for safe custody.			-	20	20

Annex 2: Costs for the Implementation of the National Land Policy (NLP): Years 1-3 (USD '000')

VI(E)	i	Establish an inspection and monitoring team to regularly inspect and maintain border demarcation points.	A total of USD 200,000 has been proposed for the inspection and monitoring team related activities for 2 financial years starting with FY2.		-	100	100	
VI(E)	j	Produce periodic reports on the state of border demarcation points.	International border status reports will be produced and disseminated from the second year of policy implementation and a lump sum of USD 150,000 has been proposed for this activity.		-	75	75	
Sub Total for Land Disputes and Conflict Resolution Programme Area					8,645	7,990	7,920	24,555
	5	INSTITUTIONAL REFORMS REQUIRED FOR DELIVERY OF LAND SERVICES						
IV(A)	a	Establishment of the Land Agency						
		Undertake a study on the establishment of the Land Agency	Study to recommend modalities of establishing the Land Agency, Drafting the Land Agency Bill		150	-	-	
		Undertake study tours to benchmark	2 study tours per annum for 7 days for 10 pax @ USD 6,000 for air tickets and per diem		120	120	120	
IV(B)	b	Establish codes of conduct for specialised services needed for improved land service delivery	Codes for surveyors, physical planners, architects, valuers and registrars to be developed @ USD 30,000 and stakeholder consultations for each code @ USD 20,000		-	250	-	
IV(B)	c	Establish and operationalise a national land information system	Enhancing the current LIS to support land registration and rolling it from the current 6 MZOs to 21 MZOs, a lump sum of USD 7,000,000 has been budgeted for a 5 year period	Establishment and operationalisation of LIS is already being covered				

Annex 2: Costs for the Implementation of the National Land Policy (NLP): Years 1-3 (USD '000')

IV(D)	Develop data standards for geo-information comprising among others, feature definitions, data content, spatial referencing, and accuracy.			under the implementation of CEDP land component. (USD 7 million)				
IV(D)	Prepare and implement national guidelines, to improve the quality and quantity of land information.							
IV(D)	Procure technological infrastructure needed for the establishment of a decentralized system.							
IV(D)	Establish, rehabilitate, re-organize, upgrade, authenticate, and digitize existing land records in readiness for the establishment of a computerized land information system.							
IV(D)	Computerize and update existing land records to support the Land information System.							
IV(D)	Decentralize and present the proposed Land Information System in a language understood by community-level land managers and users.					1,500	1,500	1,500

Annex 2: Costs for the Implementation of the National Land Policy (NLP): Years 1-3 (USD '000')

IV(D)		Develop and publish guidelines in the use of the Land Information System by citizens and remedies when information is denied or not provided on time.						
V(A)	d	Training of Land Management Institutions	Training of DLBs, ALCs, LC Courts, etc. on the new reforms in the land sector		80	80	80	
V(D)	e	Undertake a comprehensive review of existing land administration system	Study to determine additional services needs prompted by sector-wide reforms, aimed at achieving new levels of efficiency, cost-effectiveness and equity		150	-	-	
Sub Total for Institutional Reforms Programme Area					2,000	1,950	1,700	5,650
	6	REGULARISING AND SECURING LAND RIGHTS						
II(E)	a	Develop and implement criteria for equalization and compensation for foregone opportunities under the public trusteeship over natural resources as part of a benefit sharing scheme for districts or populations where such natural resources are located.	The development of the criteria will commence in FY2 and partial implementation will start in the same year, with full implementation beginning in FY3.		-	400	400	
II(E)	b	Identify, map and document all common property resources and link with systematic demarcation already recommended in customary land areas	This activity will commence in FY2 after the completion of a number of studies linked to customary tenure hoped to be undertaken in FY1.		-	280	280	

Annex 2: Costs for the Implementation of the National Land Policy (NLP): Years 1-3 (USD '000')

III(C)	c	Fully implement the Land Fund		GOU is providing USD 4,000 on annual basis	10,000	8,000	8,000
III(G)	d	Design and implement special projects for adaptation and reclamation of pastoral lands	The projects to be implemented will be agreed upon after the conclusion of the studies above. Implementation of the projects will commence in FY2 and continue to FY3. A lump sum budget of USD 300,000 has been proposed annually.		400	300	300
III(G)	e	Implement special projects for ethnic minorities and pastoralist			-	300	300
III(G)	f	Carry out land rights audit in pastoral areas	The audit will recommend a framework for claiming historical loss of land rights; verify and assess the claims; propose an agency that will be responsible for receiving claims; recommend establishment of a program of swapping, resettlement or compensation; and build awareness and capacity of the community on how to make claims.		-	75	-
III(G)	g	Investigate and document all government land which was given away in an irregular or illegal manner for repossession	A committee will be established to carry out this activity. Facilitation for the committee will be in form of allowances, per diem, fuel, workshops, report production, etc.	OPM has already embarked on this activity.	80	100	100
III(I)	h	Regularise the informal land tenure systems in the slums			4,000	4,000	4,000
III(N)	i	Promote compliance with FAO and other international guidelines on responsible investment.					

Annex 2: Costs for the Implementation of the National Land Policy (NLP): Years 1-3 (USD '000')

V(A)		Domesticate the FAO and other guidelines on responsible investment	Study to review current laws and propose amendments/new laws that will comply with the guidelines.		35	-	-
		Disseminate and sensitise the public on the guidelines	Dissemination of the guidelines will commence in FY2 after the study to domesticate the guidelines, USD 50,000 is budgeted on annual basis for this activity		-	50	50
	l	Monitor investments to ensure compliance to responsible investment	The activity will be after domestication and dissemination of the guidelines.		-	50	60
VI(D)	j	Develop a criterion for identification of locations for establishment of holding centres and settlements for displaced cross border population movements.	The study will help in identifying locations for holding centres and coming up with a criteria for establishing the holding and settlement centres		100	-	-
VID	k	Map and secure available land resources for settlement and reciprocal treatment of displaced population.	The mapping and securing of land will be done after the development of the criterion for identification of locations and holding centres. It will start in the 2nd year of policy implementation		-	1,500	1,500
V(F)	l	Develop a time bound action plan for restoration of degraded fragile eco-systems			200	-	-
V(F)	m	Demarcate and gazette all hill tops and other fragile and sensitive eco-systems			-	450	450
V(F)	n	Produce and disseminate an environmentally sensitive atlas for Uganda.	The atlas will be produced every five (5) years and will show the status of ecologically sensitive ecosystems		-	300	200

Annex 2: Costs for the Implementation of the National Land Policy (NLP): Years 1-3 (USD '000')

V(F)	o	Develop a criteria for gazetting and de-gazetting of conservation areas	The study will be able to come up with recommendations for gazetting, de-gazetting and change of land use		100	-	-	
Sub Total for Land Rights Regularisation Programme Area					14,915	15,805	15,640	46,360
	7	LEGAL AND REGULATORY REFORMS						
II(A) - (P)	a	Finalise the review of seven land related laws and draft the Bills	Stakeholder consultations on the draft bills for consensus building.	The funding is covered under CEDP	50	50	-	
II (A)- (P)	b	Undertake a study to review other land related laws with a view of amending them to be in line with NLP principles and objectives.	Succession laws, Local Council Courts Act, laws on natural resources among others and Bill such as Marriage and Divorce Bill, ULC Bill etc. to be reviewed and recommendations for amendment made for compliance with goals and objectives of NLP.		100	75	60	
II(A)- (P)	c	Amend other land related laws to make them compliant with NLP principles, objectives and strategies.			-	50	50	
III (E)- (G)	d	Review regulations under the other land related laws	Reviewed regulations will address the revised principles in the other land related laws.		-	80	50	
II(D)	e	Undertake a study on taxation of idle land	Study to recommend ways of stemming land speculation practices		-	100	-	
III(M)	f	Undertake a study to review Capital Gains tax			-	50	50	

Annex 2: Costs for the Implementation of the National Land Policy (NLP): Years 1-3 (USD '000')

III(F)	g	Identify and implement existing judicial decisions on the rights of ethnic minorities	The study will identify judicial decisions and recommend for legal reform where necessary		20	20	-	
Sub Total for Legal and Regulatory Reforms Programme Area					170	425	210	805
	8	RESEARCH AND STUDIES TO SUPPORT THE LAND REFORM PROGRAMME						
I(A)	a	Undertake a study to assess whether land policy reforms address the land question as articulated in the National Land Policy.	The study will prepare for subsequent review processes envisaged to start in the 3rd year of implementation.		-	80	-	
II(D)	b	Undertake research and studies in the areas related to land sector	Over a 3-year period a nominal budget of USD 1.5 million is proposed for the research studies in the following areas: Feasible options for land taxation including taxation of idle land; Policy and legal implications of the public trusteeship of natural resources; Review of the Minerals Policy and Minerals Act CAP 148; Review of existing laws and regulations relating to common property resources and implications for the rights and the livelihoods of local people; A systematic survey of the land and water rights of pastoral communities; Land Rights of women and children; Land rights of vulnerable groups;		500	500	500	
II(E)								
II(G)								
III(E)								
III(G)								
III(H)								
III(J)								

Annex 2: Costs for the Implementation of the National Land Policy (NLP): Years 1-3 (USD '000')

III(M)			Land markets;					
IV(C)			Review of the technical, professional , financial and economic aspects of land survey and the related legal framework in all tenure categories;					
V(F)			Natural resources management and related governance issues ;					
VI(A)			National, regional and international instruments and obligations relating to the management of natural resources.					
II(E)	c	Undertake a study on possible mechanisms for the joint and participatory management of natural resources with communities owning or contiguous to land in or over which such resources are situated	The study will make recommendations for adoption in the regulations of various sub-sectors on natural resources.		-	80	-	
II(F)	d	Prepare a Government Land Inventory	The preparation of the Government Land Inventory will commence with a pilot study of representative districts in FY1 to develop the methodology and prepare a plan for a comprehensive national study, commencing in FY2 and PY3. Recording of land gazetted as refugee settlement would be a by-product.		500	500	500	
II(F)	e	Undertake an inventory of all land gazetted as refugee resettlement schemes	The inventory will determine tenure status, assess the current and future needs and propose measures of redistributing excess land to the landless.		-	80	-	
III(B)	f	Undertake a study to review customary tenure system	The study to assess the pilots on customary tenure rules in Acholi, Lango and Teso.		60	-	-	

Annex 2: Costs for the Implementation of the National Land Policy (NLP): Years 1-3 (USD '000')

III(B)	g	Undertake a study on communal land rights	Study to be carried out in Albertine Graben and other hot spots areas where communal land rights are threatened.	Under CEDP, USD 14 million is provided for undertaking systematic registration of communal and individually owned land in particular: (i) establishing communal land associations (CLAs) in priority areas including the Northern and Eastern Regions; (ii) demarcation and registration of communal lands in said priority areas and issuance of titles to said CLAs; and (iii) demarcation and registration of individual lands in rural and peri-urban areas (including issuance of titles to said individuals). The budget being provided for will cater for the Albertine Graben	60	-	-
III(C)	h	Undertake a study to review Mailo tenure system	Study to recommend ways of disentangling multiple land rights, overlapping and conflicting interests		60	-	-
III(E)	i	Undertake a study to identify, map and document all common property resources.	The study will help in coming up with remedies of addressing land conflicts emanating from common property resources		100	-	-

Annex 2: Costs for the Implementation of the National Land Policy (NLP): Years 1-3 (USD '000')

III(F) & (G)	j	Undertake a study on land rights of ethnic minorities and pastoralists	The study will recommend design and implementation of special projects for enhancing land rights of ethnic minorities and pastoralists.		60	-	-
III(H)	k	Undertake a study of all relevant conventions and amend the relevant laws to domesticate all international conventions ratified by Government of Uganda which outlaw discrimination against women and children.	The study will identify the relevant conventions and which laws to amend. Stakeholder consultations will be undertaken to agree on consensus. The domestication of international conventions will promote women's and children's land rights.		45	30	-
III(K)	l	Undertake an Inventory of assets of traditional rulers on mailo and other tenure systems	The preparation of the Inventory would commence in FY1 and continue to FY2		500	500	-
III(L)	m	Undertake a study to review the Kibaale Land Question	Study to recommend modalities of settling the Kibaale Land Question and paying off the absent land lords- cattle corridor and dry lands.		60	-	-
IV(B)	n	Undertake a study on revenue generation in the lands sector	Study on revenue generation sources and how to enhance the Non Tax Revenue for the sector		120	-	-
IV(C)	o	Carry out a review of the pilots on Systematic Demarcation and Adjudication Programme to assess the viability of systematic demarcation and survey as a cost-effective mean for registering land rights.	The review will be undertaken in FY1 to be able to inform other policy implementation processes.		50	-	-

Annex 2: Costs for the Implementation of the National Land Policy (NLP): Years 1-3 (USD '000')

IV(E)	p	Undertake a comprehensive study and in-depth analysis of all land dispute resolution structures, roles and functions; relationship with each other and the appellant system	The study will be able to come up with recommendations on hierarchy for dispute resolution and develop a justification for public investment for the land tribunals.		100	-	-	
V(C)	q	Undertake a study to establish optimum land requirements for different sectors of the economy	The study will be able to come up with recommendations on how the land sector leverages other productive sectors.		100	-	-	
V(J)	r	Undertake a review of institutions responsible for governance and management of land based natural resources and make recommendations for reforms.	The recommendations will refine and clarify institutional mandates with regard to governance and management of land based natural resources.		50	50	-	
VI(B)	s	Review the existing institutional frameworks on shared land based resources and define how they relate to national institutions.	The study will be able to refine and clarify on institutional mandates for governance and management of land- based resources.		70	-	-	
Sub Total for Research and Studies Programme Area					2,115	1,770	1,000	4,885
9	POLICY REFORMS							
	a	Undertake policy reforms in respect to rights and responsibilities relating to:	Some of the policies are already in operation, while others are in draft form and consultations are still ongoing and require buy-in. Others are yet to be developed. A lump sum of UDS 3million is proposed for a period of 3 years.	The development of the National Urban Policy (USD 450,000) is funded under TSUPU, while development of the National Physical	1,000	1,000	1,000	
II(E)		(i) Public trusteeship of natural resources						

Annex 2: Costs for the Implementation of the National Land Policy (NLP): Years 1-3 (USD '000')

II(G)		(ii) Oil and Gas exploitation policy		Development Plan and other physical planning related activities are funded under CEDP (USD 6 million).				
II(B)		(iii) Compulsory land acquisition and compensation						
III(G)		(iv) Pastoralist communities						
III(I)		(v) Rights of dwellers in informal settlements						
V(D)		(vi) National Physical Development Plan;						
V(E)		(vii) National soils policy						
V(G)		(viii) Draft National Urban Policy						
V(A)		(ix) compliance of existing policies with the NLP, e.g. the National Climate Change policy and the National Agricultural Policy						
IV(A)		(x) matters relating to the survey and demarcation of national boundaries.						
III(I)	b	Review and implement the National Slum Upgrading Strategy and Action Plan	The strategy and the action plan need a review to make them compliant with the NLP and the National Housing Policy. Implementation of the strategy and action plan will commence in FY 2 after the review in FY1.		80	200	200	
Sub Total for Policy Reform Programme Area					1,080	1,200	1,200	3,480
10	LAND RIGHTS CIVIC EDUCATION AND AWARENESS							
VII(C)	a	Development of the IEC Strategy	Design and implementation IEC Strategy will require support from experienced IEC service providers for		100	-	-	

Annex 2: Costs for the Implementation of the National Land Policy (NLP): Years 1-3 (USD '000')

VII(C)	b	Development and production of IEC sensitisation materials	the initial design, preparation of an action plan, prioritisation of target groups, goals and activities and communication products to address major challenges in the land sector. Plans for dissemination of materials (print media, broadcast and internet and mobile phone in local languages) will also be developed. Partnership arrangements with Development partners and civil society organisations will be agreed upon. A lump sum of USD 3.3million has been provided under this component of stakeholder engagement, public education and awareness for a 3-year period.		500	-	-
		Translation of the NLP into major local languages and Kiswahili					
		Illustration and simplification of the NLP language					
		Production of abridged version of the NLP					
VII(C)	c	Print and electronic media publicity (Newspaper supplements, flyers and pullouts, Radio and TV talk shows)			400	1,000	1,000
VII(D)	d	Stakeholder engagement			120	100	100
		Stakeholder mapping					
		Donor Group coordination					
		Annual forum for review of performance					
VI(B)	e	Publish and disseminate an inventory of land policies and laws East Africa and other countries	The inventory will show which policies and laws exist in East Africa, and also which ones needs to be harmonized		80	-	-
Vii(C)	f	Produce and disseminate monitoring reports on the effects of trans-boundary movement of migratory species on trans-boundary land resources.	The monitoring report will be produced on an annual basis and issues raised in the report will be discussed with stakeholders.		-	80	80

Annex 2: Costs for the Implementation of the National Land Policy (NLP): Years 1-3 (USD '000')

VI(C)	g	Organise briefings for media houses on land reforms	The briefs will bring on board media editors on the land reforms being implemented and be able to report positively on the reforms. A lump sum of USD 60,000 is proposed for over three years.		30	20	10	
VI(C)	h	Design and implement a civic education and public awareness campaign.	These programs will inform the policy implementation process and bring up issues for consideration during the implementation.		40	30	20	
VI(C)	i	Design and implement periodic public debate programs on land issues and reforms.			20	30	30	
I(A)	j	Compile, produce and disseminate a bi-annual state of land resources report for the national consultation forum on land resources convened by the Ministry responsible for lands to review progress in the land sector.	The bi-annual report on state of land resources will be a basis for discussion at the national land forum.		-	100	100	
Sub Total for Land Rights Civic Education and Awareness Programme Area					1,290	1,360	1,340	3,990
11 FULFILLING REGIONAL AND INTERNATIONAL OBLIGATIONS								
VI(A)	a	Identify regional and international instruments relevant to the National Land Policy and develop a checklist of obligations and commitments	A number of regional and international instruments exist to which the NLP must comply.		25	-	-	

Annex 2: Costs for the Implementation of the National Land Policy (NLP): Years 1-3 (USD '000')

VI(A)	b	Identify instruments and conventions already ratified and domesticate as appropriate into policy and law and task Government agencies to prepare periodic implementation progress reports	A study will be commissioned in FY1 to identify the instruments and conventions already ratified and domesticated by Government. An assessment of the integration into policy and law will be done and a report disseminated to stakeholders for information and appropriate action. Implementation progress reports from MDAs will identify issues for dialogue with stakeholders.		60	50	50
VI(B)	c	Compile and maintain an inventory of land policies and laws of East Africa and other countries to identify areas of convergence for purpose of learning.	Policies and laws will aid the country in benchmarking.		10	-	-
VI(B)	d	Publish and disseminate an inventory of land policies and laws of East Africa and other countries.			30	20	20
VI(B)	e	Undertake an assessment of principles and guidelines of the UN, AU, FAO and any other for responsible large-scale commercial investments.	The assessment will come up with recommendations for adoption by Cabinet and Parliament.		30	-	-
VI(B)	f	Initiate and negotiate with other countries in developing protocols and instruments for the exploitation, investment and management of shared trans-boundary land based resources.	An inventory of shared trans-boundary land based resources and guidelines on usage will be developed.		-	60	40

Annex 2: Costs for the Implementation of the National Land Policy (NLP): Years 1-3 (USD '000')

VI(C)	g	Implement and assess protocols for the management of trans-boundary resources for compliance with the goals and objectives of the National Land Policy.	Meetings and field visits will be undertaken after development of protocols and instruments. This activity will start in the 3rd of policy implementation.		-	-	30	
Sub Total for Fulfilling International and Regional Obligations Programme Area					155	130	140	425
	12	LAND USE AND LAND MANAGEMENT REFORMS						
V(A)	a	Establish a land bank	The land bank will facilitate access to land by large scale investment projects through transparent and accountable procedures		4,000	4,000	4,000	
V(D)	b	Develop and implement a National Physical Development Plan	The plan will guide on national spatial development decisions hence contributing to the attainment of NDP objectives.		4,000	3,000	2,000	
V(I)	c	Develop and implement a time-bound readiness action plan on land resources to mitigate climate change	The action plan will be developed in FY1 and in the same year, its implementation will commence proceeding to FY2 and FY3. The action plan will enable Uganda qualify for direct access for funding from the Green Climate Facility (EU).		600	900	900	
V(I)	d	Implement guidelines or benchmarks which promote actions that integrate land development activities in climate change mitigation and adaptation programs.	The guidelines will be developed basing on the action plan and Green Climate Facility framework. The implementation will commence in FY2 through to FY3.		-	80	80	

Annex 2: Costs for the Implementation of the National Land Policy (NLP): Years 1-3 (USD '000')

V(I)	e	Institute a rewards mechanism for local governments that design and implement innovative programs in climate change mitigation, adaptation and land use	The rewards will compel local governments to undertake initiatives aimed at mitigating climate change in their respective localities.						
						-	300	300	
<i>Sub Total for Other Activities Programme Area</i>						8,600	8,280	7,280	24,160
TOTAL FOR EACH FINANCIAL YEAR						40,806	41,370	38,820	
GRAND TOTAL FOR THREE FINANCIAL YEARS**								120,996	

*Activities outlined in Annex 1 are cross-referenced with Annex 2 such that costed activities for Phase 1 can be readily traced back to their origin in specific NLP policy statements. Numbers appearing in the Matrix Reference column refer to corresponding sections presented in the Ref column of Annex 1 - NLP Implementation Matrix.

**The costs presented in this table comprise those costs anticipated for years 1-3 of NLP Implementation. Though this Implementation Action Plan describes activities to take place beyond this initial phase, it does not present any costs for years 4 – 10 and beyond. Strategic planning and costing for phase 2 is an activity included in year 3, providing for the flexibility and responsiveness required for effective policy implementation.



THE REPUBLIC OF UGANDA
