UGANDA LAND COMMISSION

STRATEGIC PLAN

FY 2025/26 - 2029/30

VISION: **A Transparent, Efficient, and Trusted Institution in Government Land Management**

THEME: **Our Land, Our Wealth, Our Heritage**

FOREWORD

It is with great pleasure and a profound sense of responsibility that I present the Uganda Land Commission (ULC) Strategic Plan for the FY 2025/26–2029/30. This Plan represents a critical milestone in the evolution of effective, transparent, and accountable management of government land, an invaluable national asset that underpins Uganda's socioeconomic transformation.

Land remains a foundational resource for our nation's development. Secure, well-managed government land supports infrastructure development, agricultural productivity, industrialisation, urban planning, environmental conservation, and investment promotion. The ULC, as the constitutional custodian of government land, plays a pivotal role in ensuring that this resource is protected, productively utilised, and equitably administered for the benefit of all Ugandans.

This Plan builds on the achievements and lessons of the previous planning cycle while aligning seamlessly with the Fourth National Development Plan (NDPIV), Uganda Vision 2040, and the Natural Resources, Environment, Climate Change, Land and Water Management Programme. It reflects a clear commitment to digital transformation, institutional strengthening, sustainable land use practices, enhanced revenue mobilisation, and inclusive stakeholder engagement. Through its strategic objectives, the Plan seeks to secure and title government land, reduce encroachments and disputes, operationalise modern land administration systems, and strengthen partnerships that will unlock the full economic potential of public land assets.

The Ministry of Lands, Housing and Urban Development fully endorses this Strategic Plan and reaffirms its unwavering support for the ULC in fulfilling its constitutional mandate. I call upon all Ministries, Departments, and Agencies, local governments, development partners, civil society, and the private sector to collaborate closely with the Commission in implementing the priorities outlined herein. Together, we can ensure that government land contributes meaningfully to wealth creation, environmental sustainability, and the realisation of a prosperous Uganda.

I commend the leadership and staff of the ULC for their dedication to developing this comprehensive and results-oriented Plan. Its successful implementation will mark a significant step towards transparent, efficient, and trusted stewardship of our nation's land resources.

For God and My Country.



Hon. Judith Nabakooba
MINISTER OF LANDS, HOUSING AND URBAN DEVELOPMENT

STATEMENT BY THE COMMISSION CHAIRPERSON

On behalf of the Board of Commissioners, I am pleased to present the Uganda Land Commission (ULC) Strategic Plan 2025/26–2029/30. This Plan marks a significant milestone in our continued commitment to the effective stewardship, administration, and sustainable management of Government land for the benefit of all Ugandans.

The Plan provides the priorities and implementation pathways for the next five years. It builds on the lessons and experiences from the previous planning period and aligns with national frameworks such as Vision 2040 and the Fourth National Development Plan (NDPIV). The formulation of this Strategic Plan has been a participatory, evidence-based process that has incorporated input from a wide range of internal and external stakeholders. The process also included benchmarking against best practices in land governance, government land management, and public sector accountability.

The Plan is designed to align institutional actions with national development goals, enhance operational efficiency, strengthen governance, and promote transparency and accountability in all aspects of government land management. Additionally, the plan serves as a tool for performance monitoring, resource mobilisation, and effective coordination with stakeholders, ensuring that the Commission remains responsive, results-oriented, and accountable to the public and the Government of Uganda.

The choice of our strategic objectives and initiatives reflects our determination to address institutional capacity gaps, optimise the management and value of Government land, embrace technological advancements, strengthen partnerships and resource mobilisation, and build public confidence in the Commission's work.

Through collective effort and shared commitment, we can safeguard Government land, unlock its full potential, and firmly establish it as a cornerstone for sustainable national development and prosperity.

For God and My Country



Prof. Nyeko Pen Mogi
CHAIRPERSON, UGANDA LAND COMMISSION

ACKNOWLEDGEMENT

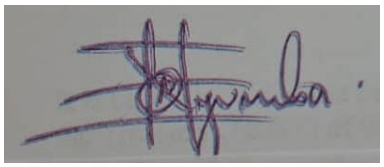
The Uganda Land Commission (ULC) acknowledges with appreciation the collective effort, commitment, and technical expertise of all stakeholders who contributed to the development of this Strategic Plan for the period 2025/26–2029/30. The preparation of this Plan was undertaken through a participatory and consultative process involving Members of the Commission, Management, staff of the Commission, Government Ministries, Departments and Agencies, Development Partners, Civil Society Organisations, and other key stakeholders.

Special recognition is accorded to the National Planning Authority (NPA) for providing strategic oversight, guidance, and quality assurance throughout the planning process. The Authority's stewardship ensured that this Strategic Plan is fully aligned with national development frameworks, including the National Development Plan IV and relevant sectoral policies.

The Commission further acknowledges the invaluable contribution of the technical teams and consultants whose analytical rigour and professionalism strengthened the strategic focus, coherence, and results orientation of the Plan.

This Strategic Plan represents ULC's firm commitment to enhancing institutional performance, strengthening land management and administration, and fulfilling its constitutional mandate in a transparent, accountable, and sustainable manner. The Commission remains resolute in working collaboratively with all stakeholders to ensure effective implementation of the strategies and interventions outlined herein for the socio-economic transformation of Uganda.

For God and My Country



Andrew Nyumba
SECRETARY, UGANDA LAND COMMISSION

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LIST OF ACRONYMS

ALCs	Area Land Committees
API	Application Programming Interface
AU	African Union
CCO	Certificate of Customary Ownership
CORS	Continuously Operating Reference Stations
CSOs	Civil Society Organizations
DFID	Department for International Development
DLBs	District Land Boards
EAC	East African Community
EIAs	Environmental Impact Assessments
EPRC	Economic Policy Research Centre
ESG	Environmental, Social and Governance
ESSF	Environmental and Social Safeguards Framework
EU	European Union
FAO	Food and Agriculture Organisation
FY	Financial Year
GIS	Geographic Information Systems
GIZ	German Society for International Cooperation
GoU	Government of Uganda
GRM	Grievance Redress Mechanism
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immune Deficiency Syndrome
HR	Human Resource
ICT	Information & Communication Technology
IEC	Information Education and Communication
IGAD	Intergovernmental Authority on Development
IGR	Internally Generated Revenue
IT	Information Technology
KCCA	Kampala Capital City Authority
KPIs	Key Performance Indicators
LaVMIS	Land Valuation Management Information System
LEMU	Land and Equity Movement in Uganda
LIMS	Land Information and Management System
LIS	Land Information Systems
LF	Land Fund
M&E	Monitoring and Evaluation

MAAIF	Ministry of Agriculture, Animal Industry and Fisheries
MDAs	Government Ministries, Departments, and Agencies
MEAL	Monitoring, Evaluation, Accountability, and Learning
MEMD	Ministry of Energy and Mineral Development
MLHUD	Ministry of Lands, Housing and Urban Development
MoFA	Ministry of Foreign Affairs
MoFPED	Ministry of Finance, Planning and Economic Development
MoGLSD	Ministry of Gender, Labour and Social Development
MoJCA	Ministry of Justice and Constitutional Affairs
MoLG	Ministry of Local Government
MoPS	Ministry of Public Service
MoU	Memorandum of Understanding
MoWT	Ministry of Works and Transport
MTEF	Medium Term Expenditure Framework
MWE	Ministry of Water and Environment
MZOs	Ministry of Lands Zonal Offices
NDP IV	National Development Plan IV
NEMA	National Environment Management Authority
NFA	National Forestry Authority
NGOs	Non-Governmental Organisations
NIRA	National Identification Registration Authority
NITA-U	National Information Technology Authority Uganda
NLIS	National Land Information System
NPA	National Planning Authority
NRM	National Resistance Movement
OAG	Office of the Auditor General
PA	Paris Agreement
PBB	Programme-Based Budgeting
PESTLE	Political, Economic, Social, Technological, Legal & Environmental
PFMA	Public Finance Management Act
PIAP	Programme Implementation Action Plan
PPPs	Public-Private Partnerships
PSC	Public Service Commission
RBF	Results-Based Financing
RIA	Regulatory Impact Assessment
SDGs	Sustainable Development Goals
SOPs	Standard Operating Procedures

SPEs	Strategic Performance Evaluations
SPRs	Strategic Performance Reviews
SRB	Surveyors Registration Board
SWOT	Strengths, Weaknesses, Opportunities & Threats
UBOS	Uganda Bureau of Statistics
UETCL	Uganda Electricity Transmission Company Limited
UFZEPA	Uganda Free Zones and Export Promotion Authority
UGRF	Uganda Geodetic Reference Framework
UIA	Uganda Investment Authority
UKAID	United Kingdom Aid
ULA	Uganda Land Alliance
ULC	Uganda Land Commission
UMI	Uganda Management Institute
UN	United Nations
URA	Uganda Revenue Authority
USAID	United States Agency for International Development
UWA	Uganda Wildlife Authority
VGGTs	Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries, and Forests
WB	World Bank

EXECUTIVE SUMMARY

This Strategic Plan (FY2025/26 – FY2029/30) is the second 5-year Strategic Plan for the Uganda Land Commission (ULC) since its operationalisation under the current constitutional framework. The Plan provides a comprehensive roadmap for the Commission to fulfill the constitutional mandate of holding and managing all land vested in or acquired by the Government of Uganda, both within the country and abroad. It is designed to address persistent institutional and sectoral challenges while capitalising on emerging opportunities to enhance the security, productivity, and equitable utilisation of government land as a key national asset.

The Plan builds on the progress made, challenges encountered, and lessons learnt from implementation of the previous plan (FY2020/21 – FY2024/25). Some of the major achievements that have been registered include:

i. Progress in updating the government land inventory and increasing the proportion of formally titled government land to approximately 32.6%;
ii. Improved administration of the Land Fund, including enhanced support for lawful and bona fide occupants;
iii. Strengthened non-tax revenue mobilisation through ground rent, premiums, and service fees;
iv. Greater institutional coordination with Ministries, Departments, and Agencies (MDAs) and initial steps toward digitalisation of land records.

However, several outstanding challenges continue to constrain effective government land management, including:

i. Persistent funding shortfalls that limit systematic titling, demarcation, and protection activities;
ii. High levels of encroachment, illegal occupations, and unresolved land disputes on government land;
iii. Incomplete and fragmented government land records, with the majority of holdings remaining untitled;
iv. Limited institutional capacity, including staffing gaps, inadequate digital infrastructure, and weak inter-agency coordination;
v. Low public awareness compounded by delays in service delivery.

Strategic Direction

In line with its constitutional mandate, the Vision of the Uganda Land Commission is: “A transparent, efficient, and trusted institution in government land management.”

The Commission’s Mission is: “To acquire, safeguard and strategically steward government land for sustainable development.”

The strategic direction of ULC is fully aligned with Uganda Vision 2040, the Fourth National Development Plan (NDPIV), the Natural Resources, Environment, Climate Change, Land and Water Management Programme Implementation Action Plan (PIAP), and the NRM Manifesto (2021–2026). It supports national priorities of agro-industrialisation, infrastructure development, environmental conservation, and inclusive growth by securing government land as a strategic resource for investment, public use, and socio-economic transformation.

The Goal is Security and Optimal Utilisation of Government Land for National Development.

The Theme is "Our Land, Our Wealth, Our Heritage."

The Plan will be delivered through five strategic objectives adapted from the NDPIV and PIAP, that is to:

i. Optimise strategic and service-responsive Government land asset management;
ii. Leverage Digital Transformation and Land Data Governance;
iii. Boost Sustainability and Partnerships;
iv. Strengthen stakeholder engagement and public trust; and
v. Strengthen Government Land Governance and ULC Institutional Capacity.

The implementation of the ULC Strategic Plan FY 2025/26–2029/30 is expected to lead to the following key results:

i. Percentage of the government land parcels surveyed and titled from 34.18%in FY 2023/24 to 80% in FY 2029/30;
ii. Percentage reduction in backlog of unresolved disputes on Government land from 20% in FY 2023/24 to 60% in FY 2029/30;
iii. Percentage of land transactions using e-signature from 25% in FY 2023/24 to 100% in FY 2029/30; and
iv. Percentage of government land records scanned and indexed from 10% in FY 2023/24 to 100% in FY 2029/30.

Over the five years, the Plan targets transformative outcomes, including: increased contribution of government land to national priorities such as infrastructure, conservation, and agro-industrialisation; improved accountability, transparency, and evidence-based management of government land; improved decision making based on real-time, accurate land information; improved planning and implementation capacity; and increased transparency and public trust in ULC. These outcomes will contribute to reduced land disputes, improved tenure security for government institutions, and greater partnership with stakeholders.

Costing and Financing of the Plan

The estimated total cost of implementing the Strategic Plan over the next five years is UGX 842.144 billion. The budget is expected to increase progressively from UGX 151.864 billion in

FY 2025/26 to UGX 190.093 billion in FY 2029/30, averaging approximately UGX 168.429 billion per year. The majority of resources are allocated to development interventions, particularly land acquisition/compensation to absentee landlords, systematic subdivision surveys and titling for occupants, and digital infrastructure enhancements such as the Government Land Management Information System.

Available MTEF Funding

The Government of Uganda is expected to finance all wage, non-wage recurrent and development expenditures through Medium-Term Expenditure Framework (MTEF) allocations, which are projected to rise from UGX 44.947 billion in FY 2025/26 to UGX 83.176 billion in FY 2029/30. The financing gap will be funded through reliance on supplementary funding by Government. Additional resources may be mobilised through development partner support in form of grants or concessional financing, as well as structured public-private partnerships for select land development initiatives.

CHAPTER ONE: INTRODUCTION

1.1 Background

The Uganda Land Commission (ULC) was established under Article 238 of the Constitution of the Republic of Uganda (1995) as a semi-autonomous constitutional body. Its primary mandate is to hold and manage all land vested in or acquired by the Government of Uganda, both within the country and abroad, and to perform such other functions as may be prescribed by Parliament. The Commission is responsible for maintaining a comprehensive inventory of government land holdings, allocating and leasing government land to eligible individuals and institutions, administering the Land Fund to support lawful and bona fide occupants, processing compensation claims arising from government projects, and providing policy and legal advice on land matters to the government.

The Commission has developed a Strategic Plan for FY 2025/26–2029/30 to deliver its constitutional and statutory mandate over the medium term. This Plan has been prepared in accordance with Regulation 18 of the National Planning Authority (NPA) Development Plan Regulations (2018) and the guidelines for the preparation of Programme Implementation Action Plans (PIAPs) and Ministries, Departments, and Agencies (MDAs) strategic plans.

The Strategic Plan FY 2025/26–2029/30 is the second five-year roadmap since the operationalisation of the Commission under the current constitutional framework. It articulates a clear strategic goal, objectives, outcomes, outputs, and interventions that will guide the Commission's work over the next five years. The Plan is fully aligned with regional and global development frameworks, Uganda Vision 2040, and the Natural Resources, Environment, Climate Change, Land and Water Management Programme Implementation Action Plan (PIAP) under the Fourth National Development Plan (NDPIV 2025/26–2029/30). Annual work plans and budgets for FYs 2025/26 to 2029/30 will be derived from this Strategic Plan, ensuring consistency in translating priorities into measurable results that meet the Plan's targets. Through this alignment, the Plan reinforces the national programme-based approach to planning while contributing to the attainment of Uganda's long-term socioeconomic transformation.

The current Plan builds on the achievements and lessons from the First Strategic Plan (2020/21–2024/25). Key successes, such as progress in government land inventory updates, increased titling of government land, improved Land Fund administration, and enhanced non-tax revenue mobilisation, have been consolidated. At the same time, persistent challenges—including funding shortfalls, incomplete titling of government land (currently at approximately 32.6%), and coordination gaps—have been analysed and addressed to enable more effective and responsive service delivery.

The Plan is anchored in the core principles of development planning, including broad stakeholder participation; evidence-based and results-oriented decision-making; full alignment with NDPIV and Vision 2040; faithful execution of the Commission's constitutional and statutory mandates; transparency, accountability, and value for money; and mainstreaming of cross-cutting issues such as human rights, gender equity, HIV/AIDS, and environmental sustainability.

This Strategic Plan outlines the institutional arrangements for implementation, supported by a robust financing framework and resource mobilisation strategy, a monitoring, evaluation, accountability, and learning framework, risk management framework, and a communication and feedback strategy.

1.2 Legal and Policy Framework of Uganda Land Commission

1.2.1 Legal Framework of Uganda Land Commission

The Constitution provides the overarching legal foundation for land governance. Article 237 vests land in the citizens of Uganda, while Articles 238 and 239 establish the ULC and define its mandate. The Constitution obliges ULC to hold and manage land on behalf of the government, making it central to land governance. ULC's strategic plan must focus on legal compliance, transparency, and accountability in the management of government land. This constitutional mandate is given effect through the Land Act, Cap. 227, which sets out the functions, powers, and procedures of the Commission in the administration of government land.

The ULC derives the following powers implicitly and explicitly through its mandate and functions. And these include the power to:

i) Acquire and dispose of land on behalf of the Government.
ii) Grant leases, subleases, or other rights over Government land.
iii) Manage and control the use of land under its custody.
iv) Enter into contracts and agreements related to land management.
v) Inspect land holdings and developments on Government land.
vi) Evict illegal occupants or enforce compliance with lease terms.

Complementary legal instruments supporting land administration, planning, and governance in Uganda include the Physical Planning Act (2020), which regulates land use and development control; Land Regulations (2004), providing procedures for land management; the Land Acquisition Act, guiding compulsory land acquisition; and the National Environment Act (Amended 2019), which ensures sustainable environmental management. Additionally, the National Planning Authority Act (2002) guiding national development planning, the Local Governments Act, Cap 243, that defines local government roles in land and service delivery, while the Registration of Titles Act, Cap 230, secures land ownership through title registration. Other instruments include the Land Fund Regulations (2014) for funding land-related projects, the Traditional Rulers (Restitution of Assets and Property) Act (1993) for returning assets to traditional leaders, and the Uganda Land Commission Bill (under formulation), aimed at strengthening institutional land administration frameworks.

1.2.2 Policy Framework

The National Land Policy provides a foundational policy framework for land governance in Uganda. It emphasizes equitable access to land, security of tenure, and sustainable land use. The policy makes clear distinction between government land and public land where; government land is defined 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 the Government and its agencies, for the purposes of carrying out the functions

of Government, while public land as land reserved or held and used for a public purpose, including public open spaces, public infrastructure and land with a revisionary interest held by the District Land Board under section 59(8) of the Land Act. It also highlights ULC's central role in managing government land and addressing institutional land conflicts. The ongoing review of this policy presents a critical window for ULC to advocate for operational reforms, institutional strengthening, and enhanced legal authority to fulfill its mandate more effectively.

The NRM Manifesto (2021–2026) underscores the need for land reform and protection of lawful occupants, particularly through resolving historic injustices, cancelling unfair titles, and regularizing tenancy for Bibanja holders on Mailo and public land. It also calls for the modernisation of land administration systems, including accelerated digitisation of land records, and operationalisation of the Land Information System to curb double-titling, reduce corruption, and improve service delivery. Furthermore, the manifesto prioritises securing customary land rights through the issuance of Certificates of Customary Ownership (CCO).

Other Policies and Guidelines include the National Land Use Policy (2007), National Physical Planning Standards and Guidelines (2011), and guidelines on the establishment of industrial parks and export free zones for investments and export promotion.

1.3 Governance and Organisational Structure

ULC has a two tier Structure: The Commission and the Secretariat. The Commission comprises the Chairperson and Members who are appointed on a five- year term by the President with the approval of Parliament, and currently they are 9 in number.

The Secretariat is headed by the Secretary, who is the Chief Executive and Accounting Officer responsible for overall coordination, direction and management of all functions of the Secretariat. The Secretariat, which implements Commission decisions, is organised into three main departments. The Department of Land Management is responsible for the administration, allocation, and lease processing of government land, as well as monitoring and maintaining accurate records of Government land. The Department of the Land Fund oversees the operationalisation of the Land Fund, including acquisition, compensation, and regularisation of land ownership of occupants in line with national priorities. The Department of Finance and Administration manages financial resources, human capital, procurement, and general administrative services to support the Commission's operations—details in the organogram in annex 2.

1.4 Linkage to Policy Frameworks

1.4.1 Linkage to Vision 2040

The Uganda Land Commission Strategic Plan is aligned with Uganda Vision 2040 by positioning effective land governance as a key driver of national transformation. In line with Vision 2040's emphasis on secure land use, investment, and sustainable development, the Strategic Plan will focus on strengthening the management, protection, and titling of government land to support infrastructure development, urban growth, and private sector investment. The Plan will also seek to build institutional capacity, improve transparency, and enhance land administration systems. Through these interventions, the Strategic Plan will

contribute to the long-term national aspiration of transforming Uganda into a modern, prosperous, upper-middle-income economy by ensuring that land is responsibly managed and productively utilised for development.

1.4.2 Linkage to the Fourth National Development Plan

The Strategic Plan 2025/26–2029/30 is aligned with NDP IV, especially Objectives 1 and 4. Objective 1 of NDP IV focuses on sustainably increasing production, productivity, and value addition across key sectors. In contrast, Objective 4 emphasizes building and maintaining strategic sustainable infrastructure critical for economic growth and service delivery. This Strategic Plan provides for securing, managing, and allocating government land to support productive sectors such as agriculture, industry, tourism, mining, and ICT, as well as infrastructure projects including transport corridors, energy, housing, and water systems.

Under the GOU programme-based approach to coordination and execution of policy, planning and budgeting process, ULC largely contributes to one programme, namely, Natural Resources, Environment, Climate Change, Land and Water Management. This strategic plan, therefore, contributes to the Programme Implementation Action Plan (PIAP) for the above NDPIV Programme. The alignment of the ULC Strategic Plan to the fourth National Development Plan is as shown in **Annex II.**

1.4.3 Linkage to the NRM Government Manifesto

The NRM Manifesto (2021–2026) underscores the need for land reform and protection of lawful occupants, particularly through resolving historic injustices, cancelling unfair titles, and regularising tenancy for bibanja holders on Mailo and public land. It also calls for the modernisation of land administration systems, including accelerated digitisation of land records, and operationalisation of the Land Information System to curb double-titling, reduce corruption, and improve service delivery. Furthermore, the manifesto prioritises securing customary land rights through the issuance of Certificates of Customary Ownership (CCO).

1.4.4 Linkage to Global and Regional Initiatives

The Strategic Plan aligns with key global and regional initiatives to strengthen land governance, promote sustainable development, and support regional integration. At the global level, the Plan is aligned with the United Nations Sustainable Development Goals (SDGs), particularly SDG 1 (No Poverty), SDG 11 (Sustainable Cities and Communities), and SDG 15 (Life on Land), as well as the Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries, and Forests (VGGTs), ensuring secure tenure, transparency, and equitable access to land.

At the continental level, the Plan is aligned with the African Union's Agenda 2063, which emphasizes equitable land access, sustainable land use, and support for industrialisation and urbanisation initiatives.

For the East African Community (EAC), the plan is aligned with the EAC Treaty and its Common Market Protocol, which governs harmonisation of policies and cooperation in regional integration, including commitments related to access to land and premises under Article 15 of the Protocol on the Establishment of the EAC Common Market.

1.4.5 Purpose of the Strategic Plan

In line with the Comprehensive National Development Planning Framework (CNDPF), the Commission is required to formulate a Strategic Plan that is aligned with the NDP. The NDPIV FY 2025/26 – 2029/30 is underway in terms of implementation, and the Commission's current Strategic Plan (FY 2020/21 – 2024/25) expired in June 2025. This necessitates that the ULC formulates a successor Plan that is aligned with the NDPIV to provide overall strategic direction to the Commission in the execution of its mandate over the next five years. This Plan will enable the Commission to organise, mobilise, coordinate and support the implementation of all the programmes of the NDPIV and specifically the NRECCLWM and Sustainable Urbanisation and Housing (SUH) Programme.

1.5 Process of Developing the Strategic Plan

The formulation of the ULC Strategic Plan 2025/26 – 2029/30 has been a participatory and evidence-based process that incorporated input from a wide range of internal and external stakeholders. The development process began with a comprehensive review of the previous strategic plan to assess progress, highlight achievements, and identify challenges encountered during implementation. This review informed the refinement of strategic priorities and the identification of key performance and capacity gaps.

Extensive consultations were carried out with ULC leadership and technical staff to gather internal insights on operational strengths, challenges, and future priorities. In addition, the Commission engaged a diverse set of external stakeholders, including the Ministry of Lands, Housing and Urban Development, Ministry of Finance, Planning and Economic Development, local governments, civil society organisations, and development partners.

A detailed situational analysis was conducted, examining internal institutional capacity, stakeholder arrangements, policy and legal frameworks, resource availability, and the broader socio-economic and political context. A PESTLE and SWOT (Strengths, Weaknesses, Opportunities, and Threats) analysis was also undertaken to support evidence-based decision-making.

The process included benchmarking with best practices in land governance, government land management, and public sector accountability. Strategic priorities were carefully aligned with Uganda's Vision 2040, the National Development Plan IV (NDP IV), and other relevant national policies and legal instruments.

1.6 The Structure of the Strategic Plan

This comprehensive plan is organised into eight key chapters that collectively provide a clear framework to guide ULC's strategic initiatives and operational priorities.

The Plan begins with Chapter One, the Introduction that outlines the strategic context, the purpose and rationale behind the plan, and the fundamental principles guiding its development and implementation. It also highlights the Policy, Legal, and Regulatory Framework for government land management, ensuring that ULC's strategies align with national laws and policies, as well as regional and international frameworks.

Chapter Two provides a thorough Situational Analysis, highlighting existing strengths, weaknesses, opportunities and threats. The chapter also presents the PESTLE factors faced by the ULC and also includes the achievements and challenges from the previous strategic plan implementation.

Chapter Three articulates the Strategic Direction, presenting the ULC's Vision, Mission, and Core Values, which collectively underpin the institution's identity and approach. This chapter further outlines the Commission's 5 Strategic Objectives—the key goals that will drive performance—and identifies Priority Strategic Interventions designed to optimise government land utilisation, safeguard public interests, and promote socio-economic development.

Chapter Four outlines the Financing Framework and Strategies that will underpin effective implementation of the Strategic Plan. It defines the overall resource envelope required to deliver planned strategic interventions and identifies sustainable financing mechanisms to support their execution. The chapter details the anticipated funding sources, including government budget allocations, internally generated revenues, and potential development partner support, while also addressing expenditure prioritisation and cost-effectiveness.

Chapter Five outlines the Institutional Arrangements that will guide the implementation of the Strategic Plan. It defines the governance, coordination, and management structures required to ensure that planned interventions are executed effectively and in line with the mandate of the Commission. The chapter clarifies the roles and responsibilities of the Commission, Management, Departments, and implementing units, and highlights the importance of collaboration with Government Ministries, Departments and Agencies, Local Governments, development partners, and other stakeholders to support successful implementation of the Strategic Plan.

Chapter Six articulates the Communication and Feedback Strategy that will support implementation of the Strategic Plan through effective information sharing, stakeholder engagement, and continuous feedback. It defines the key communication objectives, target audiences, and channels to be used to promote awareness of the Commission's mandate, programmes, and achievements. The chapter also provides for mechanisms to obtain feedback from stakeholders in order to strengthen transparency, accountability, and responsiveness during the implementation of the Strategic Plan.

Chapter Seven articulates the risk management framework. It highlights potential financial, institutional, operational, legal, and external risks that could influence performance and achievement of planned results. The chapter emphasizes the need for proactive risk management, periodic risk assessment, and strengthened internal controls to ensure continuity, efficiency, and successful delivery of the Strategic Plan.

Chapter Eight presents the Monitoring and Evaluation Framework that will be used to track progress and assess performance during the implementation of the Strategic Plan. It defines the indicators, reporting mechanisms, and institutional responsibilities for monitoring outputs and outcomes against planned targets. The chapter also provides for periodic reviews, performance reporting, and evaluations to ensure accountability, support informed decision-making, and promote results-based management throughout the Strategic Plan period.

Chapter Nine presents the Project Profiles that translate the Strategic Plan into specific programmes and projects to be implemented during the plan period. It outlines the key interventions, expected outputs, indicative costs, timelines, and responsible units for implementation. The chapter also links the projects to the strategic objectives and financing framework, providing a practical basis for annual planning, budgeting, resource mobilisation, and monitoring of the Strategic Plan.

CHAPTER TWO: SITUATIONAL ANALYSIS

2.1 Introduction

This chapter presents a comprehensive situational analysis of the Uganda Land Commission, providing an objective assessment of the internal and external environment within which the Commission operates. The findings from this situational analysis form the empirical basis for defining strategic priorities, refining interventions, and strengthening ULC's contribution to the effective management and protection of Government land in line with national development aspirations.

2.2 Performance of the Previous Strategic Plan

2.2.1 Analysis of progress made against the goal, objectives and interventions of the previous plan.

The overall goal of the previous strategic plan, FY2020/21–FY2024/25, was to effectively and efficiently manage government land and property thereon for sustainable development. There was an increase in the proportion of government land surveyed and titled from 23% to 34.18%, against a target of 50%. This is partly because the Comprehensive Government Land Inventory Project, requiring UGX 141.2 billion (a core project under NDPIII), was not approved and funded, and this affected performance at the goal level.

Objective One of the previous Plan was to strengthen the ULC legal framework. The plan was to fast-track enactment of the ULC (2017) bill into law; develop and communicate guidelines and procedures for government land management and land fund. Little progress was made on the Bill because when the ULC Bill 2017 was at the final stages of submission to Cabinet, the process was halted to allow the Government's exercise of rationalisation of Government Agencies, Commissions, Authorities and Public Enterprises to be conducted. This process was concluded in February 2021, and the Cabinet retained ULC as an autonomous Agency of Government that provides specialised services in land registration as per Cabinet Minute No. 43(CT 2021). However, 5 years had passed after the ULC Bill was finalised, and new developments/issues have emerged, as well as the recommendations of the Justice Bamugemereire Report, which have effects on the Bill and hence the need for it to be reviewed before submission to Cabinet. The progress achieved was mainly on the review and revision of the ULC Bill, which was discussed in a stakeholder engagement meeting and submitted to the Ministry of Justice and Constitutional Affairs for legal clearance and guidance. The guidelines and procedures for government land management (government leases) were finalised and are being implemented.

Objective Two was to maintain or increase the stock and quality of government land. Uganda Land Commission commenced the exercise of developing a comprehensive Government Land Inventory, with the initial phase focusing on the 16 cities and municipalities across the country, including Kampala, Masaka, Jinja, Lira, Gulu, Arua, Mbarara, Hoima, Masindi, Kasese, Fortportal, Mbale, Tororo, Soroti, Mubende, and Entebbe. To date, stakeholder mobilisation and engagement have been successfully conducted in all 16 cities and municipalities, involving relevant local governments, accounting officers, land management committees, and other key stakeholders to facilitate access to records and sites. The exercise is being undertaken in

collaboration with the Department of Surveys and Mapping under the Ministry of Lands, Housing and Urban Development. Currently, technical field teams from the office of the Commissioner Surveys and Mapping are on ground, carrying out physical verification, boundary confirmation, and geo-referencing of government t land parcels. Upon completion of this phase, the Government Land Inventory exercise will be progressively rolled out to cover the rest of the country, to establish a complete, accurate, and digitised inventory of all government land to support protection, planning, management, and revenue mobilisation.

In addition, the Uganda Land Commission has made significant progress in the development of the Lease Management Information System (LMIS) as part of its broader digital transformation agenda aimed at improving efficiency, transparency, and accountability in the management of leased government land. By the end of the 2024/2025 period, system development was completed, and the LMIS successfully underwent internal functionality and compliance testing. The system was also integrated with the Uganda Revenue Authority (URA) e-Tax testing environment and passed all required interoperability and revenue-collection tests. Engagements with URA were undertaken to facilitate the enrolment of the LMIS into the e-Tax production (live) environment, enabling real-time collection and management of Non-Tax Revenue (NTR). While the system is technically ready for deployment, enrolment into the live production environment is pending due to a temporary suspension of new system integrations arising from API security reviews at URA. The operationalisation of the LMIS is expected to significantly strengthen lease administration, improve Non-Tax Revenue performance, and enhance service delivery in the management of government land.

Objective Three of the previous Plan was to strengthen the management and administration of the Land Fund. The ULC initiated the development of a Land Compensation Information Management System (LCIMS) to strengthen the management, accountability, and reporting of activities financed under the Land Fund**,** in accordance with the Land Act, Cap. 236 and relevant public finance management frameworks. During the previous planning period, key functional requirements for the LCIMS were identified through internal consultations within the Commission, informed by operational experience and audit recommendations relating to Land Fund management. Preliminary system design and workflow mapping were undertaken, focusing on beneficiary profiling, land and valuation data management, approval processes, payment tracking, and audit trail functionality. By the end of the FY 2024/2025 period, the system remained at the conceptual and preliminary design stage, with full development and deployment pending, largely due to funding limitations and the need to align the system with broader government financial management and digitalisation initiatives. The operationalisation of the LFIMS is expected to significantly enhance governance, financial control, and performance monitoring of the Land Fund, while supporting effective implementation of Land Fund–financed compensation interventions.

Objective Four was to improve the financial sustainability of the Commission. Through lobbying of Parliament, MoFPED, NPA and other stakeholders, the national budgetary allocations to ULC grew by about 30% to Shs. 216.35 bn over the NDPIII implementation period. As a result, the funding gap for the ULC strategic plan implementation narrowed to Shs.47.643bn from the projected funding gap of Shs. 52.49 bn in the plan. The NTR collection from premium and ground rent increased to Shs.7.5 bn annually from Shs. 5 bn.

Objective Five was to increase brand visibility and awareness of the Commission. The Commission developed a customer- centered clients charter and also operationalised its communication strategy. Rebranding of the Commission, improved online visibility, constant engagement with the press, improved collaboration with MDAs and LGs, regular consultative and sensitisation meetings with lawful and bona fide occupants.

Objective Six was to improve the Commission's efficiency and transparency in the management of government land. Over the previous plan, the Commission achieved this in part through the development of an adequate, competent, and motivated workforce. Positions of the Chairperson and Commission Members were filled 100%, the substantive Secretary of the Commission was appointed, and 7 appointments/promotions were conducted, bringing the percentage of staff structure filled to 57.8%, up from 35% under the NDPII period. The Secretariat has been able to conduct one staff team-building activity every year. The capacity building plan is being implemented, and all staff have undergone individual staff development training and group training; retooling of staff is being adequately implemented to enable staff to improve their efficiency while delivering services. Salaries and pensions are being paid promptly as per the Ministry of Public Service guidance.

Furthermore, the Commission calendar is being implemented, and Commission Members have been equipped with the requisite tools to perform their work. In addition, the accountability and reporting systems have been enhanced through increasing the number of staff in the Internal Audit Unit, improving compliance with operational procedures and systems and increasing budgetary allocation for M & E activities.

2.2.2 Analysis of progress made in implementation of cross-cutting issues in previous plan.

The cross-cutting issues addressed by ULC in collaboration with lead institutions in those areas include;

1) **Gender and Equity:** - ULC mainstreamed gender and equity in the implementation of the strategic plan as per relevant government policies. The major gender issues for ULC relate to unequal access, ownership and utilisation of land resources between males and females and other vulnerable groups of the community, such as disabled persons.

    a) The guidelines and procedures developed by ULC for government leases, land compensation and regularisation of ownership for lawful and bona fide occupants promote participation of all genders without discrimination. The focus of land compensation under the land fund is to secure occupants (male, female, disabled and youths) from eviction by the absentee landlords.

    b) Where ULC undertook sub-division surveys for occupants in Ankole, Buganda, Toro, and Bunyoro sub-regions, male/female, abled/disabled occupants attended all consultative/sensitisation meetings and land titles processed in their names, depending on their land holdings. Married couples co-owning bibanja had both names printed on their land titles. As a result, the proportion of female co-owning land with spouses or owning parcels of land alone has increased significantly in the sub-regions where ULC did sub-division surveys and regularized ownership of occupants.

2) **HIV/AIDS:** ULC has in place a focal person for HIV/ Aids to support planning and implementation of HIV related activities. Annually, the Commission conducts one group staff training and sensitisation using resource persons from the Ministry of Health and the Uganda Aids Commission. The training aims at creating awareness, discouraging marginalisation and discrimination and drumming support for HIV/Aids affected staff and also management of HIV affected clients.

a) Under welfare and medical expenses budgets, some additional nutrition and medical support are extended to HIV/Aids affected members of staff.
b) The Commission, in liaison with Uganda Aids Commission and the Landlord have been able to make available free condoms for staff and clients in the office premises.

3) **Climate Change and Environment**: During the NDPIII implementation period, ULC collaborated well with the various MDAs responsible for the sustainability of natural resources to manage the land resources. Leases granted in ecologically sensitive areas have been identified, and progressively, the land titles have been cancelled in collaboration with NEMA (MWE) and MLHUD.

a) During sub-division surveys to regularise land ownership for lawful and bona fide occupants in different parts of the country, ULC has been parceling out protected ecosystems such as wetlands, forest reserves, road reserves and other common resources from occupants' land parcels. These have been titled in the ULC name for protection.

2.3 Institutional Capacity of ULC

2.3.1 Financial Performance

Table 1:Analysis of Budgetary Allocations, Releases and Absorption

Classification	2020/21	2021/22	2022/23	2023/24	2024/25
Approved Budget (Bn UGX)					
Wage	0.614	0.898	1.062	1.08	0.677
Non-Wage Recurrent	0.571	0.999	0.935	7.372	6.765
Development	49.915	60.06	29.666	38.812	16.92
Total	51.1	61.957	31.663	47.264	24.362
Actual Releases (Bn UGX)					
Wage	0.614	0.898	1.062	1.08	0.677
Non-Wage Recurrent	0.567	0.999	0.812	6.951	6.765
Development	45.512	42.914	20.668	38.812	16.92
Total	46.693	44.811	22.542	46.843	24.362
Actual Expenditure (Spent) (Bn UGX)					
Wage	0.573	0.569	0.525	0.66	0.677
Non-Wage Recurrent	0.426	0.874	0.662	6.728	6.671
Development	44.839	42.28	20.62	38.744	16.92
Total	45.838	43.723	21.807	46.132	24.268

The total GOU-approved budget (wage, non-wage and Development) for implementation of the ULC strategic plan under NDPIII was UGX 216.35 bn, against a projected strategic plan costing of UGX 263.993 bn. The budgetary allocation is 82% of the plan funding requirements.

The total release over the five years was UGX 185.25 bn, representing 85.63% budget release. The release shortfalls were mainly attributed to the after-effect of the Covid- 19 pandemic, which affected the economy and hence government revenue collection and releases to MDAs in general.

The total releases spent were UGX 181.77 bn, representing an absorption rate of 98.12% of the releases. The under- absorption of the 1.88% releases is in the areas of wage, non-wage recurrent (pension and gratuity) and land compensation payments (development) that were bounced at the Bank of Uganda because of inconsistencies in accounts details of some claimants. These bounced payments were handled in the ensuing financial years.

Under absorption of wage was mainly because of the suspensions of the former Commission Chairperson and former Secretary by H.E the President; the suspensions took over two years (FY 2021/22 – 2022/23).

The under-absorbed gratuity and pension relate to the new Chairperson's gratuity and staff pension. Although the budget for the Chairperson's gratuity was provided for the entire financial year 2023/24, his contract commenced in August 2024; therefore, he could not be paid the entire gratuity budget released. In the case of the pension, no staff retired.

2.3.2 Current Establishment and Staffing

ULC is currently operating with a staffing level that is below what is provided for in the approved organisational structure. This gap in staffing affects the institution's capacity to fully implement its mandate and deliver on its strategic priorities.

Table 2:Current Establishment and Staffing

	Job Grade	Approved Positions	Filled Positions	Percentage Filled	Vacant Positions	Percentage of Vacancies
1.	Chairperson	1	1	100.0%	0	0.0%
2.	Members	8	8	100.0%	0	0.0%
3.	Secretary	1	1	100.0%	0	0.0%
4	Under Secretary	1	1	100.0%	0	0.0%
5.	Commissioner	2	0	0.0%	2	100.0%
6.	Assistant Commissioner	6	0	0.0%	6	100.0%
7.	Principal Officer	5	3	60.0%	2	40.0%
8.	Senior Officer	15	10	66.7%	5	33.3%
9.	Officer	18	10	55.6%	8	44.4%
10.	Assistant Officer	8	5	62.5%	3	37.5%
11.	Support Staff	18	9	50.0%	9	50.0%
	Total	**83**	**48**	**57.8%**	**35**	**42.2%**

ULC currently maintains a mix of technical and administrative personnel. However, gaps exist in critical areas such as ICT and digital transformation, information security and governance, legal services, public engagement and stakeholder coordination, ESG & sustainability, development cooperation and resource mobilisation, regional/zonal coordination, and land records management, which require urgent redress.

2.3.3 Monitoring and Evaluation Function

Overall, ULC's M&E framework exists but remains underdeveloped and largely compliance-driven. Strengthening it will require institutionalising a dedicated M&E function, improving results-based indicators, investing in digital data systems, enhancing staff capacity, and ensuring that M&E outputs directly inform strategic and operational decision-making.

Inadequate budgetary allocations for M&E activities have limited field monitoring, evaluations, stakeholder engagements, and capacity building. This has reduced the ability of ULC to independently verify progress, assess risks, and evaluate programme effectiveness.

Data collection processes are largely manual and fragmented across units, leading to inconsistencies, delays, and challenges in data verification. Limited use of digital M&E systems and weak integration with land information systems constrain timely analysis and the effective use of data for management decision-making.

2.4 Key Achievements and Challenges

The evaluation of the ULC's performance against its Strategic Plan 2020/21–2024/25 highlights key achievements, identifies gaps and challenges, draws lessons learned, and offers recommendations for future strategic planning and implementation.

2.4.1 Achievements

ULC has recorded significant progress in managing and administering government-owned land through the following achievements:

a) Government Land Titling: The inventory and titling coverage of government land under Ministries, Departments, and Agencies (MDAs) has expanded, ensuring proper documentation and protection of assets; in total, 719 freehold certificates of titles were processed for land under MDAs.

   This process starts with MDAs applying for land under their use to be titled. Boundary opening surveys are undertaken, and freehold certificates are processed in the name of ULC and the user MDA.

   The MDAs and LGs whose titles were processed are: - Ministry of Energy and Mineral Development, National Agricultural Research Organization, MAAIF, Mpigi District Local Government, Ministry of Health, Mbale Regional Hospital, Ministry of Education Rwenyawira Seed Secondary School), Ministry of Defense and Veteran Affairs, Ministry of Finance, Planning and Economic Development, Uganda Police Force, National Agricultural Research Organization, Ministry of Energy and Mineral Development, Ministry of Education and Sports, National Water and Sewage Corporation, Ministry of Health, Fort Portal City Council, Uganda Police Force, Uganda Land Commission, Ministry of Water and Environment.

b) Leasing of Government Land: leasing of government land has improved, generating employment and revenue opportunities; a total of UGX 35.165 billion was collected.

   This process includes application by clients, inspection by a team from ULC, board meeting for a decision, assessment of premium and ground rent, payment and processing of the certificate of title.

   The near-completion of the Government Land Management Information System will enhance data accuracy and accessibility.

c) Land acquisition/compensation under Land Fund: a total of 27,876.160 hectares (68,690.4 acres) of land were acquired through compensation to absentee landlords for securing lawful and bona fide occupants from eviction in Buganda, Bunyoro, Ankole, Toro and Bugisu sub-regions.

   This process starts with application by the absentee landlord, boundary opening surveys, inspection and valuation and finally payment and transfer of certificates of title into the names of the Uganda Land Commission.

d) Regularisation of land ownership and land title processing to lawful and bona fide occupantshas also improved markedly.

   Once land is fully compensated and transferred into the names of ULC, the process of regularising land ownership for lawful and bona fide occupants through systematic demarcation is undertaken.

   This process involves sensitisation and consultative meetings with leaders at district, sub-county, and village levels and beneficiaries. It includes boundary opening and systematic subdivision surveys, the display of cadastral maps and lists, processing of deed plans, mobilisation of stamp duty and registration fees, and finally, the processing and handover of certificates of title to the beneficiaries.

   Under the NDPIII period, ULC subdivided 27,781 parcels of land for ownership regularisation to the Lawful and bona fide occupants.

   However, over the years, from 2022, the Commission prioritised the processing and handover of Certificates of Titles to the beneficiaries of the Land Fund and has so far issued titles to occupants on the land compensated by the Government, as indicated in annex 4.

e) Operational Efficiency and Transparency: Collaboration with other government agencies has been strengthened, processes have been automated, and record-keeping improved. The acquisition of land management equipment and transport has increased operational capacity.

f) Brand Visibility and Stakeholder Engagement: ULC's visibility and public awareness have improved due to constant stakeholder engagement and reporting. The development of a

communication strategy and a customer-centred client charter has enhanced service delivery. There has been increased sensitisation and consultative dialogue with local government leaders, community members, and lawful occupants.

2.4.2 Challenges

The following challenges adversely affected strategic outcomes:

a) Insufficient staffing levels relative to ULC's mandate: The Commission operated with staffing levels below its approved establishment, limiting its capacity to effectively manage government land, undertake inspections, process transactions, and provide timely advisory services nationwide.
b) Inadequate budget allocations: Budgetary constraints affected the implementation of planned programmes, constrained operational activities, delayed projects, and limited investments in systems, logistics, and field operations.
c) Legal framework limitations impacting enforcement: Gaps and ambiguities in the existing legal framework weakened ULC's authority to enforce decisions, protect government land, and take decisive action against illegal encroachment and misuse of government land.
d) Low public awareness of ULC services: Limited sensitisation and outreach resulted in low public understanding of ULC's mandate, roles, and procedures, contributing to misinformation, underutilization of services, and unrealistic stakeholder expectations.
e) Dependency on other MDAs causing delays in service delivery (e.g., land titling): ULC's service delivery depended on inputs and approvals from other Ministries, Departments, and Agencies, particularly in land surveying, valuation, and registration, leading to delays beyond the Commission's direct control.
f) Encroachment on government land parcels: Persistent encroachment on government land, often driven by weak enforcement and delayed boundary demarcation, undermined land protection efforts and increased the volume of disputes and litigation.
g) Human Resource Recruitment constraints: Planned recruitment to fill critical technical and professional positions was not achieved due to a government-wide recruitment freeze, adversely affecting institutional capacity and performance.
h) Government Land Inventory Project constraints: The proposed comprehensive government land inventory project was not approved by the Development Committee after failing to meet the prescribed 70:30 capital ratio requirement, despite having received Programme Working Group approval, thereby affecting the exercise.
i) Legal framework deficiencies – absence of an operational ULC Act: The lack of an operational Uganda Land Commission Act continued to limit legal clarity, institutional autonomy, and enforcement powers. Although a draft bill was developed, its consideration stalled in the 10th Parliament following government rationalisation initiatives targeting agencies and commissions.

2.5 SWOT Analysis

This SWOT analysis provides a detailed assessment of the internal and external factors influencing the performance and strategic direction of ULC. It highlights key strengths and weaknesses within the organisation, as well as opportunities and threats emerging from the broader operating environment. The insights aim to inform strategic decision-making and priority setting.

Table 3:Identified Strengths, Weaknesses, Opportunities and Threats

INTERNAL INFLUENCE	
STRENGTHS	**WEAKNESSES**
1. Legal mandate and constitutional backing	1. Lack of an adequate enabling law
2. Institutional authority over government land	2. Inadequate staffing and technical capacity
3. Control of the land fund	3. Annual land records and limited digitalisation
4. Recognition in national development frameworks	4. Centralised operations in Kampala
5. Professional expertise and institutional memory	5. Low staff morale and retention challenges
6. Established land leasing processes	6. Weak public engagement and communication strategy
7. Strong leadership and governance structure	7. Limited enforcement powers
8. Strategic alignment with government priorities	8. Poor coordination with other land institutions
9. Availability of government funding	9. Inadequate infrastructure and equipment
10. Public visibility and awareness	10. Overdependence on manual workflows
11. Organisational transformation initiatives	11. Unresolved land claims and overlaps
12. Supportive legal framework for land administration	12. Weak M&E system to track institutional performance
13. Experience handling land transactions	13. Ad hoc internal knowledge sharing culture
14. Mandated role in settling historical land injustices	14. Low ICT skills among staff
15. Established relationships with line ministries	15. Sole reliance on central government
16. Policy advocacy and advisory functions	16. Inadequate preparedness to settle disaster victims
17. Institutional resilience in managing political pressure	17. Limited research, and innovation in land management
18. Land records management experience	18. Lack of own office building
19. Collaborative engagements with the judiciary and parliament	19. No mechanism for managing government land abroad
20. Centrally located headquarters	20. No comprehensive inventory of government land
21. Involvement in national land policy implementation	21. Lean structure, inadequate staffing and lack of a Legal Unit
22. Radical adoption of e-systems	
EXTERNAL INFLUENCE	
OPPORTUNITIES	**THREATS**
1. Legal and policy reforms underway	1. Political dynamics in land management
2. Advances in ICT and geospatial technology	2. Corruption and fraudulent land transactions
3. Urban expansion and infrastructure growth	3. Slow judicial systems and legal delays
4. Donor and development partner engagement	4. Mandate conflicts with other agencies
5. Public-private partnership potential	5. Customary tenure conflicts
6. Civil society support for land governance	6. Encroachment on government land
7. Increasing demand for land justice	7. Negative public image
8. Technological innovations in land services	8. Budget constraints and irregular funding
9. Strategic partnerships with academia and think tanks	9. Environmental hazards and climate change
10. Gender and equity mainstreaming opportunities	10. Security threats and land conflicts
11. Regional integration and cross-border projects	11. Population growth and informal settlements
12. Climate and environmental land planning initiatives	12. Organised land cartels
13. Decentralisation reforms	13. Policy uncertainty and changing regulations
14. Growing digital literacy and e-governance	14. Low public confidence in land systems
15. Increased media focus on land issues	15. Land scarcity in urban centers
16. Women and youth engagement in land programs	16. Cybersecurity threats to digital systems
17. International land governance forums	17. Conflicting investment interests on government land

18. Support for customary land formalization	18. Inadequate legal enforcement for land crimes
19. Potential for revenue generation from land assets	19. Technological obsolescence risk
20. Rising demand for public agency transparency	20. Limited policy support for land fund expansion
21. Digitization support from government and donors	21. Pressure from interest groups
22. Opportunity for human resource development	
23. Oil and gas sector land requirements	
24. Legal recognition of land use plans	

2.6 PESTLE Analysis to Contextualise the ULC External Environment

This PESTLE analysis offers a structured approach to examining the Political, Economic, Social, Technological, Legal, and Environmental dimensions that affect ULC's operations, with a focus on current and emerging issues.

2.6.1 Political Factors

Government prioritisation of land reforms: The Ugandan government has intensified efforts to reform land governance, placing the ULC at the centre. Strategic direction from the Ministry of Lands, Housing and Urban Development (MLHUD) significantly shapes ULC's agenda.

Government ownership and control: As a constitutional body mandated to manage government land, ULC operates under government oversight and is subject to shifting political priorities.

Political sensitivity of land allocations: ULC's decisions, especially in urban expansion areas, refugee-hosting regions, or areas with historical land claims, are often politically sensitive, drawing public attention and stakeholder contestation.

Political interference: Land allocation decisions are at times influenced by political actors, which may compromise transparency, fairness, and adherence to due process.

Public and parliamentary oversight: ULC faces increasing scrutiny from Parliament and the Auditor General regarding land allocations, compensation, and financial management. This oversight pushes the Commission to enhance accountability and compliance.

Coordination under decentralisation: Political dynamics and jurisdictional ambiguities can affect ULC's collaboration with District Land Boards and local governments under the decentralisation policy.

National Land Policy Implementation: The effective rollout of land reform initiatives depends on sustained political will, coordination among ministries, and consistency in policy application.

Political instability during election cycles: Periods of political uncertainty or elections may delay land-related projects, fuel speculative land transactions, or result in abrupt leadership and policy shifts.

Failure to operationalise the Land Fund (LF): Delays in the effective implementation of the LF are largely due to inadequate political prioritisation, limited budgetary allocation, and slow policy decision-making.

2.6.2 Economic Factors

Economic potential of government land: ULC manages valuable government assets, including urban properties, industrial parks, tourism sites, and natural resource zones. Strategic management of these lands supports national priorities such as infrastructure development, industrialisation, and investment promotion.

Under-utilised and poorly documented assets: A significant portion of government land remains idle or improperly recorded, representing missed opportunities for economic development. Strategic mapping, digitisation, and leasing of these lands could enhance revenue generation and stimulate local economies.

Budgetary constraints and inadequate operational funding: ULC relies heavily on central government funding, which is often insufficient to support core functions such as land surveying, titling, monitoring, digitisation, staffing, and enforcement. Limited internal revenue streams further exacerbate financial dependence.

Delayed compensation payments: Funding shortfalls often delay compensation for acquired land, stalling infrastructure projects and triggering disputes with affected communities.

Rising land values and speculation: Increasing land prices and speculative activity drive up acquisition costs, intensify disputes, and complicate compensation planning.

Unclear or inconsistent lease pricing: Inadequate or non-standardised lease frameworks result in lost revenue, investor uncertainty, and public dissatisfaction.

Macroeconomic trends and inflation: Inflation and broader economic instability affect land compensation costs, lease pricing, and service delivery expenses, making long-term planning more difficult.

Urbanisation and infrastructure pressures: Rapid urban growth increases demand for government land and places pressure on ULC to facilitate timely and equitable access while balancing competing needs.

Growing investor demand and FDI: Foreign Direct Investment in sectors such as oil, infrastructure, and agriculture is raising demand for government land, requiring ULC to balance investor interests with public accountability and social equity.

Corruption in land transactions: Weak oversight and rent-seeking behaviour can distort market values, reduce public trust, and undermine institutional credibility.

2.6.3 Social Factors

High population growth and land pressure: Uganda's rapidly increasing population is intensifying demand for land, especially in peri-urban and rural areas. This growth contributes to encroachment, land disputes, and greater pressure on ULC to manage land access equitably.

Urbanisation and competing social interests: Accelerated urban growth, particularly around Kampala, increases demand for affordable housing, infrastructure, and commercial development. ULC is at the centre of these competing priorities and must support land planning that balances economic and social goals.

Informal settlements and squatter encroachment: The widespread occupation of government land by informal settlers, often driven by population growth and unclear boundaries, complicates eviction processes and legal regularisation, creating social tension and legal disputes.

Land tenure conflicts and customary claims: Historical injustices, overlapping tenure systems, and unclear land boundaries frequently lead to tenure conflicts. Customary and communal claims, deeply rooted in Uganda’s cultural context, challenge formal land allocation and require sensitive, inclusive approaches.

Public distrust and institutional credibility: Historical and perceived land scandals, poor service delivery, and perceptions of political interference have eroded public trust in ULC. This undermines its legitimacy and affects cooperation with stakeholders.

Transparency, accountability, and civil society oversight: There is a growing public and civil society demand for transparency in land allocation, titling, compensation, and record-keeping. Increased monitoring pressures ULC to adopt open data systems and inclusive engagement practices.

Limited public knowledge of land rights: Many citizens remain unaware of their legal rights regarding land access, ownership, and use. This lack of awareness increases vulnerability to fraud and exclusion, particularly among rural and low-income populations.

Gender inequality and youth landlessness: Women and youth often face systemic barriers to land ownership and inheritance due to cultural norms and legal gaps. This not only contradicts national development goals but also fuels social and economic grievances.

Resistance to evictions and delayed compensation: Land acquisition for public use often leads to resistance from affected communities, especially where compensation is delayed or perceived as unfair. Such resistance disrupts development projects and increases operational costs.

Land as a social and cultural Asset: In Uganda, land holds deep ancestral and identity-based significance. Mismanagement or insensitivity to these values can provoke strong social backlash and complicate policy implementation.

2.6.4 Technological Factors

Digitisation and the National Land Information System (NLIS): The ongoing rollout of NLIS presents a major opportunity for ULC to enhance transparency, efficiency, and record integrity. However, slow integration with NLIS and incomplete digitisation of land records reduce operational synergy and efficiency.

Manual Systems and ICT Gaps: ULC still relies on manual processes and fragmented systems, which lead to errors, delays, and data inconsistencies.

GIS and mapping technologies: Geospatial and remote sensing tools offer potential for accurate land demarcation, monitoring encroachment, and supporting land valuation. However, under-utilisation due to limited technical capacity and inadequate tools hampers evidence-based decision-making.

Cybersecurity and data protection: As land records become digitised, the risk of data breaches, manipulation, and cyber attacks increases. ULC must invest in secure platforms, modern firewalls, and staff training to protect data integrity.

Lack of Integrated Systems: Disconnection between ULC databases and those of other institutions, such as NIRA, URA, and KCCA, undermines real-time data sharing and validation, weakening coordination and transparency across the land sector.

Mobile and Digital Platforms for public engagement: Mobile technologies offer untapped potential for improving citizen engagement, land service delivery, and complaints reporting. The absence of user-friendly mobile platforms limits public access and participation.

High cost of digital transformation: Budgetary constraints continue to delay the rollout of modern technologies, system upgrades, and software integration necessary for a fully digital land governance system.

Lack of real-time data and analytics: The absence of dynamic data systems reduces ULC's ability to conduct timely monitoring, forecasting, and decision-making for land planning and management.

2.6.5 Legal Factors

Constitutional and legal mandates: ULC's authority to manage government land is enshrined in the Constitution (Article 239) and the Land Act (Cap 227). However, overlaps with other entities, such as District Land Boards, create operational challenges and jurisdictional conflicts.

Pending legislative reforms: Efforts to clarify and modernise the land governance framework, including the Uganda Land Commission Bill 2024, present opportunities to strengthen ULC's enforcement powers and accountability structures. However, these reforms face slow implementation.

Complex and fragmented land laws: Multiple laws governing land use, ownership, and compensation create ambiguity and legal complexity. Outdated and inconsistent regulations, such as unclear procedures for land leasing and acquisition, lead to irregularities and disputes.

Litigation risks and legal disputes: ULC frequently faces litigation over land titles, compensation, encroachments, and historical claims. These legal battles strain resources and delay projects, with slow court processes exacerbating the issue.

Weak enforcement mechanisms: Limited capacity to enforce land laws, including evictions and compliance with lease conditions, contributes to illegal occupation, impunity, and administrative inefficiency.

Conflict between customary and statutory tenure: The unresolved tension between customary land tenure systems and statutory land laws creates legal uncertainty, making land allocation and management more complicated.

Corruption and accountability: While ULC is subject to anti-corruption laws, inconsistent enforcement reduces its ability to combat corruption effectively. Inadequate legal advisory capacity within ULC further limits its ability to ensure compliance and manage legal risks.

Digital land transactions and legal clarity: The lack of clear legal frameworks for digital land transactions slows the adoption of electronic land services and creates uncertainty around e-land transactions.

Public awareness of land laws: Limited public knowledge of land laws increases non-compliance and vulnerability to fraud, exacerbating legal disputes and undermining ULC's efforts to improve land governance.

2.6.6 Environmental Factors

Sustainable use of government land: ULC plays a crucial role in ensuring that government land is allocated and used in alignment with environmental sustainability policies, particularly for areas designated as forests, wetlands, or national parks. This includes promoting eco-friendly infrastructure and renewable energy projects.

Encroachment on environmentally sensitive areas: Government land often includes protected areas, which are vulnerable to illegal settlement or resource exploitation. ULC must coordinate with agencies like NFA, UWA, and NEMA to prevent degradation, enforce boundaries, and protect ecosystems.

Climate change and resilience: Climate change impacts such as flooding, drought, and erosion affect the usability of government land. ULC can integrate climate-resilient infrastructure (e.g., flood zones and buffer areas) in land allocation and long-term leases to mitigate these effects and support climate adaptation.

Compliance with environmental regulations: Projects on government land must comply with environmental standards set by the National Environmental Management Authority (NEMA) and other regulatory bodies. ULC must ensure that environmental impact assessments (EIA) are conducted before leasing or allocating land to mitigate risks of environmental degradation.
Land degradation and overuse: Poor land use planning can lead to soil erosion, loss of biodiversity, deforestation, and general land degradation. ULC must implement land management strategies that prevent overuse and restore degraded land.

Urban expansion and ecosystem impact: Rapid urban growth places pressure on arable and urban land, particularly in fragile ecosystems. ULC needs to balance the demands for development with the need for conservation to avoid accelerating ecological damage.

Illegal resource extraction: Unsanctioned activities such as mining, farming, or logging on government land can destroy natural assets and threaten the sustainability of ecosystems. ULC must enforce strict measures to prevent illegal resource extraction.

Global environmental agendas: International environmental frameworks, such as the Sustainable Development Goals (SDGs), the Paris Agreement(PA) and climate resilience programs, influence land governance policies. ULC must align with global sustainability goals to meet international environmental expectations and commitments.

Competing interests between conservation and development: There is often a tension between conservation efforts and the demands of infrastructure development, which can create policy dilemmas. ULC must navigate these competing interests carefully to balance environmental protection with national development priorities.

Weak enforcement of environmental safeguards: Insufficient enforcement of environmental safeguards can result in unsustainable land use, contributing to ecological damage. ULC must strengthen its enforcement mechanisms to ensure compliance with environmental regulations and standards.

2.7 Stakeholder Analysis

The ULC operates within a complex multi-stakeholder environment characterised by strong interdependencies across government, the private sector, communities, and development partners. Effective delivery of ULC's constitutional and statutory mandate depends on coordinated engagement with these stakeholders, whose influence and interests vary significantly.

At the centre of ULC's stakeholder ecosystem are Government institutions, notably the Ministry of Lands, Housing and Urban Development (MLHUD), the Ministry of Finance, Planning and Economic Development (MoFPED), and the Ministry of Justice and Constitutional Affairs. These stakeholders exert strong influence through policy direction, budget approvals, legal interpretation, and operational collaboration, while also holding a high interest in ULC's performance given its role in enabling public investments and land governance reforms. Weak coordination or delayed approvals from these actors have previously constrained service delivery, underscoring the need for structured inter-institutional mechanisms and clear role delineation.

Local Governments, MDAs, and public agencies that rely on ULC to acquire, hold, or manage land for public purposes constitute a critical stakeholder group with high interest and moderate to strong influence. Their demand for timely land acquisition, title processing, and land protection services directly shapes ULC's workload and performance outcomes. However, capacity gaps, inconsistent data, and procedural delays at decentralised levels often affect efficiency, necessitating strengthened collaboration frameworks and shared information systems.

Communities, lawful and bona fide occupants, and the general public represent a high-interest but relatively low-influence stakeholder group. Their engagement with ULC is often driven by land disputes, compensation matters, and protection of rights on Government land. Limited public awareness of ULC's mandate and processes has historically contributed to mistrust, resistance, and encroachment on public land. Strategic communication, stakeholder sensitisation, and grievance-handling mechanisms are therefore essential to manage expectations and promote transparency.

Development partners, civil society organisations, and the private sector are increasingly important stakeholders, particularly in land governance reforms, technical assistance, and large-scale infrastructure or investment projects. Their influence varies, but their interest is generally aligned with improved land administration, transparency, and tenure security. Strategic partnerships with these actors present opportunities for resource mobilisation, innovation, and capacity building, provided alignment with national priorities and ULC's mandate is maintained.

2.8 Summary of Emerging Issues, Implications and Lessons Learnt

The situational analysis, structured around emerging thematic areas and informed by the SWOT and PESTLE assessments, cross-cutting considerations, and a review of the previous Strategic Plan implementation, reveals a number of systemic issues that continue to affect the performance of ULC.

A dominant theme is institutional capacity and organisational effectiveness. While ULC benefits from a strong constitutional mandate, national presence, and accumulated institutional experience, its effectiveness has been constrained by inadequate staffing levels, skills gaps, and weak internal systems. These internal weaknesses have been amplified by increasing demand for land-related services and heightened public and political scrutiny. The key implication is the need for deliberate institutional strengthening as a foundational strategic priority. A critical lesson learnt from the previous Strategic Plan is that ambitious strategic interventions cannot be realised without commensurate investment in human capital and organisational systems.

Another key thematic area relates to the legal, policy, and regulatory framework governing land administration and enforcement. The analysis points to persistent gaps, overlaps, and enforcement limitations within the existing framework, which have contributed to delays, prolonged litigation, and weak protection of Government land. Although opportunities for legal and policy reform exist, they were not adequately leveraged during the previous planning period. The implication is the need for targeted legal reforms, regulatory harmonisation, and strengthened collaboration with justice and enforcement institutions. A major lesson learnt is that strategic objectives dependent on weak or misaligned legal frameworks are unlikely to be achieved without deliberate legal and policy interventions.

Financing and resource sustainability emerged as a critical constraint cutting across all strategic areas. Inadequate and unpredictable budget allocations, coupled with broader fiscal pressures, limited the implementation of planned interventions under the previous Strategic Plan. ULC's heavy reliance on government funding reduced operational flexibility and delayed key activities, including land acquisition and protection. The implication is the need for a more diversified and sustainable financing framework, supported by improved financial planning and resource mobilisation strategies. The key lesson learnt is that effective strategy implementation must be anchored in realistic financing assumptions aligned to national fiscal realities.

Land information management, ICT, and digital transformation constitute another major thematic area. Weak land records management systems and limited digitisation have undermined efficiency, transparency, and proactive land protection, despite clear technological

opportunities within the broader public sector digitalisation agenda. These weaknesses have increased exposure to encroachment, disputes, and data inconsistencies. The implication is the need for strategic investment in ICT infrastructure, digitisation of land records, and system integration with relevant MDAs. A central lesson learnt is that proactive, technology-enabled land administration is more cost-effective and sustainable than reactive dispute resolution.

Inter-institutional coordination and service delivery also emerged as a significant issue. ULC's performance remains highly dependent on other MDAs for surveying, valuation, titling, and physical planning, yet coordination mechanisms have remained largely informal and weak. This has resulted in delays and inefficiencies in service delivery. The implication is the need for formal coordination frameworks and integrated planning and reporting mechanisms. The lesson learnt is that effective land governance requires a whole-of-government approach rather than isolated institutional efforts.

Stakeholder engagement, public awareness, and communication represent another critical thematic area. Low levels of public awareness regarding ULC's mandate and services, combined with rapid population growth and urbanisation, have contributed to misinformation, disputes, and reduced public trust. The implication is the need for a structured and sustained stakeholder engagement and communication strategy. The lesson learnt is that transparent and inclusive engagement strengthens institutional legitimacy and improves strategic outcomes.

Finally, cross-cutting issues, including governance and accountability, gender and equity, environmental sustainability, and inclusivity, have not been systematically mainstreamed in previous strategic interventions. Weak governance practices have affected public confidence, while inconsistent consideration of gender, equity, and environmental concerns has limited inclusive and sustainable outcomes. The implication is the need to deliberately integrate cross-cutting issues across all strategic objectives, programmes, and performance frameworks. The overarching lesson learnt is that mainstreaming cross-cutting issues enhances institutional credibility, resilience, and long-term impact.

CHAPTER THREE: STRATEGIC DIRECTION

3.1 Introduction

This chapter presents the strategic direction and priorities that will guide the ULC over the next five years. It articulates the Commission's renewed Vision, Mission, and Corporate Values, which reflect its mandate. The chapter also outlines ULC's Strategic Objectives and the Priority Strategic Interventions that will steer its programmes and operations during the planning period.

3.2 Vision Statement:

A transparent, efficient, and trusted institution in government land management.

3.3 Mission Statement:

To acquire, safeguard and strategically steward government land for sustainable development.

3.4 CoreValues

Our core values represent the principles and standards that shall guide our conduct, decision-making, and service delivery. They define the expected culture and behaviours of leadership and staff, underpin relationships with stakeholders, and provide a foundation for accountability, integrity, and performance in the execution of our mandate. Our values include:

i. Stewardship and Guardianship
ii. Service Excellence
iii. Justice
iv. Integrity
v. Accountability

3.5 Goal

Security and Optimal Utilisation of Government Land for National Development.

3.6 Theme

"Our Land, Our Wealth, Our Heritage."

3.7 Strategic Objectives

The strategic objectives outline the key outcomes the ULC aims to achieve during the plan period to fulfill its mandate. The strategic objectives include the following:

i. To Optimise Strategic and service-responsive management of Government Land.
ii. To Leverage Digital Transformation and Land Data Governance.
iii. To Boost Sustainability and Partnerships.
iv. To Enhance Stakeholder Engagement and Public Trust.
v. To Strengthen Government Land Governance and Institutional Capacity.

3.8 Focus Areas

The strategic focus areas as aligned to the strategic objectives include:

i. Optimising Strategic and Service Responsive Management of Government Land.
ii. Leveraging Digital Transformation and Land Data Governance.
iii. Boosting Sustainability, Resource Mobilisation and Partnerships.
iv. Enhancing Stakeholder Engagement and Public Trust.
v. Strengthening Government Land Governance and Institutional Capacity.

3.9 Alignment of ULC Strategic Plan to PIAP Objectives

The ULC Strategic Plan is designed to contribute directly to the priorities outlined in the Government of Uganda's Programme Implementation Action Plan (PIAP). This section maps ULC's strategic objectives against relevant PIAP objectives.

Table 4:Alignment of ULC Strategic Objectives to PIAP Objectives

PIAP Objective	ULC Strategic Objective
Undertake Land Tenure Security Enhancement Programs (Objective 4).	To optimise strategic and service responsive management of government land (ULC Strategic Objective 1)
Promote land consolidation, titling, and banking (Objective 4).	To optimise strategic and service responsive management of government land (ULC Strategic Objective 1)
Strengthening, policy, legal and regulatory and coordination framework (Objective 6).	Tostrengthen government land governance and institutional capacity (ULC Strategic Objective 5).
Improved efficiency in business processes through digitization (PIAP Objective 2).	To leverage digital transformation and land data governance (ULC Strategic Objective 2).

3.10 Intermediate Outcomes, and Proposed Interventions and Actions

This section presents the strategic objectives of the Uganda Land Commission, along with their corresponding intermediate outcomes and the proposed interventions and actions necessary for their attainment. The strategic objectives outline the desired direction and priorities for the Commission over the plan period, while the intermediate outcomes specify the expected changes and results that will occur as a result of implementing the strategic interventions.

Table 5:Strategic Objectives, Intermediate Outcomes, and Proposed Interventions and Actions

ULC Goal: Security and Optimal Utilisation of Government Land for National Development				
ULC Objective 1: To optimise strategic and service responsive land asset management				
Result	**Indicators**	**Baseline FY2023/24**	**Target FY2025/26**	**Target FY2029/30**
Outcome 1.1: Improved accountability, transparency, and evidence-based management of government land and land fund	Percentage of govt. land parcels surveyed and titled	34.18%	40%	80%
	Percentage reduction in backlog of unresolved disputes on Government land	0	20%	60%
Intervention 1.1.1: Survey, demarcate, process titles for Government Land including protected areas				
Output 1.1.1.1: Government Land effectively Managed	Hectares of Government Land Titled	552,360.85	553,400	557,400
	No. of lease transactions processed	2,685.00	3,285	4,000
Output 1.1.1.2: Land Fund effectively Managed	Hectares of land acquired/compensated from absentee landlords	2,327.71	2,500	3,000
	Number of subdivision surveys conducted for lawful and bonafide occupants	8,049	10,000	7,000
	Number of tiles processed for lawful and bonafide occupants	1,410	3,000	10,000
	Number of sensitizations/consultative meetings held with District and local leaders and occupants.	8	10	10

Actions

1. Conduct nationwide verification, mapping, and documentation of Government land holdings under ULC's jurisdiction
2. Formulating guidelines for titling government land
3. Renew, extend, vary and issue Leases
4. Census of Government Land
5. Regularise ownership for lawful & bona fide occupants on 200,000 acres of land already acquired in Bunyoro, Ankole, Buganda and Toro sub-regions
6. Land compensation payment to Absentee landlords
7. Develop and implement a framework for the management of government owned land that is abroad.
8. Implement the Government Land Use Monitoring System.

Intervention 1.1.2: Strengthen Government Land Dispute Resolution Mechanism				
Output 1.1.2.1: Functional and accessible Govt. Land Dispute Resolution mechanism established and operationalized	Number of grievances on Government land addressed	0	1,000	500

Actions

1. To file, witness and persecute Land Cases

Intervention 1.1.3: Development and operationalization of a land banking framework.				
Output 1.1.3.1: Land Bank established	Hectares of land acquired for infrastructure development	0	1,500	1,500

Actions

1. Budget FY2029/30 (Shs50 Bn)
2. Secure land for the Commission's own home
3. Acquire Land for infrastructure development
4. Right of Way for infrastructure development acquired

ULC Objective 2: Leveraging Digital Transformation and Land Data Governance.				
Outcome 2.1: Improved decision making based on real-time, accurate land information.	Percentage uptime or system availability.	0	100%	100%
Intervention 2.1.1: Develop a ULC Land Information and Management System (ULC-LIMS)				
Output 2.1.1.1: Centralised and interoperable digital platform developed, tested and operational.	Functional ULC-LIMS in place	0	1	1
	Percentage of land transactions using e-signature.	0	75%	100%

Actions 1. Develop, test and deploy the ULC-LIMS 2. Integrate e-signature system with LIMS. 3. Prepare User manuals and training materials for staff.				
Output 2.1.1.2: Integrate ULC Systems with National Land Information System (NLIS)	Percentage of data exchanges with MoLHUD, NIRA, URA and LGs.	0	75%	100%
Actions 1. Establish interfaces between ULC-LIMS and NLIS to enable automated data exchange with MoLHUD, NIRA, URA and LGs. 2. Formalize data sharing protocols, standards and access controls				
Intervention 2.1.2: Digitize ULC Land Records and Archives				
Output 1.1.2.1: Government land records digitized and accessible via LIMS	Percentage of govt. land records scanned and indexed.	0	50%	100%
	Percentage of digitized records available via LIMS	0	50%	100%
Actions 1. Scan and index Government land records 2. Establish the interface between ULC-LIMS and NLIS				
Intervention 2.1.3: Automate key business processes.				
Output 2.1.3.1: Core processes automated	Percentage of Core processes automated.	0	50%	100%
	Functional online client portal.	0	1	1
Actions 1. Conduct stakeholder consultations to identify key business processes 2. Design, Develop, Test and Deploy Solution. 3. Develop an online client interface and self-service portal for land leasing, document verification, and complaints. 4. Automate the Commission's business procedures such as lease processing, title verification, and Commission decisions. 5. User Training and Support.				
Intervention 2.1.5:Establish Mobile Land Service Units equipped with digital tools for up-country outreach				
Output 2.1.5.1: Fully equipped land service vehicles deployed	Number of mobile units deployed	0	1	1

Actions 1. Procure mobile infrastructure 2. Train staff 3. Conduct community awareness campaigns.				
ULC Objective 3: To Boost Sustainability and Partnerships.				
Outcome 3.1:	MOUs with Development Partners, CSOs, and Academia. Project proposals developed	1	1	5
Intervention 3.1.1: Develop and implement a Resource Mobilization Strategy				
Output 3.1.1.1: Resource mobilization strategy developed and approved	Resource mobilization strategy in place	0	1	1
	Percentage increase in funds mobilized from GoU, donors and partners	30%	35%	50%
Actions 1. Develop the Resource mobilization strategy 3. Revision of ground rents and automation of collection. 4. Develop projects write up so as to attract more funding. 5. Build capacity to attract development partner support and write fundable project proposals. 6. Establish and operationalise Public-Private Partnerships (PPPs)				
Intervention 3.1.4: Implement restoration of degraded government land				
Result	**Indicators**	**Baseline FY2023/24**	**Target FY2025/26**	
Output 1.1.4.1: Survey and title eco sensitive areas for protection and restoration.	Square Kilometers (sq km) of eco sensitive areas surveyed and titled for protection and restoration.	6.34	10	10
Actions 1. Survey and title eco sensitive areas 2. Sensitization/consultative meeting with Local Government officials				
ULC Objective 4: To strengthen stakeholder engagement and public trust				
Outcome 4.1:	%ge increase in ULC service uptake	0	5%	50%
	%ge of ULC client satisfaction	0	75%	100%
Intervention 4.1.1: Increase public awareness and advocacy				
Output 4.1.1.1: Stakeholder engagement plan established	Stakeholder engagement plan in place	0	1	1
	Targeted stakeholder engagement activities implemented	0	10	10

Actions 1. Establish a stakeholder engagement plan 2. Implement targeted engagement activities (consultations, public awareness campaigns, and stakeholder meetings). 3. Monitor stakeholder feedback and adjust engagement approaches accordingly.				
Output 4.1.2.1: ULC branding and communication strategy developed and implemented	Branding and communication strategy developed and adopted	0	1	1
	Number of radio/tv spots, social media posts, and IEC materials disseminated	20	30	50
	Functional public complaints and grievance redress mechanism in place	0	1	1
	Client charter and service delivery standards in place	0	2	2
	Annual reports published	1	1	1
Actions 1. Develop branding and communication strategy 2. Publish the annual State of Government Land Report and Disclosures 3. Use multimedia platforms to implement a National Government Land Awareness and Education Campaign including land rights, ULC functions, and land access mechanisms 4. Operationalise a Public Complaints and Grievance Redress Mechanism 5. Establish a Client Charter and Service Delivery Standards				
Intervention 4.1.3: Implement Government policy on Gender, Youth, and Equity Mainstreaming Strategy tailored to ULC's mandate and aligned with national frameworks.				
Output 4.1.3.1: Gender, Youth and Equity policy mainstreamed	Gender, Youth and Equity policy mainstreamed	1	1	1
Actions 1. Stakeholder consultations 2. Mainstreaming of Gender, Youth and Equity strategy 3. Sensitization/consultation meetings on Gender, Youth and Equity land issues				
ULC Objective 5: Strengthening Land Governance and ULC Institutional Capacity				
Intervention 5.1.1: Advocate for the fast-tracking of the enactment of the ULC enabling law				
Output 5.1.1.1: Draft ULC enabling law tabled in Cabinet.	Regulatory Impact Assessment Report in place	0	1	1
	Draft ULC law tabled in Cabinet	0	1	1
Actions 1. Conduct a comprehensive Regulatory Impact Assessment (RIA) of the ULC legal and regulatory framework 2. Drafting of the enactment of the ULC enabling law based on the recommendations from the RIA.				

Intervention 5.1.2: Develop and operationalize a comprehensive plan for the construction and commissioning of a permanent ULC headquarters				
Output 5.1.2.1: Permanent and functional ULC HQ	Land for construction acquired	0	1	1
	Architectural plan approved	0	1	1
	Proportion of HQ construction completed	0	5%	50%
Actions 1. Acquisition of land title 2. Develop Architectural and structural plans 3. Construction commencement				
Intervention 5.1.3: Strengthen coordination and facilitation of Commission operations				
Output 5.1.3.1: Effective and accountable Commission operations	Number of ULC meetings held annually	12	12	12
	Number of Senior Management and General Staff meetings held annually	16	16	16
	Percentage of ULC decisions implemented within set timelines	50%	70%	100%
Actions 1. Commission meetings and engagements 2. Hold senior management and staff meetings 3. Implement ULC decisions timely				
Output 5.1.3.2: M&E coordinated	Number of quarterly Work-plan implementation monitoring reports produced	4	4	4
Actions 1. Undertake M&E work-plan implementation				
Output 5.1.3.3: Audit and risk management services coordinated	Percentage of internal and external audit recommendations implemented annually	100%	100%	100%
	Number of internal audit reports produced	5	5	5
	Number of Risk Management Committee meetings held	2	4	4
	Updated Risk Register in place (yes/no)	Yes	Yes	Yes
Actions 1. Coordinate Internal audit and risk assurance functions 2. Establish and operationalise Risk Management Committee 3. Maintain and regularly update a comprehensive Risk Register				
Output 5.1.3.4: Financial management and accountability Services coordinated	Number of financial reports produced	5	5	5
Actions 1. Coordinate financial management and accountability services				
Intervention 5.1.4: Review and enhance the ULC organisational structure and staffing levels in line with the strategic imperatives and functional demands				
Output 5.1.4.1: HRM services coordinated	Percentage of organizational structure positions filled	57.8%	80%	100%

	Organizational structure review conducted (yes/no)	Yes	Yes	Yes
	Operational Results Based Performance Management System in place	Yes	Yes	Yes
	Proportion of staff attending at least one training annually;	90%	90%	100%
Actions 1. Conduct a comprehensive workload analysis, skills analysis and organisational structural review 2. Undertake restructuring of ULC 3. Coordinate human resource services 4. Conduct induction for ULC new staff and new Commission Members 5. Design and implement a results-based performance management system. 6. Develop and implement a Staff Capacity Development Plan 7. Establish and implement a staff reward and benefits package in line with other statutory authorities. 8. Provide medical insurance to staff				
Output 5.1.4.2: Staff salaries and related benefits paid	Staff salaries and benefits paid on time (yes/no).	Yes	Yes	Yes
Actions 1. Pay emoluments, salaries, consolidated allowances and related expenses				

CHAPTER FOUR: FINANCING FRAMEWORK AND STRATEGY

4.1 Introduction

Land resources and management are key enablers in the NDPIV, particularly under the Sustainable Urbanisation and Housing and the Natural Resources, Environment, Climate Change, Land and Water Management Programmes. Funding for the ULC is entirely sourced from the government.

There has been an improvement in budgetary allocations to the ULC from the central government over the previous Plan period. This Chapter details the revenue and expenditure forecasts for the implementation of the Uganda Land Commission Strategic Plan FY 2025/26–2029/30.

4.2 Summary of the Strategic Plan Budget

The table provides the Uganda Land Commission's five-year financial projection for implementing the Strategic Plan, with costs categorised into Wage, Non-Wage, and Development expenditures (in billion Ugandan shillings). Total Recurrent expenditure is derived from the sum of Wage and Non-Wage, while the overall annual totals reflect the combined requirements.

The estimated total cost of implementing the strategic plan over the next five years is Shs. 842.1 billion. The budget is expected to increase from Shs. 151.9 billion in FY 2025/26 to Shs. 190.1 billion in FY 2029/30, averaging Shs. 168.4 billion per year as detailed in Table 8.

This steady increase primarily reflects rising Non-Wage recurrent costs and sustained investment in Development activities, ensuring alignment with the Commission's strategic objectives and operational priorities.

Table 6:Annualised Costing of the Strategic Plan

Category	**Annual Budget Estimates**					**Total**
	FY 25/26	**FY 26/27**	**FY 27/28**	**FY 28/29**	**FY 29/30**	
Wage	2.115	2.169	2.227	2.287	2.350	11.148
Non-wage	19.905	23.065	24.453	28.344	33.612	129.379
Total Recurrent	**22.020**	**25.234**	**26.680**	**30.631**	**35.962**	**140.527**
Development	129.844	133.602	138.281	145.759	154.131	701.617
Total	**151.864**	**158.836**	**164.961**	**176.390**	**190.093**	**842.144**

4.3 Medium Term Expenditure (MTEF) Projections and Implications

The following table presents the Uganda Land Commission's available Medium-Term Expenditure Framework (MTEF) funding for the five years. Costs are categorised into Wage, Non-Wage, and Development, with all figures converted to billion Ugandan shillings (UGX) for clarity. Total Recurrent expenditure has been calculated as the sum of Wage and Non-Wage for completeness. An additional column provides the five-year total for each category.

Table 7: ULC Available MTEF Funding

Category	Annual Budget Estimates					Total
	FY 25/26	FY 26/27	FY 27/28	FY 28/29	FY 29/30	
Wage	1.091	1.145	1.203	1.263	1.326	6.028
Non-wage	16.936	19.815	22.787	27.345	32.813	119.696
Total recurrent	**18.027**	**20.96**	**23.99**	**28.608**	**34.139**	**125.724**
Development	26.92	30.958	34.054	40.865	49.037	181.834
Total	**44.947**	**51.918**	**58.044**	**69.473**	**83.176**	**307.558**

The total available medium-term allocation over the next five years is projected at Shs. 307.6 billion. The allocation is expected to increase from Shs. 44.9 billion in FY 2025/26 to Shs. 83.2 billion in FY 2029/30, averaging Shs. 61.5 billion per year as detailed in Table 9.

4.4 Funding Gap

The following table presents the funding gap based on the Plan cost vis-a-vis the projected resource envelope based on the MTEF ceiling.

Table 8: Indicative Funding Gap Over 5-Year Strategy Period

Category	FY 2025/26	FY 2026/27	FY 2027/28	FY 2028/29	FY 2029/30	Total
Wage	1.024	1.024	1.024	1.024	1.024	5.12
Non-Wage	2.969	3.25	1.666	0.999	0.799	9.683
Total Recurrent	**3.993**	**4.274**	**2.69**	**2.023**	**1.823**	**14.803**
Development	102.924	102.644	104.227	104.894	105.094	519.783
Total	**106.917**	**106.918**	**106.917**	**106.917**	**106.917**	**534.586**

The indicative funding gaps over the five-year Plan period total Shs. 534.6 billion, with annual shortfalls remaining remarkably consistent at approximately Shs106.9 billion each year. These gaps highlight the additional resources required to fully implement the Plan, with the majority, approximately 97%, or Shs519.8 billion, concentrated in Development activities. This substantial Development shortfall reflects the significant capital investments needed for initiatives such as land acquisition, systematic demarcation, infrastructure development, and system enhancements.

In contrast, the recurrent gaps are comparatively modest, totaling Shs. 14.8 billion over the period. The Wage gap remains fixed at Shs. 1.024 billion annually, while the Non-Wage gap decreases progressively from Shs. 2.969 billion in FY 2025/26 to Shs. 0.799 billion in FY 2029/30, suggesting a gradual improvement in aligning operational expenditures with available MTEF allocations. Overall, bridging these gaps, particularly in the Development category, will be essential to achieving the Commission's strategic objectives without compromising planned activities.

4.5 Source of Funding

The following table presents the indicative funding sources for the five-year Strategic Plan implementation costs.

Table 9:Indicating Funding Source over the next 5 Year Period

Classification	**FY 2025/26**		**FY 2026/27**		**FY 2027/28**		**FY 2028/29**		**FY 2029/30**		TOTAL
Funding Source	**GoU**	**DP**	**GoU**	**DP**	**GoU**	**DP**	**GoU**	**DP**	**GoU**	**DP**	
Wage	2.115	-	2.169	-	2.227	-	2.287	-	2.35	-	11.148
Non-wage recurrent	19.905	-	23.065	-	24.453	-	28.344	-	33.612	-	129.379
Total Recurrent	**22.02**	**-**	**25.234**	**-**	**26.68**	**-**	**30.631**	**-**	**35.962**	**-**	**140.527**
Total Development	129.84	-	133.60	-	138.281	-	145.75	-	154.13	-	701.617
Total Budget	**151.86**	**-**	**158.83**	**-**	**164.961**	**-**	**176.39**	**-**	**190.09**	**-**	**842.144**
%age of Source	**100%**	**-**	**100%**	**-**	**100%**	**-**	**100%**	**-**	**100%**	**-**	**100%**

The entire projected budget for Strategic Plan implementation, including the Development component of Shs. 701.6 billion, is anticipated to be funded exclusively by the Government of Uganda (GoU). No contributions from non-state actors, including Development Partners, private sector enterprises, or civil society. This reflects complete reliance on domestic budgetary allocations to meet the Commission's strategic objectives and operational requirements.

4.6 Resource Mobilisation Strategy

The Government, through the Ministry of Finance, Planning and Economic Development (MFPED), is expected to wholly finance this Plan. However, to address the indicative funding gap of Shs. 534.6 billion over the five years, the ULC will mobilise funds from innovative sources, including grants and partnerships. The following strategies aim to diversify funding sources, enhance domestic revenue, and secure external support while maintaining alignment with national priorities and legal mandates.

1) **Advocacy for Increased Government of Uganda (GoU) Allocations.** Public financing remains the cornerstone, with the ULC prioritising the integration of its strategic plan priorities into the national Medium-Term Expenditure Framework (MTEF) and Sector

Working Group submissions under the Lands, Housing, and Urban Development vote function. The Commission will also actively pursue supplementary budget requests to address emergent needs, such as land compensations and verification exercises, while engaging the Ministry of Finance, Planning and Economic Development to access contingency and resilience funds during land-related crises. These measures are intended to secure a reliable baseline of government funding and provide flexibility for unforeseen demands.

2) **Strengthening Internally Generated Revenue.** To enhance financial autonomy, the ULC will strengthen its own source revenue through the standardisation of service charges for land verification, valuation, and titling, alongside the regularisation of collections from government land occupants via leasehold rentals. Debt collection mechanisms for ground rent arrears will be reinforced, potentially through collaboration with the Uganda Revenue Authority, and new revenue streams will be introduced by offering paid access to digitised land records, maps, and reports. This approach aims to diversify income and reduce reliance on external appropriations.

3) **Engagement with Development Partners.** Development partner support will be pursued through targeted engagement with multilateral institutions such as the World Bank, European Union, and United Nations agencies for projects focused on land governance, digitisation, and regularisation of land ownership for occupants. Bilateral and multilateral partnerships, including with organisations such as DFID, GIZ, and IGAD, will be cultivated to advance land reform and conflict resolution initiatives, with particular emphasis on securing technical assistance for systems development and capacity building. Such collaborations are expected to provide both financial resources and specialised expertise for large-scale reforms.

4) **Public-Private Partnerships (PPPs).** Public-private partnerships will be leveraged to unlock the economic potential of government land assets. The ULC will engage private investors in joint land utilisation and infrastructure development projects, structure long-term revenue-generating leases on under-utilised land, and establish land banking arrangements that allow zoned land to be leased to investors under regulated terms. This strategy seeks to generate sustained income while sharing development risks with private entities, thereby supporting the Commission's long-term fiscal sustainability.

5) **Collaboration with Non-State Actors.** Partner with civil society organisations, philanthropic foundations, and academic institutions for targeted support in sensitisation, community engagement, and capacity-building activities. This may include in-kind contributions or small grants for pilot projects in land regularisation.

6) **Cost Efficiency and Resource Optimisation Measures.** Implement internal reforms to reduce recurrent expenditures, such as process automation, staff rationalisation, and prioritisation of high-impact activities. Reallocate savings toward bridging minor recurrent gaps and leveraging them to demonstrate fiscal responsibility in advocacy efforts.

7) **Development of a Comprehensive Resource Mobilisation Framework.** Formulate a dedicated resource mobilisation strategy within the Strategic Plan implementation framework, including a stakeholder mapping exercise, annual fundraising targets, and monitoring mechanisms to track progress in closing the gap.

CHAPTER FIVE: INSTITUTIONAL ARRANGEMENTS FOR IMPLEMENTATION

5.1 Introduction

This chapter addresses arrangements that will be put in place to ensure effective implementation of the strategic plan. The chapter outlines the roles and responsibilities of the internal and external stakeholders during the implementation of the plan and proceeds to discuss institutional and financial sustainability as well as partnerships and collaboration. It concludes by presenting the human resource requirements. The initiative owners and the role of the management team are emphasized.

5.2 Institutional Sustainability Arrangements

The strategic plan will be implemented through both internal and external stakeholders. The role of internal and external stakeholders is discussed in sections 5.2.1 and 5.2.2. The strategic objectives at the corporate level will be cascaded to departments and units with clear measures and annual targets. Those targets will, in turn, be cascaded to individual employees and will form the basis for performance reporting and assessment.

5.2.1. Internal stakeholders involved in implementing the strategic plan

The implementation of the strategic plan requires adequate leadership 'buy-in' largely through ensuring that the commissioners' priorities are captured in the Strategic Plan. In this context, the governing body is considered critical to national buy-in. The key leadership organs in the ULC are as follows:

i) Commission

This is the governing body of the ULC, headed by the Commission Chairperson and has 8 Members who are all appointed by H.E. the President with the approval of Parliament. The Commission works through two Committees (Finance and Administration Committee and Land Management & Land Fund Committee). The Commission approves leases of government land, monitors and supervises the Secretariat and reports to the line minister.

ii) ULC Senior Management.

The ULC's senior management is responsible for administrative and operational management. The Secretary is the Accounting Officer and supervises the senior management in the implementation of key decisions made by the Commission. Within the senior management are the committees that produce reports on a quarterly basis that will be presented to the Commission for review and approval.

iii) Heads of Department/Units

The Heads of Department and Units prepare departmental/unit results framework, annual work plans and cascade to the individual level.

ULC Organisational Structure

The organisational structure of the ULC highlights the reporting lines in the Commission as dictated by the interaction of various Units. It further ensures mainstreaming of cross-cutting functions such as financial management, research, and others, so as to maximise utilisation of resources and facilitate their management. At the same time, the structure and organogram enable super-specialised decision-making and operational management.

The Commission will guide the implementation of the strategic plan. The Heads of Department (HODs) will prepare a departmental results framework which will clearly show the activities to be implemented in all departments and units. Each department will be required to develop an annual work plan in line with the organisational strategic plan. Each Officer responsible for the implementation of a specific activity will keep their focus on the indicators of performance and targets to be achieved for each period. Performance data will be gathered based on these indicators. Performance will be compared to the target.

The strategic plan will be cascaded to the departmental level and to the individual level. This will ensure that annual performance agreements will be aligned with the strategy, allowing alignment of day-to-day activities with the strategic plan. The plan will also have objective and initiative owners who will regularly report on the progress made in their scope of work. Performance indicators, against which performance will be reported, will be in place.

	Responsible Structure	Role sand Responsibilities
Internal Stakeholders		
1.	Commissioners	▪ strategic oversight and direction ▪ Policy review, approval and compliance
2.	Management Committee	▪ Strategic execution and coordination ▪ Operational planning and implementation ▪ Resource mobilisation and management ▪ Stakeholder engagement and collaboration ▪ Performance monitoring and reporting ▪ Risk management and compliance
3.	Staff	▪ Participate in planning, implementation and monitoring of the plan ▪ Stakeholder engagement on the strategic plan implementation

5.2.2. External Stakeholders Involved in the Implementation of the Plan

ULC operates within a complex multi-stakeholder environment characterised by strong interdependencies across government, the private sector, communities, and development partners. Effective delivery of ULC's constitutional and statutory mandate depends on coordinated engagement with these stakeholders, whose influence and interests vary significantly.

i) At the Centre of ULC's external stakeholder ecosystem are Government institutions, notably the Ministry of Lands, Housing and Urban Development, the Ministry of Finance, Planning and Economic Development, NPA, the Ministry of Justice and Constitutional Affairs, all MDAs, LGs and Public Enterprises/Agencies. These stakeholders exert strong influence through policy direction, budget approvals, legal interpretation, and operational collaboration, while also holding a high interest in ULC's performance given its role in enabling public investments and land governance reforms. Weak coordination or delayed approvals from these actors have previously constrained service delivery, underscoring the need for structured inter-institutional mechanisms and clear role delineation.

Additionally, they rely on ULC to acquire, hold, or manage land for public purposes and constitute a critical stakeholder group with high interest and moderate to strong influence. Their demand for timely land acquisition, title processing, and land protection services directly shapes ULC's workload and performance outcomes. However, capacity gaps, inconsistent data, and procedural delays at decentralised levels often affect efficiency, necessitating strengthened collaboration frameworks and shared information systems.

ii) Land owners, communities, lawful and bona fide occupants, and the general public. They represent a high-interest but relatively low-influence stakeholder group. Their engagement with ULC is often driven by land disputes, compensation matters, and protection of rights on Government land. Limited public awareness of ULC's mandate and processes has historically contributed to mistrust, resistance, and encroachment on public land. Strategic communication, stakeholder sensitisation, and grievance-handling mechanisms are therefore essential to manage expectations and promote transparency.

iii) Development partners, civil society organisations, and the private sector. They are important stakeholder in land governance reforms, technical assistance, and large-scale infrastructure or investment projects. Their influence varies, but their interest is generally aligned with improved land administration, transparency, and tenure security. Strategic partnerships with these actors present opportunities for resource mobilisation, innovation, and capacity building, provided alignment with national priorities and ULC's mandate is maintained.

5.3 Financial Sustainability Arrangements

Effective management of resources is essential to the sustainability of the Commission's Interventions. This Strategic Plan has taken into account the projected resource requirements for the strategies and activities detailed over the next 5 years. The ULC will continue implementing prudent financial management as well as improving allocative and operational efficiency. Furthermore, the Commission will adopt technologies and interventions that present minimal Operation and Maintenance beyond the project life.
The Commission will seek to strengthen financial sustainability by;

i) Collaborating with MoFPED and other key stakeholders for prompt remittance of revenue;
ii) Develop a Resource Mobilisation Strategy;
iii) Strengthening internal financial controls;
iv) Compliance with Public Financial Management Act and other related regulations;
v) Promoting corporate governance and Accountability;
vi) Justifying to Parliament increases in budgetary allocations.

5.4 Partnerships and Collaborations

The Commission will seek partnerships and collaborations with law enforcement agencies, research institutions, development partners and other government Ministries. Joint initiatives that include resource sharing, resource mobilisation and knowledge sharing and transfer will be initiated. Through these partnerships, sharing resources (human, financial, and equipment, etc.) and the exchange of knowledge and expertise will been encouraged.

5.5 Human Resource Development Plan

Human Resource Development (HRD) planning in the ULC is fundamental in developing effective policies and plans, as well as coordinating the delivery of quality services. Building a strong human resources base for the Commission requires concerted efforts and investments in continuous professional development.

This Human Resource Development Strategy aims to ensure strategic alignment and operational excellence within the Commission. It guides on how to address the dynamic challenges and opportunities within the Commission, influenced by global trends, local socio-economic dynamics, and the strategic imperatives outlined in the Fourth National Development Plan (NDPIV). The strategy outlines actions for workforce development, skills enhancement, and regulatory compliance, aiming to create a skilled, diverse, and resilient workforce while upholding high standards of professionalism and service excellence. It focuses on enhancing the capacity and skills of in-service personnel within the ULC, as well as filling vacant posts (see Table 10).

***Table 10: Human Resource Requirement and/or projection in line with ULC's mandate for the period FY 2025/26 – FY 2029/30**:*

Required HR	No. of Non-filled Posts	Required Education Qualification	Availability of Qualifications and skills within Uganda (Yes/No)
Commissioner	2	Master's Degree	Yes
Assistant Commissioner	6	Master's Degree	Yes
Principal Officer	2	Master's Degree	Yes
Senior Officer	5	Postgraduate	Yes
Officer	8	Degree	Yes
Assistant Officer	3	Diploma	Yes
Support Staff	9	Certificate	Yes
TOTAL	**35**		

Over the FY 2025/26-2029/30, the ULC intends to fill all existing skilled staff vacancies, which is projected to cost Shs. 130million per annum (Table 18). This effort will be supported by the Ministry of Public Service and the Ministry of Finance, Planning and Economic Development (MoFPED), reflecting the inter-agency collaboration necessary for successful human resource deployment.

To attract and retain talent, the ULC plans to offer competitive benefits and clear career progression opportunities at a cost of Shs. 90 million. Complementing this, a recognition and rewards program with a budget of Shs. 136 million per annum will be instituted to boost staff morale and incentivise performance. These initiatives aim to create a more attractive and motivating work environment within the Commission.

In addition to recruitment and retention, the strategy emphasizes professional development through lifelong learning. To enhance the knowledge base of ULC staff, accessible online education and certification courses will be provided at Shs.100 million. The

Commission will continue implementing ongoing training programs costing Shs. 500 million to continually up-skill and re-skill staff in line with evolving standards. The Commission also plans to invest Shs.150 million in facilitating international exchange programs and study tours, enabling staff to learn and adopt global best practices in land management. Together, these initiatives represent a holistic, well-financed approach to addressing the Commission's human capital challenges and improving institutional effectiveness.

Table 11:Strategies and Actions for Developing the Required HR and the Projected Cost

Strategies	Priority Actions	Other Actors	Time Frame (FY)	Projected Cost (Shs. Millions) Per Annum
Attract and retain skilled professionals in ULC	Fill the existing skilled staff gaps		2025/26-2029/30	130
	Offer competitive benefits and career growth opportunities		2025/26-2029/30	136
	Create a recognition and rewards program to celebrate outstanding achievements		2025/26-2029/30	50
Promote continuous professional development and lifelong learning	Develop online learning and certification courses accessible to all ULC staff.		2025/26-2029/30	100
	Implement ongoing training programs to up-skill and re-skill the existing ULC staff, ensuring they stay updated with trends and standards		2025/26-2029/30	500
	Facilitate exchange programs and study tours for ULC staff to learn best practices globally		2025/26-2029/30	150

CHAPTER SIX: COMMUNICATION AND FEEDBACK STRATEGY/ ARRANGEMENTS

6.1 Introduction

Effective communication is critical for the ULC to realise the success of the planning work and its resulting outcomes. As part of reaching out to clients, stakeholders, and the public, the ULC Top Management Team will develop a comprehensive Strategic Communication plan to integrate the vision, mission, and values into the Commission's communications. Similarly, key components and milestones of the strategic plan will be integrated into the day-to-day activities undertaken by all staff in their work with clients, stakeholders, and the public.

This section outlines the roadmap that the ULC shall take to communicate with and engage the different stakeholders. The aim is to increase awareness of the ULC's mandate amongst the population. The communication and engagement approach shall reflect the core values of the ULC. This strategy seeks to ensure that communication is aligned with driving the strategy agenda effectively and professionally.

6.2 Objectives of this Communication Strategy

The overall objective of this communications strategy is to create an effective and efficient communications system that facilitates harmonised and regular information flow within the Commission and its stakeholders. Specific objectives over the plan period include:

i. Establish a clear understanding of the ULC mandate amongst all key stakeholders;
ii. Encourage and attract strategic partners;
iii. Enable the ULC to adopt a proactive role in communicating with all stakeholders; and
iv. Ensure that accurate information is delivered in an open, effective and timely manner.

6.3 Communication Strategy

This strategic plan has been developed through an inclusive consultative process involving staff at all levels. To promote ownership, awareness, and support for the plan, validation sessions were conducted with key external stakeholders to ensure alignment and shared commitment.

To enhance the dissemination of this plan, the Commission is prioritising improved communication channels, including strengthening its online presence, leveraging print media, and utilising mainstream media platforms. The plan will be made accessible to stakeholders by publishing it on the Commission's website. Additionally, hard copies will be printed and distributed to selected stakeholders, including public libraries.

A simplified and popular version of the Plan will also be developed to ensure its accessibility and relevance to a broad audience, encouraging stakeholder engagement across all categories.

Communication of the strategic plan will be seamlessly integrated into the Commission's broader communications strategy. This approach will involve establishing clear metrics to monitor and evaluate the dissemination of the Plan to key stakeholders, ensuring effective outreach and engagement.

Table 12:Communication of the Strategic Plan

Stakeholder	**Key issue to be communicated**	**Communication channel**	**Frequency of communication**
General Public	• Vision Statement, Mission, Core Values. • Strategic Objectives • Functions of the commission • Activities of the commission • Achievements per department of the commission	Television and Radio talk shows, social media, website, newspapers, press conferences, workshops,	Daily, monthly, quarterly, and annually
Office of the President	• Financial & physical performance reports • Policy issues and challenges	Formal letters, Reports, Cabinet Memoranda, Workshops, Press Conferences, Website uploads and updates	Quarterly, whenever issues arise.
Office of the Prime Minister	• Performance reports	Formal letters, reports, emails, meetings, and Ministerial events	Monthly, Quarterly, bi-annual and annual
Parliament of Uganda	• Performance Reports, Budget Framework Paper, Ministerial Policy Statement	Letters, Email, Meetings and Reports	Quarterly, biannually, annually.
Academic Institutions	• Data and information, research findings.	Emails, letters, meetings, research papers, dialogues and reports.	Annually
District Local Governments	• Commission Activities and implementation in the locations	Emails, letters, meetings and reports.	Monthly, seasonal, Quarterly, bi-annual, annually
Development Partners	• Plans and Funding issues • Project proposals	Emails, Letters, meetings, workshops and events, website uploads, supervision missions	Monthly, Quarterly, seasonal, bi-annual and annually
NPA	• Performance reports, plans, project, Budget Framework paper, Ministerial policy Statement paper	Emails, letters, meetings and reports.	Quarterly, biannually and annually
Natural Resources, environment, climate change, land and water management	• Project information, performance reports, and budget information	Emails, letters, meetings and reports.	Quarterly, biannually and annually
Sustainable urbanisation and housing	• Project information, performance reports, and budget information	Emails, letters, meetings and reports.	Quarterly, biannually and annually
MoFPED	• Performance reports, plans, projects, the Budget Framework paper, and the Ministerial Policy Statement paper	Emails, letters, meetings and reports.	Quarterly, biannually and annually

Ministry of Justice and constitutional affairs	• Contracting information, MoUs, Litigation Information and principles of bills	Emails, letters, meetings and reports.	Weekly, annually, as and when requested
Other MDAs	• Performance reports, plans, projects, regulations, guidelines & procedures.	Emails, letters, meeting reports and website uploads	Weekly, annually, as and when requested
Cultural and Religious leaders	• Support and public mobilisation • Sensitisation on land matters.	Meetings and reports, emails	Annually

6.3 General Feedback Mechanisms

To ensure effective feedback generation from key stakeholders, the following mechanisms will be utilised:

i) **Stakeholder Engagements:** The ULC will facilitate direct discussions to gather firsthand feedback during consultations and meetings;
ii) **Social Media Engagements:** The Commission will leverage communication channels such as X, WhatsApp, LinkedIn, and Instagram to encourage swift and accessible feedback, especially from the Youth and also utilise media engagements;
iii) **Emails:** The ULC will strengthen, position, and streamline the use of official email platforms to provide a formal and convenient avenue for stakeholders to share appreciation, replies, comments, suggestions, or criticisms;
iv) **Hotline and Call Centres:** A dedicated hotline and Call Centre will be maintained for the general public to register complaints and feedback, ensuring easy access and responsiveness;
v) A Complaints handling system has been established on the Website for all stakeholders to be able to log their complaints; and
vi) Conferences and workshops: take advantage of the following events.

6.4 Implementation and Monitoring of the Communication Strategy

Monitoring and Evaluation is important to determine progress towards the achievement of this strategy and in tackling the performance of the activities being undertaken.

This will involve tracking and assessing the specific outputs of the communication activities. A mechanism for collecting data and reporting on the particular output indicators will be implemented in various ways.

The key methodology of the strategy will be the stakeholder surveys to assess changes in knowledge, attitudes and behaviours. Tools used for data collection will be questionnaires, media content analysis and feedback through reports, mass media, and meetings with stakeholders.

The ULC will implement measures to monitor the effectiveness of the communication strategy through:

i. Monitoring of ULC's media coverage, both print and electronic media;
ii. Partnerships and collaborations established with different Institutions and other stakeholders;
iii. Increased consensus building and addressing of stakeholder concerns through public participation mechanisms.

6.5 Dissemination of the Plan

To ensure effective execution, the Strategic Plan must be widely disseminated and shared with all stakeholders. Only formal communication channels will be used.

Dissemination Methods

The dissemination methods will include: Production of a popular version of ULC's Plans; Distribution of copies (strategic plans, reports and abridged version) to key stakeholders; Holding mega launch of the ULC's Plans and reports to all stakeholders; Use of the ULC website; Holding community meetings and ensure that at least one core value is recited; Multi (electronic) media channels (radio, TV, online communications) and Social media.

6.6 Communication and Information Flow

Communication and information flow within the different departmental levels and among departments certainly takes place in the ULC. These departments have established mechanisms for clear, open and direct communication among staff members at all levels. There are also feedback mechanisms from top managers or administrators to the lowest level and vice versa to ensure accurate, consistent and timely information sharing. The common channels of communication and information flow used by the ULC include: personal emails (for follow-up of official issues), intranet, telephones, social media (i.e., WhatsApp, Twitter, and Facebook), joint review meetings with partners, steering committee meetings, working group (WG), MEMOs for official circulars, Annual General Meetings (AGMs), executive meetings, and mass briefings in the case of community engagements.

6.7 Medium Term Focus

In the Medium Term, the ULC will focus on different strategies to ensure the enhancement of the communication function. Notable among such strategies are the following: Create an enabling environment for communication; Sensitize and engage the stakeholders and encourage their continuous participation; Use of electronic information management systems built through conventional methods; Develop and implement the client service charter and Service Delivery Standards; Create an effective and efficient platform for information and knowledge management; regular update of the ULC website; Activate the ULC's Call Centre and Mechanisms for generating feedback from stakeholders.

CHAPTER SEVEN: RISK MANAGEMENT FRAMEWORK

7.1 Introduction

This risk management strategy is a structured and continuous process through which the ULC shall identify, assess, and manage potential threats that may affect the achievement of its mandate, strategic objectives, and operational performance.

Risks to the Commission may arise from multiple sources, including financial uncertainty, legal and regulatory obligations, weaknesses in internal systems, strategic or managerial errors, operational incidents, environmental factors, and natural disasters. Given the complexity of ULC's mandate, which involves land acquisition, management, allocation, and protection of government land, the Commission faces both internal and external risks that must be systematically addressed.

Risk management in ULC therefore shall involve a proactive and systematic approach to managing uncertainty by identifying potential risks, analysing their likelihood and impact, developing appropriate mitigation measures, and continuously monitoring the effectiveness of those measures.

7.2 Risk Management Objectives

The objectives of risk management are outlined below.

i. Protection of Assets
   To safeguard the Commission's assets, including financial resources, government land, infrastructure, records, and intellectual property, through the establishment and enforcement of appropriate risk controls that minimize the likelihood of loss, misuse, damage, or unauthorized use, and ensure long-term institutional sustainability.
ii. Business Continuity
   To ensure uninterrupted operations of the Commission through the development and implementation of contingency plans, disaster preparedness measures, and business continuity frameworks that enable the institution to effectively respond to disruptions such as legal disputes, system failures, operational incidents, or natural disasters.
iii. Support for Strategic Decision-Making
   To provide timely and reliable risk information that supports informed decision-making by identifying potential threats and opportunities associated with strategic and operational actions, thereby enabling the Commission to align its activities with its risk appetite, statutory mandate, and national priorities.
iv. Regulatory and Legal Compliance
   To ensure that all activities of the Commission are conducted in accordance with applicable laws, regulations, government policies, and governance standards, thereby minimising exposure to litigation, financial penalties, audit queries, and reputational damage.

v. Strengthening Institutional Credibility and Accountability
To promote confidence among Government, development partners, stakeholders, and the public by maintaining strong risk management practices that demonstrate transparency, accountability, prudent stewardship of public resources, and the ability of the Commission to effectively deliver on its mandate.

7.3 Risk Management Process

ULC shall adopt a structured risk management process to ensure that risks are identified early, appropriately assessed, and effectively managed. The process shall involve the following key steps:

Step 1: Risk Identification
Risk identification involves determining potential events or conditions that may negatively affect the Commission's ability to achieve its strategic and operational objectives. This process shall draw on multiple sources of information, including past performance data, internal audits, stakeholder consultations, expert opinion, and benchmarking against comparable institutions.

Step 2: Risk Assessment
Once risks have been identified, they shall be analysed to determine their likelihood of occurrence and the magnitude of their potential impact on the Commission. Risk assessment enables prioritisation of risks and supports informed allocation of resources towards areas of greatest exposure.

Step 3: Risk Mitigation
Risk mitigation involves the development and implementation of appropriate strategies to prevent, reduce, or manage identified risks. Mitigation measures may include strengthening internal controls, improving operational procedures, developing contingency plans, enhancing staff capacity, or transferring risk through contractual arrangements or insurance mechanisms where appropriate.

Step 4: Risk Monitoring and Review
Risk management is a continuous process. The Commission shall regularly monitor identified risks, review mitigation measures, and assess whether the controls in place remain effective. Monitoring shall include periodic reporting, internal reviews, audits, and management oversight to ensure emerging risks are promptly addressed.

Step 5: Risk Communication
Effective communication is essential for successful risk management. The Commission shall ensure that relevant stakeholders, including management, staff, Government, and oversight bodies, are informed about significant risks and the measures taken to manage them. Transparent

communication promotes accountability, strengthens institutional trust, and supports coordinated response to risk.

7.4 Risk Management Approaches

In managing risks, the Commission shall adopt appropriate response strategies depending on the nature, likelihood, and impact of the risk. The main risk management approaches shall include:

1. Risk Avoidance
Risk avoidance involves eliminating or discontinuing activities that expose the Commission to unacceptable levels of risk. This approach may be applied where the potential negative consequences outweigh the expected benefits.

2. Risk Reduction (Mitigation)
Risk reduction involves taking measures to minimise the likelihood of occurrence or the severity of impact of a risk. This may be achieved through strengthening procedures, improving systems, enhancing supervision, adopting technology, or implementing safety and compliance measures.

3. Risk Transfer
Risk transfer involves shifting part or all of the risk to another party through formal arrangements such as insurance policies, contractual agreements, or partnerships. This approach is appropriate where risks cannot be fully controlled internally but can be managed through legally binding arrangements.

4. Risk Acceptance
In some circumstances, the Commission may decide to accept a risk where the cost of mitigation exceeds the potential loss, or where the risk is unavoidable. In such cases, the risk shall be monitored closely, and contingency measures shall be prepared.

5. Risk Sharing
Risk sharing involves distributing risk among multiple parties, for example through joint ventures, inter-agency collaboration, or public–private partnerships. This approach reduces the burden on the Commission while enabling implementation of strategic initiatives.

7.5 Risk Register Framework

The Commission shall establish and maintain a comprehensive and dynamic Risk Register as a central component of its Enterprise Risk Management framework. The Risk Register shall be reviewed and updated on a quarterly basis to ensure that emerging risks are promptly identified, assessed, and managed. It will cover strategic, operational, financial, compliance, and project-related risks, thereby providing a structured and systematic approach to managing all potential threats that may hinder the achievement of the Commission’s strategic objectives, disrupt business continuity, or compromise institutional sustainability.

As a core monitoring and control tool, the Risk Register will support the identification, analysis, mitigation, and reporting of risks across all departments and functional areas. It will also facilitate the tracking of agreed risk mitigation measures, assignment of responsibilities, and timelines for implementation, thereby strengthening accountability, responsiveness, and informed decision-making within the Commission. Through this proactive approach, the Commission will enhance its resilience, adaptability, and capacity to respond effectively to internal and external challenges while safeguarding public resources and maintaining operational stability.

Risk management shall be integrated into the Commission's day-to-day operations. Given the Commission's mandate of managing government land and related public assets, it operates in a complex environment exposed to a wide range of risks, including strategic, operational, financial, legal, compliance, and project implementation risks.

Over the Plan period, the Commission shall adopt recognised best practices in Enterprise Risk Management (ERM) and shall implement the following initiatives:

i) Develop and implement an Integrated Risk Management Strategy, including:
   a) A formal Risk Management Framework to guide risk governance and reporting;
   b) A comprehensive and regularly updated Risk Register covering all functional areas; and
   c) Periodic Risk Assessment exercises to evaluate risk exposure, likelihood, and impact.

ii) Develop and implement a Risk Monitoring and Reporting Plan to ensure continuous tracking of risks, effectiveness of mitigation measures, and timely reporting to Management and the Commission.

7.6 Risk Appetite Statement
7.6.1 Purpose

This Risk Appetite Statement defines the nature and level of risk that the Commission is willing to accept in the pursuit of its strategic objectives, while ensuring the protection of public assets, preservation of public trust, and full compliance with applicable laws, regulations, and government policies. The statement provides guidance for decision-making, planning, and implementation of activities across all functions of the Commission and supports the consistent application of sound risk management practices.

7.6.2 Overall Risk Appetite

The Commission adopts a generally low risk appetite, consistent with its status as a public sector institution entrusted with the stewardship of high-value national land assets and sensitive public resources. Accordingly, the Commission shall exercise caution in undertaking actions that may expose it to significant legal, financial, operational, or reputational risk.

The Commission may accept a moderate level of risk where such risk is necessary to achieve strategic objectives, improve service delivery, support national development priorities, or protect government interests, provided that:

- There is a clear and demonstrable public interest or statutory justification;
- The action is supported by adequate legal and policy authority;
- Appropriate risk assessment has been undertaken; and
- Effective mitigation and control measures are in place and formally approved by the commission.

The Commission shall maintain "zero tolerance for risks" arising from unlawful conduct, fraud, corruption, abuse of office, or actions that may lead to loss of government land, violation of constitutional provisions, or serious damage to the reputation and credibility of the institution.

This Risk Appetite Statement shall guide all risk management, planning, investment, land allocation, and operational decisions during the Strategic Plan period and shall be reviewed periodically to ensure continued relevance to the Commission's mandate and operating environment.

7.6.3 Risk Appetite by Key Risk Category

To guide decision-making and ensure consistent application of the Risk Appetite Statement, the Commission defines acceptable levels of risk across key risk categories relevant to its mandate. These categories reflect the operational, legal, financial, and governance environment within which the Uganda Land Commission operates.

1) Legal and Compliance Risk
Risk Appetite: Very Low
The Commission has no tolerance for non-compliance with the Constitution of the Republic of Uganda, land laws, public finance management regulations, procurement laws, or directives issued by oversight and regulatory bodies. All land transactions, allocations, leases, acquisitions, and compensation processes shall strictly comply with the applicable legal and regulatory framework. Any action that exposes the Commission to litigation, sanctions, or nullification of decisions shall be avoided.

2) Governance and Integrity Risk
Risk Appetite: Very Low
The Commission maintains zero tolerance for fraud, corruption, conflict of interest, abuse of office, or any form of unethical conduct. All decisions shall be transparent, properly documented, and taken in accordance with approved governance structures, policies, and delegated authorities. Internal controls, audit mechanisms, and accountability systems shall be strictly enforced.

3) Strategic Risk

Risk Appetite: Low to Moderate

The Commission is willing to accept a limited level of strategic risk where such risk supports national development priorities, government infrastructure programmes, land reforms, or institutional strengthening initiatives. Acceptance of such risk shall be subject to sound feasibility analysis, stakeholder consultation, legal due diligence, and formal approval by the Commission.

4) Financial Risk

Risk Appetite: Low

The Commission has a low appetite for financial risk, particularly risks that may result in loss of public funds, unfunded liabilities, adverse audit findings, or breach of financial management regulations. All financial commitments shall be properly authorised, supported by approved budgets, and guided by principles of affordability, accountability, and value for money.

5) Operational Risk

Risk Appetite: Moderate

The Commission recognises that its operations involve inherent risks arising from complex land administration processes, legacy land records, capacity constraints, and evolving information systems. A moderate level of operational risk is therefore acceptable, provided that such risk is actively managed through process improvement, digitisation of records, staff capacity development, and strengthened internal control systems.

6) Stakeholder and Political Risk

Risk Appetite: Low

The Commission acknowledges that land management functions are subject to significant stakeholder interest and political sensitivity. However, it maintains a low appetite for decisions influenced by undue pressure, political interference, or unsubstantiated claims. All engagements and decisions shall be guided by the law, established policy, documented evidence, and approved procedures.

7) Reputational Risk

Risk Appetite: Very Low

The Commission has a very low appetite for reputational risk. Actions or decisions that may undermine public confidence, attract negative publicity, weaken stakeholder trust, or compromise the credibility of public land administration shall be avoided, even where such actions may be legally permissible.

8) Information and Records Management Risk

Risk Appetite: Low to Moderate

The Commission recognises existing risks related to information management, land records, and data integrity, particularly due to legacy documentation systems. A low to moderate level of risk

is therefore acknowledged in the short term; however, the Commission is committed to progressively reducing this risk through digitisation of records, strengthening data security controls, improving documentation procedures, and maintaining reliable audit trails.

9) Technological Risk
Risk Appetite: Low to Moderate
The Commission recognises that reliance on technology and information systems exposes it to risks such as IT system failures, Cybersecurity threats, and loss or corruption of critical data. While some level of technological risk is unavoidable in delivering services efficiently, the Commission maintains a low to moderate appetite, prioritising the protection of sensitive data, operational continuity, and IT system integrity. Proactive measures, including regular system audits, Cybersecurity training, data backup protocols, and robust IT infrastructure, are essential to mitigate technological risks and ensure uninterrupted service delivery.

10) Environmental / Physical Risk
Risk Appetite: Very Low
The Commission manages significant public land assets and is exposed to risks from natural disasters, climate-related events, and physical infrastructure failures. Given the potential for substantial loss or disruption, ULC maintains a very low appetite for environmental and physical risks. Mitigation strategies include disaster preparedness planning, climate resilience measures in land management, infrastructure maintenance, and ongoing monitoring of environmental hazards to safeguard public assets and ensure continuity of operations.

11) Human Resource / Talent Risk
Risk Appetite: Low to Moderate

The Commission recognises that the effectiveness of its mandate depends on attracting, retaining, and developing a skilled, motivated, and ethically grounded workforce. Human resource risk arises from talent shortages, skills gaps, high turnover, poor performance, or non-compliance with HR policies. ULC maintains a low to moderate appetite for human resource risk, balancing the need to innovate and develop staff with the imperative to maintain operational stability and institutional knowledge. Mitigation strategies include structured recruitment and retention programs, capacity building, performance management systems, succession planning, and compliance with labour laws and organisational HR policies.

7.6.4 Risk Governance and Oversight

Effective risk governance is essential to ensure that the approved risk appetite is consistently applied across all functions of the Commission. The following oversight arrangements shall guide the management, monitoring, and reporting of risk within the Uganda Land Commission:

i) Role of the Commission
The Commission shall approve the Risk Appetite Statement and review it at least once every year, or as may be necessary, to ensure that it remains aligned with the Commission's mandate, strategic objectives, and the prevailing legal and policy environment. The Commission shall also provide overall oversight on the effectiveness of the risk management framework.

ii) Role of Management
Management shall be responsible for implementing the approved Risk Management Framework and ensuring that all operations, decisions, and commitments are undertaken within the approved risk appetite. Management shall establish appropriate internal controls, monitoring mechanisms, and reporting systems, and shall promptly report to the Commission any actual or potential breaches of the approved risk limits.

iii) Escalation of Risks Beyond Approved Appetite
Any risk exposure assessed to be outside the approved risk appetite shall be formally escalated to the Commission for guidance and decision. Such escalation shall be accompanied by a clear analysis of the risk, its potential impact, and proposed mitigation measures, to enable the Commission to determine whether the risk should be accepted, reduced, transferred, or avoided.

7.6.5 Closing Statement

The Risk Appetite Statement affirms the commitment of the Uganda Land Commission to prudent stewardship of public land, sound governance, and accountability to the citizens of the Uganda. It establishes clear boundaries within which risks may be taken in pursuit of the Commission's mandate, ensuring that all decisions are lawful, transparent, and aligned with national policies and strategic objectives.

By defining acceptable levels of exposure across legal, financial, operational, technological, environmental, human resource, reputational, strategic, and external risk categories, the Commission promotes disciplined decision-making, effective oversight, and timely mitigation of threats. The statement guides the Board, Management, and staff in balancing opportunity with responsibility, while safeguarding public assets and maintaining institutional integrity.

Overall, this Risk Appetite Statement serves as a key governance instrument that supports consistent risk management practices, strengthens accountability, and ensures that the Uganda Land Commission operates with professionalism, foresight, and due regard to the public trust placed in it.

7.7 Risk Assessment and Mitigation Measures

The Risk Appetite Statement delineates the ULC's tolerance levels for risk, categorised as Low, Medium, or High. Each category is defined as follows:

i. **Low Tolerance:** The level of risk is minimal and does not materially hinder the full execution of the Strategic Plan. Controls at this level are robust, prudently designed, and consistently effective
ii. **Medium Tolerance:** The level of risk has the potential to cause delays or minor disruptions in achieving the Strategic Plan objectives. Controls are adequately designed and generally effective, though periodic adjustments may be necessary to maintain optimal results.
iii. **High Tolerance:** The level of risk is substantial and could significantly obstruct the achievement of the Strategic Plan. At this tier, controls are either inadequately designed or ineffective, warranting immediate and remedial action.

The section presents an analysis of the risks that may hamper the successful implementation of this Strategic Plan. The analysis shows the probability of occurrence, the magnitude of impact if the particular risk occurs and suggested strategies to guard against the risks occurring and to mitigate the risks if they actually occur. Table 15 presents the risk analysis for the ULC.

Table 13:Risk Analysis for Uganda Land Commission

Identified risk	Likelihood	Impact	Priority	Mitigation strategies
Cybersecurity Threats Limited IT infrastructure heightens vulnerability to hacking and data breaches.	High	Critical	1	• Partner with international Cybersecurity firms for penetration testing.
Technological Failures/ Technological Infrastructure Gaps Unstable internet connectivity and power outages disrupt online systems.	High	High	3	• Invest in solar-powered backup systems. • Upgrade IT infrastructure through partnerships with UCC, NITA, Telecoms, etc • Redundant systems and disaster recovery plans. • Partnerships with tech firms for innovation.
Regulatory & Compliance Risks - Weak enforcement of the Land Act 1998 as amended.	Medium	High	2	• Train staff on Uganda's land laws
Financial Risks - Inflation leading to changes in land prices	Medium	High	2	• Coordinate closely with MLHUD/ Valuation Dep't for regular updates on land prices.
Reputational Risks - Public mistrust due to historical corruption scandals	Medium	Critical	2	• Promote the use of IT infrastructure to reduce physical interface with the public. • Enforce laws, regulations, processes and guidelines in a transparent manner. • Intensify sensitisation and feedback mechanism from stakeholders.

Identified risk	Likelihood	Impact	Priority	Mitigation strategies
External and Political Risks -Political Interference Undermining ULC's independence.	Low	Low	3	• Advocate for legislative safeguards to protect ULC autonomy. • Transparent governance frameworks.
Environmental / Physical Risk	Medium	High	2	• Insurance cover for high value assets and critical infrastructure • Incorporate climate change adaptation strategies into land management • Develop and maintain comprehensive disaster management plans,
Human Resource / Talent Risk	High	Critical	1	• Strategic workforce planning, recruitment, capacity development and retention • Leadership development and succession management programme

CHAPTER 8: MONITORING AND EVALUATION FRAMEWORK

8.1 Introduction

The Monitoring and Evaluation (M&E) strategy for the ULC Strategic Plan 2025/26-2029/30 provides a framework for tracking and reporting the progress of implementation and evaluating the success of the strategic plan in terms of meeting its objectives and intended outcomes, including the Commission's contribution to NDPIV programme outcomes. The M&E strategy is designed to provide answers to the key performance measurement, monitoring and evaluation questions, such as:

i. Were resources availed and used as planned?
ii. Were the planned activities implemented as planned?
iii. Did the execution of activities result in the planned outputs?
iv. Did or will the outputs result in the expected outcomes?
v. Did or will the plan create the desired impact on the target beneficiaries?

This chapter provides the outlined Monitoring and Evaluation (M&E) strategy during the five-year strategic planning period. It presents the monitoring and evaluation process, the Theory of Change for the period and the M&E cycle and plan. It then covers the reporting flow and the M&E results framework matrix.

8.2 Monitoring and Evaluation Arrangements

The Department of Finance and Administration will coordinate M&E activities through the Planning Unit. The Planning Unit will take the lead on the coordination and preparation of M&E plans across all the Commission's departments and oversee their implementation and reporting. The Department of Finance and Planning will liaise with other departments to plan and budget for the M&E activities. The Planning Unit will also coordinate M&E functions with other Agencies such as the Ministry of Finance, Planning and Economic Development and the National Planning Authority (NPA).

Monitoring will be carried out by the Commission with support from other stakeholders such as the Office of the President (OP), Office of the Prime Minister (OPM), Ministry of Finance, Planning and Economic Development (MoFPED), National Planning Authority (NPA) and Equal Opportunities Commission (EOC) to continuously track the implementation of planned activities. Routine Monitoring will lead to the production of activity reports, progress reports, and Monthly and quarterly tracking of outputs and will aid the Quality Assurance function, which will be performed through audits of data accuracy and feedback Loops.

Evaluation will be conducted on the higher-level outcomes to assess the relevance, coherence, effectiveness, efficiency, impact, sustainability and draw lessons learned from ULC's initiatives.

Formative Evaluation, ongoing assessment during implementation to refine strategies through annual programme Reviews, Mid-term (FY 2027/28), and Summative Evaluation/ end-term evaluations (FY 2029/30) to measure overall impact will be undertaken.

The responsible division will coordinate the M&E teams at ULC to prepare appropriate evaluations. The M&E team will coordinate Impact Evaluations to establish the final welfare outcomes of ULC 's interventions.

In addition to the role of ULC, other institutions will support the role of M&E as listed below:

i. NPA- Monitoring implementation of the plan and supporting evaluation;
ii. MoFPED-Resource allocation, monitoring and accountability;
iii. OPM-Issuance of appropriate guidelines;
iv. OP-provide policy oversight;
v. Development partners- Resource allocation, monitoring and accountability;
vi. Parliament – Appropriation of resources, accountability enforcement; and
vii. Local Governments -Support in monitoring and validation.

8.3 Key M&E outputs

During the period of execution of the Plan, the following reports will be prepared:

i) **Quarterly performance Reports:** Periodic reporting of progress on the implementation of the ULC Strategic Plan shall be done quarterly to indicate key milestones towards the annualised target performance of the plan. It will also enable the PBS quarterly reporting.

ii) **Performance Annual Review:** Annual implementation reviews of the ULC Strategic Plan will be conducted to assess the achievement against set milestones and performance targets. The performance review report of the strategic plan shall be the major contribution towards the compilation of the Commission's Annual reports.

iii) **Mid-term Review:** Mid-term review shall be conducted halfway into the implementation of the strategic plan to establish whether or not the implementation of the plan is on course. The review will help to detect any variations from target performance and provide strategic measures for addressing them, as well as summarise the lessons learnt from the first phase of implementing the plan that might be useful for later phases.

iv) **End-of-Term Review:** The end-of-term review (ETR) shall aim to assess the extent to which the ULC Strategic Plan objectives would be achieved, pointing out achievements, challenges, and emerging issues. To satisfy data requirements for the different processes, a robust M&E system shall be developed to collect data for measuring the Commission's performance at output and outcome levels. The output level indicators shall measure the milestones attained in the execution of specific interventions of the strategic plan, useful

for annual performance reviews and period progress reporting. Outcome indicators shall measure the level of achievement of objectives of the strategic plan and thus be useful for mid-term and end-of-term reviews of the strategic plan. The MTR and ETR shall be undertaken by external facilitators to enhance the independence of assessments.

v) **Annual budget performance Reports;** Annual M&E Reports; Manifesto Report; Presidential Directives Report; Quarterly budget performance reports; Report on the implementation of Parliamentary resolutions; and Quarterly performance report on the Plan for National Statistical Development.

8.3 The Vote Implementation Action Plan

The Commission has developed a Vote Implementation Action Plan (VIAP) to monitor and evaluate the Plan. The action plan provides a structured approach for measuring progress on the performance of the Plan at the outcome level. A detailed results matrix, which shows performance targets of the Plan at outcome, output and action levels, and the associated costs, is indicated in Annex II.

CHAPTER 9: PROJECT PROFILES

PROJECT: INSTITUTIONAL DEVELOPMENT PROJECT – UGANDA LAND COMMISSION

Project Summary

Project Title	Institutional Development Project -Uganda Land Commission
NDPIV Programme	Natural Resources, Environment, Climate Change, Land and Water Management
Implementing Agency	Uganda Land Commission
Project Status	Ongoing
MFPED PIP Code	1924
Location	Kampala
Estimated Project Cost	UGX 27,972,000,000
Project Duration/Life (Financial Years)	Start Date: FY2025/26, End Date: FY2029/30, Duration years: 5 years
Project Financier	Government of Uganda
Officer Responsible (Title)	Secretary Uganda Land Commission

Project Introduction
Project Brief:

The Uganda Land Commission contributes to Uganda's economy by promoting Buy Uganda Build Uganda (BUBU) through the leasing of Government land for investments and also strengthening land tenure security for lawful and bona fide occupants so that they are able to use land as collateral or enter into partnership with other investors. The retooling project will increase NTR collection from premium and ground rent. These contribute to wealth creation.

In terms of alignment under the GOU Programme-based approach, Uganda Land Commission is under Natural Resources, Environment, Climate Change, Land and Water Management. This Programme is aligned with NDPIV objectives 1 and 4, which focus on sustainably increasing production, productivity and value addition across key government sectors, and maintaining strategic sustainable infrastructure critical for economic growth and service delivery.

Interventions: Retooling of ULC for better service delivery
Details:

The project will mainly concentrate in the delivery of required machinery and equipment deemed necessary in the service delivery process to ensure efficient and effective service delivery, and the many items of procurement shall include the following;

- Machinery and small equipments
- Specialized professional equipments
- Transport equipment (Vehicles, Motorcycles, etc)
- ICT Equipments

- Other important infrastructure needed for better service delivery
- Information and communication gadgets
- Assorted furniture based on need and professional requirements
- Other office equipments vital for the effective and efficient operation of the office for excellent service delivery.

Project objectives:

- To develop and operationalise Management Information System on Non-Tax Revenue
- To improve the field work mobility of the Uganda Land Commission
- To build the staff capacity of the Uganda Land Commission

Alignment to NDPIV

The project is in line with NDPIV Chapter 19: Public Sector Transformation, whose goal is to ensure a public sector that is efficient and responsive to the needs of the public. The retooling project will increase transparency and eliminate corruption in the delivery of services because it will automate institutional management functions at the Uganda Land Commission.

Projected Annualised Costs (UGX Billion)

OUTPUTS	**2025/26**	**2026/27**	**2027/2028**	**2028/2029**	**2029/30**
Output 1: Management Information System on Non-Tax Revenue developed and operationalised	-	2.05	4.5	4.1	1.962
Output 2: Assorted ICT hardware and software equipment acquired	0.05	0.1	1.8	1.0	0.04
Output 3: 10 Transport equipment acquired	0.9	1.5	0.9		
Output 4: Repairs and maintenance undertaken	0.3	0.3	0.3	0.3	0.3
Output 5: Fittings and assorted furniture procured	1.2	1.1	1.5	0.15	0.12
Output 6: Capacity building of staff undertaken	0.7	0.7	0.7	0.7	0.7
TOTAL	**3.15**	**5.75**	**9.7**	**6.25**	**3.122**

ANNEXES

ANNEX 1: VOTE IMPLEMENTATION ACTION PLAN

Program Name: Natural Resources, Environment, Climate Change, Land and Water Management									
Programme Goal: Sustainable management and utilisation of land, environment& natural resources and effective response to climate change and other disasters									
ULC Goal: Security and Optimal Utilisation of Government Land for National Development									
Programme Objective 1: To strengthen integrated land use management									
ULC Objective 1: To optimize strategic and service responsive land asset management									
Result	**Indicators**	**Baseline FY2023/24**	**Target FY2025/26**	**Target FY2026/27**	**Target FY2027/28**	**Target FY2028/29**	**Target FY2029/30**	**Data Source**	**Responsible Department or Unit**
Outcome 1.1: Improved accountability, transparency, and evidence-based management of government land and land fund	Percentage of govt. land parcels surveyed and titled	34.18%	40%	50%	60%	70%	80%	NLIS	Land Management
	Percentage reduction in backlog of unresolved disputes on Government land	0	20%	30%	40%	50%	60%	M&E report	Land Management
Intervention 1.1.1: Survey, demarcate, process titles for Government Land including protected areas									
Result	**Indicators**	**Baseline FY2023/24**	**Target FY2025/26**	**Target FY2026/27**	**Target FY2027/28**	**Target FY2028/29**	**Target FY2029/30**	**Data Source**	**Responsible Department or Unit**
Output 1.1.1.1: Government Land effectively Managed	Hectares of Government Land Titled	0	1,000	1,100	1,200	1,300	1,400	Annual performance report National Land Inventory Database	Land Management
	No. of lease transactions processed	1,092	1,100	1,150	1,200	1,250	1,300	Annual performance report	Land Management

Output 1.1.1.2: Land Fund effectively Managed	Hectares of land acquired/compensated from absentee landlords	2,372	20,000	30,000	40,000	50,000	60,000	Annual performance report	Land Management F&A
	Number of subdivision surveys conducted for lawful and bonafide occupants	8,049	10,000	10,500	11,000	11,500	12,000	Annual performance report	Land Management
	Number of tiles processed for lawful and bonafide occupants	1,410	5,000	6,000	7,000	8,000	9,000	Annual performance report	Land Management
	Number of sensitizations/consultative meetings held with District and local leaders and occupants.	8	10	10	10	10	10	Annual performance report	Land Management

Actions		**Budget FY2025/26 (Shs Bn)**	**Budget FY2026/27 (Shs Bn)**	**Budget FY2027/28 (Shs Bn)**	**Budget FY2028/29 (Shs Bn)**	**Budget FY2029/30 (Shs Bn)**	**Off Budget (Shs Bn)**	**Total (Shs Bn)**
1. Conduct nationwide verification, mapping, and documentation of Government land holdings under ULC's jurisdiction	1.5	3.5	4	4	4	4	0	19.5
2. Formulating guidelines for titling government land	0	0.2	0.1	0.1	0.1	0.1	0	0.6
3. Renew, extend, vary and issue Leases	0.27	0.27	2	2	2	2	0	8.27
4. Census of Government Land	0	0	0.7	0.7	0	0	0	1.4
5. Regularization of ownership for lawful & bona fide occupants on 200,000 acres of land already acquired in Bunyoro, Ankole, Buganda and Toro sub-regions	3.052	2.8	4	4	4	4	0	18.8
6. Land compensation payment to Absentee landlords	13.08	129	50	70	90	110	0	449
7. Implement the Government Land Use Monitoring System.	0	0	0.5	0.5	0.5	0.5	0	2
Intervention 1.1.2: Strengthen Government Land Dispute Resolution Mechanism								

Result	Indicators	Baseline FY2023/24	Target FY2025/26	Target FY2026/27	Target FY2027/28	Target FY2028/29	Target FY2029/30	Data Source	Responsible Department or Unit
Output 1.1.2.1: Functional and accessible Govt. Land Dispute Resolution mechanism established and operationalized	Number of grievances on Government land addressed	338	120	120	120	120	120	Annual performance report	Land Management
Actions			**Budget FY2025/26 (Shs Bn)**	**Budget FY2026/27 (Shs Bn)**	**Budget FY2027/28 (Shs Bn)**	**Budget FY2028/29 (Shs Bn)**	**Budget FY2029/30 (Shs Bn)**	**Off Budget (Shs Bn)**	**Total (Shs Bn)**
1. To file, witness and persecute Land Cases		0.2	0.2	0.2	0.2	0.2	0.2	0	1
Intervention 1.1.3: Development and operationalization of a land banking framework.									
Result	**Indicators**	**Baseline FY2023/24**	**Target FY2025/26**	**Target FY2026/27**	**Target FY2027/28**	**Target FY2028/29**	**Target FY2029/30**	**Data Source**	**Responsible Department or Unit**
Output 1.1.3.1: Land Bank established	Hectares of land acquired for infrastructure development	**0**	0	13,600	14,800	**0**	0	Annual performance report	Land Management
Actions			**Budget FY2025/26 (Shs Bn)**	**Budget FY2026/27 (Shs Bn)**	**Budget FY2027/28 (Shs Bn)**	**Budget FY2028/29 (Shs Bn)**	**Budget FY2029/30 (Shs Bn)**	**Off Budget (Shs Bn)**	**Total (Shs Bn)**
1. Acquire Land for infrastructure development		0	0	68	74	0	0	0	142
2. Right of Way for infrastructure development acquired		0	0	1	1	0	0	0	2
Program Name: **Sustainable Urbanization and Housing**									
Programme Objective 5: Strengthen the policy, legal, institutional and coordination framework									
ULC Objective 2: Leveraging Digital Transformation and Land Data Governance.									

Result	Indicators	Baseline FY2023/24	Target FY2025/26	Target FY2026/27	Target FY2027/28	Target FY2028/29	Target FY2029/30	Data Source	Responsible Department or Unit
Outcome 2.1: Improved decision making based on real-time, accurate land information.	Percentage uptime or system availability.	0	65%	70%	75%	80%	80%	Annual performance report	ICT Unit
Intervention 2.1.1: Develop a ULC Land Information and Management System (ULC-LIMS)									
Result	**Indicators**	**Baseline FY2023/24**	**Target FY2025/26**	**Target FY2026/27**	**Target FY2027/28**	**Target FY2028/29**	**Target FY2029/30**	**Data Source**	**Responsible Department or Unit**
Output 2.1.1.1: Centralised and interoperable digital platform developed, tested andoperational.	Functional ULC-LIMS in place	0	1	1	1	1	1	Annual performance report	ICT Unit
	Percentage of land transactions using e-signature.	0	25%	50%	60%	80%	100%	Annual performance report	• ICT Unit • Land Management
Actions			**Budget FY2025/26 (Shs Bn)**	**Budget FY2026/27 (Shs Bn)**	**Budget FY2027/28 (Shs Bn)**	**Budget FY2028/29 (Shs Bn)**	**Budget FY2029/30 (Shs Bn)**	**Off Budget (Shs Bn)**	**Total (Shs Bn)**
1. Develop, test and deploy the ULC-LIMS		0	0.25	0.1	0.1	0.1	0.1	0	0.65
2. Integrate e-signature system with LIMS.		0	0	0.1	0	0	0	0	0.1
3. Prepare User manuals and training materials for staff.		0	0	0.05	0.05	0.05	0.05	0	0.2
Result	**Indicators**	**Baseline FY2023/24**	**Target FY2025/26**	**Target FY2026/27**	**Target FY2027/28**	**Target FY2028/29**	**Target FY2029/30**	**Data Source**	**Responsible Department or Unit**
Output 2.1.1.2: Integrate ULC Systems with National Land Information System (NLIS)	Percentage of data exchanges with MoLHUD, NIRA, URA and LGs.	0	75%	80%	85%	90%	100%	ULC-LIMS	ICT Unit

Actions		Budget FY2025/26 (Shs Bn)	Budget FY2026/27 (Shs Bn)	Budget FY2027/28 (Shs Bn)	Budget FY2028/29 (Shs Bn)	Budget FY2029/30 (Shs Bn)	Off Budget (Shs Bn)	Total (Shs Bn)
1. Establish interfaces between ULC-LIMS and NLIS to enable automated data exchange with MoLHUD, NIRA, URA and LGs.	0	0.05	0.05	0.05	0.05	0.05	0	0.25
2. Formalise data sharing protocols, standards and access controls	0	0.05	0.05	0.05	0.05	0.05	0	0.25

Intervention 2.1.2: Digitize ULC Land Records and Archives

Result	Indicators	Baseline FY2023/24	Target FY2025/26	Target FY2026/27	Target FY2027/28	Target FY2028/29	Target FY2029/30	Data Source	Responsible Department or Unit
Output 1.1.2.1: Historical public land records digitized and accessible via LIMS	Percentage of govt. land records scanned and indexed.	0	50%	60%	80%	100%	100%	Annual performance report	• ICT Unit • Land Management • Land Registry Unit
	Percentage of digitized records available via LIMS	0	50%	60%	80%	100%	100%	ULC-LIMS	• ICT Unit • Land Management • Land Registry Unit

Actions		Budget FY2025/26 (Shs Bn)	Budget FY2026/27 (Shs Bn)	Budget FY2027/28 (Shs Bn)	Budget FY2028/29 (Shs Bn)	Budget FY2029/30 (Shs Bn)	Off Budget (Shs Bn)	Total (Shs Bn)
1. Scan and index Government land records	0	0.5	0.5	0.5	0.5	0.5	0	2.5

Intervention 2.1.3: Automate key business processes such as lease processing, title verification, and Commission resolutions.

Result	Indicators	Baseline FY2023/24	Target FY2025/26	Target FY2026/27	Target FY2027/28	Target FY2028/29	Target FY2029/30	Data Source	Responsible Department or Unit
Output 2.1.3.1: Core processes automated	Percentage ofCore processes automated.	0	50%	60%	70%	80%	100%	M&E Report	ICT Unit

	Functional online client portal.	0	1	1	1	1	1	M&E Report	ICT Unit
Actions			**Budget FY2025/26 (Shs Bn)**	**Budget FY2026/27 (Shs Bn)**	**Budget FY2027/28 (Shs Bn)**	**Budget FY2028/29 (Shs Bn)**	**Budget FY2029/30 (Shs Bn)**	**Off Budget (Shs Bn)**	**Total (Shs Bn)**
1. Conduct stakeholder consultations to identify key business processes		0	0	0.1	0.1	0.1	0.1	0	0.4
2. Design, Develop, Test and Deploy Solution		0	0	0.2	0.2	0.2	0.2	0	0.8
3. Develop an online client interface and self-service portal for land leasing, document verification, and complaints		0	0	0.05	0.05	0.05	0.05	0	0.2
4. Automate the Commission's M & E procedures		0	0	0.05	0.05	0.05	0.05	0	0.2
5. User Training and Support		0	0	0.1	0.1	0.1	0.1	0	0.4
Intervention2.1.5:Establish Mobile Land Service Units equipped with digital tools for up-country outreach									
Result	**Indicators**	**Baseline FY2023/24**	**Target FY2025/26**	**Target FY2026/27**	**Target FY2027/28**	**Target FY2028/29**	**Target FY2029/30**	**Data Source**	**Responsible Department or Unit**
Output 2.1.5.1: Fully equipped land service vehicles deployed	Number of mobile units deployed	0	1	1	1	1	1	Annual performance report	F&A
Actions			**Budget FY2025/26 (Shs Bn)**	**Budget FY2026/27 (Shs Bn)**	**Budget FY2027/28 (Shs Bn)**	**Budget FY2028/29 (Shs Bn)**	**Budget FY2029/30 (Shs Bn)**	**Off Budget (Shs Bn)**	**Total (Shs Bn)**
1. Procure mobile infrastructure		0	0	0	1	0.05	0.05	0	1.1
2. Train staff		0	0	0	0.03	0.03	0.03	0	0.09
3. Conduct community awareness campaigns.		0	0	0	0.2	0.2	0.2	0	0.6
Program Name: **Sustainable Urbanization and Housing**									
Programme Objective 5: Strengthen the policy, legal, institutional and coordination framework									
ULC Objective 3: To Boosting Sustainability and Partnerships									

Result	Indicators	Baseline FY2023/24	Target FY2025/26	Target FY2026/27	Target FY2027/28	Target FY2028/29	Target FY2029/30	Data Source	Responsible Department or Unit
Outcome3.1: Improved planning and implementation capacity	MOUs with Development Partners, CSOs, and Academia Project proposals Developed	1	1	2	3	4	5	Annual performance report	F&A
Intervention 3.1.1: Develop and implement a Resource Mobilization Strategy									
Result	**Indicators**	**Baseline FY2023/24**	**Target FY2025/26**	**Target FY2026/27**	**Target FY2027/28**	**Target FY2028/29**	**Target FY2029/30**	**Data Source**	**Responsible Department or Unit**
Output 3.1.1.1: Resource mobilization strategy developed and approved	Resource mobilization strategy in place	0	1	1	1	1	1	Annual performance report	F&A, Planning Unit
	Percentage increase in funds mobilized from GoU, donors and partners	3%	5%	10%	20%	30%	40%	Annual performance report	F&A, Planning Unit
Actions			**Budget FY2025/26 (Shs Bn)**	**Budget FY2026/27 (Shs Bn)**	**Budget FY2027/28 (Shs Bn)**	**Budget FY2028/29 (Shs Bn)**	**Budget FY2029/30 (Shs Bn)**	**Off Budget (Shs Bn)**	**Total (Shs Bn)**
1. Develop the Resource mobilization strategy		0	0	0.05	0.05	0.05	0.05	0	0.2
2. Revision of ground rents and automation of collection.		0.05	0.05	0.05	0.05	0.05	0.05	0	0.25
3. Develop projects write up so as to attract more funding.		0.1	0.1	0.1	0.1	0.1	0.1	0	0.5
4. Build capacity to attract development partner support and write fundable project proposals.		0	0.1	0.1	0.1	0.1	0.1	0	0.4
5. Establish and operationalize Public-Private Partnerships (PPPs)		0	0.1	0.1	0.1	0.1	0.1	0	0.4
Intervention 3.1.4: Implement restoration of degraded government land									

Result	Indicators	Baseline FY2023/24	Target FY2025/26	Target FY2026/27	Target FY2027/28	Target FY2028/29	Target FY2029/30	Data Source	Responsible Department or Unit
Output 1.1.4.1: Survey and title eco sensitive areas for protection and restoration.	Square Kilometers (sq km) of eco sensitive areas surveyed and titled for protection and restoration.	6.34	10	10	10	10	10	Annual performance report	• Land Management
Actions			**Budget FY2025/26 (Shs Bn)**	**Budget FY2026/27 (Shs Bn)**	**Budget FY2027/28 (Shs Bn)**	**Budget FY2028/29 (Shs Bn)**	**Budget FY2029/30 (Shs Bn)**	**Off Budget (Shs Bn)**	**Total (Shs Bn)**
1. Survey and title eco sensitive areas		0.05	0.05	0.1	0.1	0.1	0.1	0	0.45
3. Sensitization/consultative meeting with Local Government officials		0	0	0.2	0.2	0.2	0	0	0.8
ULC Objective 4: To strengthen stakeholder engagement and public trust									
Result	**Indicators**	**Baseline FY2023/24**	**Target FY2025/26**	**Target FY2026/27**	**Target FY2027/28**	**Target FY2028/29**	**Target FY2029/30**	**Data Source**	**Responsible Department or Unit**
Outcome 4.1: Increased transparency and public trust in ULC	%ge increase in ULC service uptake	0	5	10	20	30	50	Client satisfaction surveys	F&A
	%age of ULC client satisfaction	0	30	45	60	75	90	Client satisfaction surveys	F&A
Intervention 4.1.1: Increase public awareness and advocacy									
Result	**Indicators**	**Baseline FY2023/24**	**Target FY2025/26**	**Target FY2026/27**	**Target FY2027/28**	**Target FY2028/29**	**Target FY2029/30**	**Data Source**	**Responsible Department or Unit**
Output 4.1.1.1: Stakeholder engagement plan and advisory panel established	Stakeholder engagement plan in place	0	1	1	1	1	1	M&E Report	F&A
	Targeted stakeholder engagement activities implemented	0	10	10	10	10	10	M&E Report	F&A

Actions			Budget FY2025/26 (Shs Bn)	Budget FY2026/27 (Shs Bn)	Budget FY2027/28 (Shs Bn)	Budget FY2028/29 (Shs Bn)	Budget FY2029/30 (Shs Bn)	Off Budget (Shs Bn)	Total (Shs Bn)
1. Establish a stakeholder engagement plan and advisory panel		0	0	0.2	0.2	0.2	0.2	0	0.8
2. Implement targeted engagement activities (consultations, public awareness campaigns, and stakeholder meetings		0	0	0.5	0.5	0.5	0.5	0	2
3. Monitor stakeholder feedback and adjust engagement approaches accordingly		0	0	0.05	0.05	0.05	0.05	0	0.2
Result	**Indicators**	**Baseline FY2023/24**	**Target FY2025/26**	**Target FY2026/27**	**Target FY2027/28**	**Target FY2028/29**	**Target FY2029/30**	**Data Source**	**Responsible Department or Unit**
Output 4.1.2.1:ULC branding and communication strategy developed and implemented	Branding and communication strategy developed and adopted	0	1	1	1	1	1	M&E reports.	F&A
	Number of radio/tv spots, social media posts, and IEC materials disseminated	20	30	30	30	30	30	M&E reports.	F&A
	Functional public complaints and grievance redress mechanism in place	0	1	1	1	1	1	M&E reports.	F&A
	Client charter and service delivery standards in place	0	1	1	1	11	1	M&E reports.	F&A
	Annual reports published	1	1	1	1	1	1		
Actions			**Budget FY2025/26 (Shs Bn)**	**Budget FY2026/27 (Shs Bn)**	**Budget FY2027/28 (Shs Bn)**	**Budget FY2028/29 (Shs Bn)**	**Budget FY2029/30 (Shs Bn)**	**Off Budget (Shs Bn)**	**Total (Shs Bn)**
1. Develop branding and communication strategy		0	0.1	0.1	0	0	0	0	0.2
2. Publish the annual State of Government Land Report and Disclosures		0	0	0.02	0.02	0.02	0.02	0	0.08

3. Use multimedia platforms to implement a National Government Land Awareness and Education Campaign including land rights, ULC functions, and land access mechanisms		0	0	0.03	0.03	0.03	0.03	0	0.12
4. Operationalise a Public Complaints and Grievance Redress Mechanism		0	0	0.05	0.05	0.05	0.05	0	0.2
5. Establish a Client Charter and Service Delivery Standards		0	0.02	0	0	0	0	0	0.02
Intervention 4.1.3: Implement Government policy on Gender, Youth, and Equity Mainstreaming Strategy tailored to ULC's mandate and aligned with national frameworks.									
Result	**Indicators**	**Baseline FY2023/24**	**Target FY2025/26**	**Target FY2026/27**	**Target FY2027/28**	**Target FY2028/29**	**Target FY2029/30**	**Data Source**	**Responsible Department or Unit**
Output 4.1.3.1: Gender, Youth and Equity policy mainstreamed	Gender, Youth and Equity policy mainstreamed	1	1	1	1	1	1	M&E reports.	F&A
Actions			**Budget FY2025/26 (Shs Bn)**	**Budget FY2026/27 (Shs Bn)**	**Budget FY2027/28 (Shs Bn)**	**Budget FY2028/29 (Shs Bn)**	**Budget FY2029/30 (Shs Bn)**	**Off Budget (Shs Bn)**	**Total (Shs Bn)**
1. Stakeholder consultations		0	0	0.05	0.05	0.05	0.05	0	0.2
2. Mainstreaming of Gender, Youth and Equity strategy		0.02	0.02	0.02	0.02	0.02	0.02	0	0.1
3. Sensitization/consultation meetings on Gender, Youth and Equity land issues		0.05	0.05	0.05	0.05	0.05	0.05	0	0.25
Program Name: **Sustainable Urbanization and Housing**									
Programme Objective 5: Strengthen the policy, legal, institutional and coordination framework									
ULC Objective 5: Strengthening Land Governance and ULC Institutional Capacity									
Intervention 5.1.1: Advocate for the fast-tracking of the enactment of the ULC enabling law									
Result	**Indicators**	**Baseline FY2023/24**	**Target FY2025/26**	**Target FY2026/27**	**Target FY2027/28**	**Target FY2028/29**	**Target FY2029/30**	**Data Source**	**Responsible Department or Unit**
Output 5.1.1.1: Draft ULC enabling law tabled in Parliament.	Regulatory Impact Assessment Report in place	0	1	1	1	1	1	ULC Annual Report	F&A
	Draft ULC law tabled in Parliament	0	1	1	1	1	1	ULC Annual Report	F&A

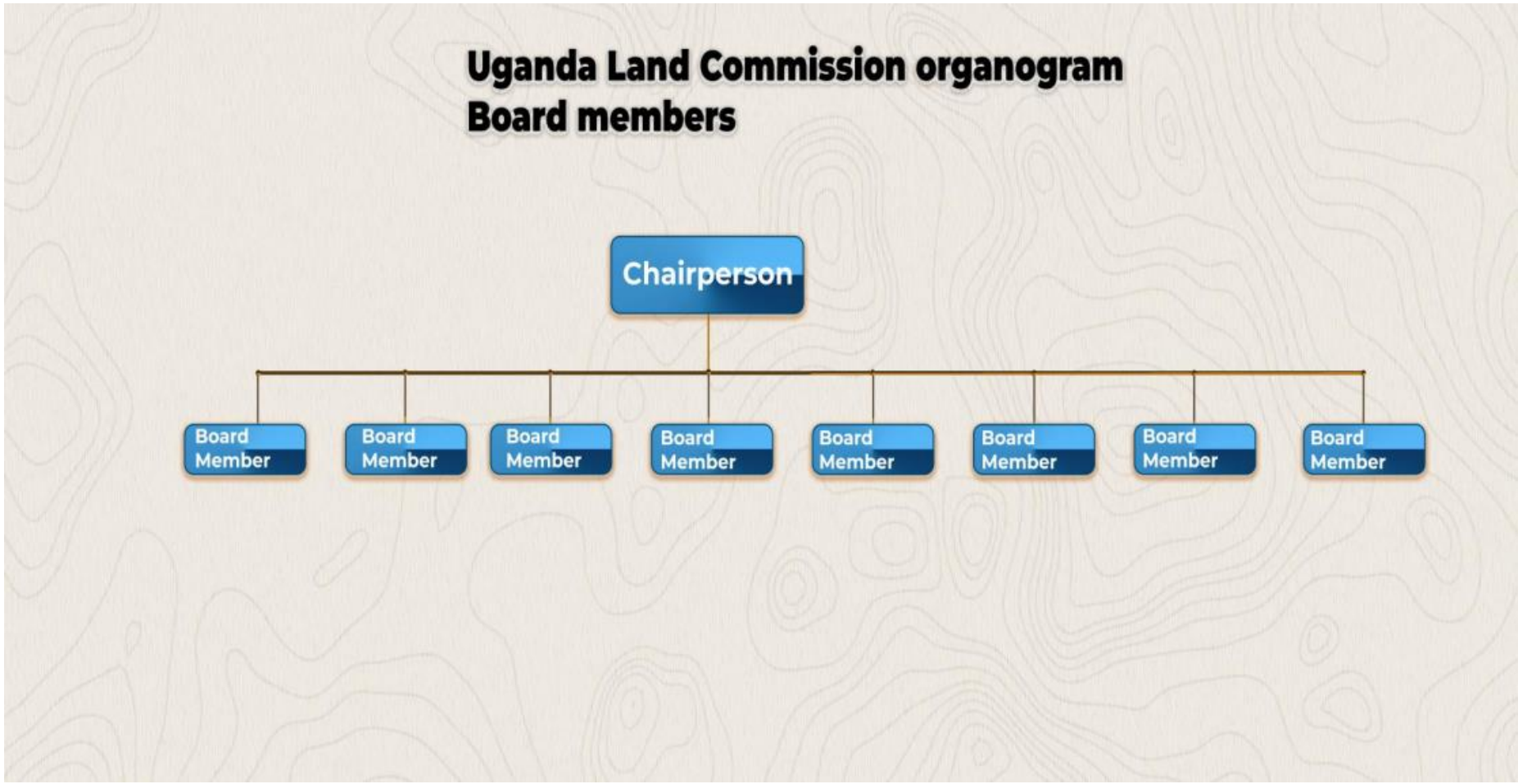
Actions			Budget FY2025/26 (Shs Bn)	Budget FY2026/27 (Shs Bn)	Budget FY2027/28 (Shs Bn)	Budget FY2028/29 (Shs Bn)	Budget FY2029/30 (Shs Bn)	Off Budget (Shs Bn)	Total (Shs Bn)
1. Conduct a comprehensive Regulatory Impact Assessment (RIA) of the ULC legal and regulatory framework		0.1	0.17	0	0	0	0	0	0.17
2. Drafting of the enactment of the ULC enabling lawbased on the recommendations from the RIA.		0	0	0.2	0.2	0.2	0.2	0	0.8
Intervention 5.1.2: Intervention Develop and operationalise a comprehensive plan for the construction and commissioning of a permanent ULC headquarters									
Result	**Indicators**	**Baseline FY2023/24**	**Target FY2025/26**	**Target FY2026/27**	**Target FY2027/28**	**Target FY2028/29**	**Target FY2029/30**	**Data Source**	**Responsible Department or Unit**
Output 5.1.2.1: Permanent and functional ULC HQ	Land for construction acquired	0	1	1	1	1	1	Asset Register	Commission, F&A, Land Management
	Architectural plan approved	0	0	1	1	1	1	Asset Register	Commission, F&A, Land Management
	Proportion of HQ construction completed	0	5%	10%	20%	35%	50%	ULC Annual Report	Commission, F&A, Land Management
Actions			**Budget FY2025/26 (Shs Bn)**	**Budget FY2026/27 (Shs Bn)**	**Budget FY2027/28 (Shs Bn)**	**Budget FY2028/29 (Shs Bn)**	**Budget FY2029/30 (Shs Bn)**	**Off Budget (Shs Bn)**	**Total (Shs Bn)**
1. Acquisition of land title		0	0	0.5	0	0	0	0	0.5
2. Develop Architectural and structural plans		0	0	0	1	0	0	0	1
3. Construction commencement		0	10	20	40	67	60	0	197
Intervention 5.1.3: Strengthen coordination and facilitation of Commission operations									
Result	**Indicators**	**Baseline FY2023/24**	**Target FY2025/26**	**Target FY2026/27**	**Target FY2027/28**	**Target FY2028/29**	**Target FY2029/30**	**Data Source**	**Responsible Department or Unit**
Output 5.1.3.1: Effective and	Number of ULC meetings held annually	12	12	12	12	12	12	ULC Annual Report	F&A

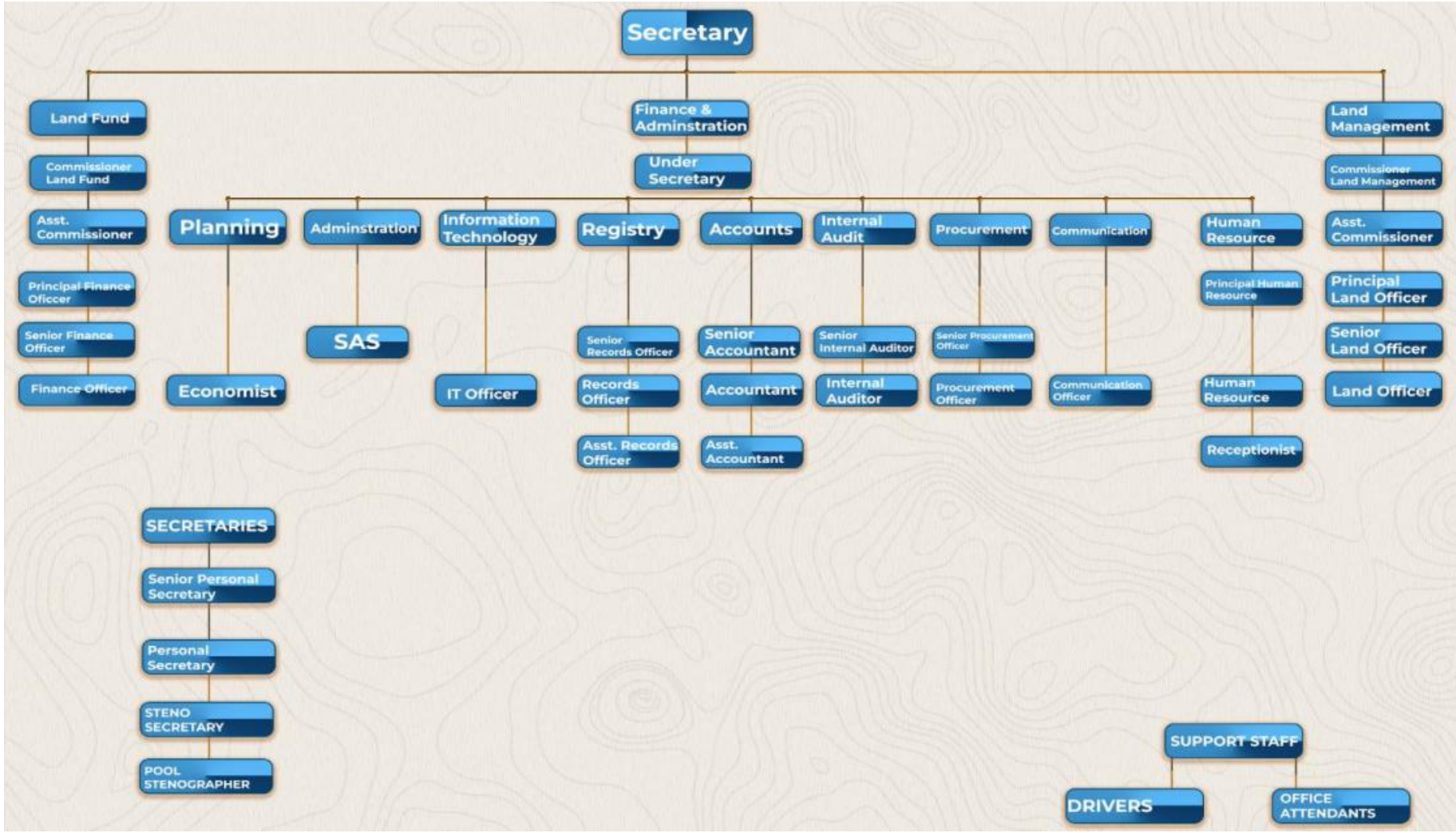
accountable Commission operations	Number of top management and senior management meetings held annually	16	16	16	16	16	16	ULC Annual Report	F&A
	Percentage of ULC decisions implemented within set timelines	50%	70%	80%	90%	100%	100%	ULC Annual Report	Land Management
Actions			**Budget FY2025/26 (Shs Bn)**	**Budget FY2026/27 (Shs Bn)**	**Budget FY2027/28 (Shs Bn)**	**Budget FY2028/29 (Shs Bn)**	**Budget FY2029/30 (Shs Bn)**	**Off Budget (Shs Bn)**	**Total (Shs Bn)**
1. Commission meetings and engagements		1.05	1.05	1.05	1.05	1.05	1.05	0	5.25
2. Hold top management, senior management, departmental, staff and administrative meetings		0.01	0.01	0.01	0.01	0.01	0.01	0	0.05
3. Implement ULC decisions timely		0.164	0.164	0.164	0.164	0.164	0.164	0	0.82
Output 5.1.3.2: M&E coordinated	Number of quarterly Workplan implementation monitoring reports produced	4	4	4	4	4	4	ULC Quarterly Reports	F&A, Planning Unit
Actions			**Budget FY2025/26 (Shs Bn)**	**Budget FY2026/27 (Shs Bn)**	**Budget FY2027/28 (Shs Bn)**	**Budget FY2028/29 (Shs Bn)**	**Budget FY2029/30 (Shs Bn)**	**Off Budget (Shs Bn)**	**Total (Shs Bn)**
1. Undertaking M&E for workplan implementation		0.1	0.262	0.262	0.262	0.262	0.262	0	1.31
Result	**Indicators**	**Baseline FY2023/24**	**Target FY2025/26**	**Target FY2026/27**	**Target FY2027/28**	**Target FY2028/29**	**Target FY2029/30**	**Data Source**	**Responsible Department or Unit**
Output 5.1.3.3: Audit and risk management services coordinated	Percentage of internal and external audit recommendations implemented annually	100%	100%	100%	100%	100%	100%	M&E Report	F&A
	Number of internal audit reports produced	5	5	5	5	5	5	ULC Annual Performance Report	F&A

	Number of Risk Management Committee meetings held	0	4	4	4	4	4	ULC Annual Performance Report	F&A
	Updated Risk Register in place (yes/no)	Yes	Yes	Yes	Yes	Yes	Yes	ULC Annual Performance Report	F&A
Actions			**Budget FY2025/26 (Shs Bn)**	**Budget FY2026/27 (Shs Bn)**	**Budget FY2027/28 (Shs Bn)**	**Budget FY2028/29 (Shs Bn)**	**Budget FY2029/30 (Shs Bn)**	**Off Budget (Shs Bn)**	**Total (Shs Bn)**
1. Internal audit and risk assurance functions coordinated		0.05	0.15	0.15	0.15	0.15	0.15	0	0.75
2. Establish and operationalise Risk Management Committee		0	0	0.06	0.06	0.06	0.06	0	0.24
3. Maintain and regularly update a comprehensive Risk Register		0	0	0.01	0.01	0.01	0.01	0	0.04
Result	**Indicators**	**Baseline FY2023/24**	**Target FY2025/26**	**Target FY2026/27**	**Target FY2027/28**	**Target FY2028/29**	**Target FY2029/30**	**Data Source**	**Responsible Department or Unit**
Output 5.1.3.4: Financial management and accountability Services coordinated	Number of financial reports produced	5	5	5	5	5	5	ULC Annual Performance Report	F&A
Actions			**Budget FY2025/26 (Shs Bn)**	**Budget FY2026/27 (Shs Bn)**	**Budget FY2027/28 (Shs Bn)**	**Budget FY2028/29 (Shs Bn)**	**Budget FY2029/30 (Shs Bn)**	**Off Budget (Shs Bn)**	**Total (Shs Bn)**
1. Coordinate financial management and accountability services			0.0500	0.0563	0.2627	0.2692	0.2760		1.3141
Intervention 5.1.4: Review and enhance the ULC organisational structure and staffing levels in line with the strategic imperatives and functional demands									
Result	**Indicators**	**Baseline FY2023/24**	**Target FY2025/26**	**Target FY2026/27**	**Target FY2027/28**	**Target FY2028/29**	**Target FY2029/30**	**Data Source**	**Responsible Department or Unit**
Output 5.1.4.1: HRM services coordinated	Percentage of organizational structure positions filled	57.8%	80%	90%	100%	100%	100%	ULC Annual Performance Report	F&A, HR Unit
	Organizational structure review conducted (yes/no)	Yes	Yes	Yes	Yes	Yes	Yes	Annual Performance Report	F&A, HR Unit

	Operational Results Based Performance Management System in place	Yes	Yes	Yes	Yes	Yes	Yes	Annual Performance Report	F&A, HR Unit
	Proportion of staff attending at least one training annually;	90%	90%	90%	100%	100%	100%	Annual Performance Report	F&A, HR Unit
Actions			**Budget FY2025/26 (Shs Bn)**	**Budget FY2026/27 (Shs Bn)**	**Budget FY2027/28 (Shs Bn)**	**Budget FY2028/29 (Shs Bn)**	**Budget FY2029/30 (Shs Bn)**	**Off Budget (Shs Bn)**	**Total (Shs Bn)**
1. Conduct a comprehensive workload analysis, skills analysis and organizational structural review		0	0.01	0.01	0.01	0.01	0.01	0	0.05
2. Undertake restructuring of the Commission		0	0.05	0.05	0.05	0.05	0.05	0	0.25
3. Coordinate human resource services		0.025	0.025	0.025	0.025	0.025	0.025	0	0.12
4. Conduct induction for ULC new staff and new Commission Members		0	0	0.005	0.005	0.005	0.005	0	0.02
5. Design and implement a results-based performance management system.		0	0	0.01	0.015	0.015	0.015	0	0.055
6. Develop and implement a Staff Capacity Development Plan		0.25	0.58	0.58	0.58	0.58	0.58	0	2.9
7. Establish and implement a staff reward and benefits package in line with other statutory authorities.		0	0	0.01	0.01	0.01	0.01	0	0.04
8. Provide medical insurance to staff		0	0	0.05	0.05	0.05	0.05	0	0.2
Result	**Indicators**	**Baseline FY2023/24**	**Target FY2025/26**	**Target FY2026/27**	**Target FY2027/28**	**Target FY2028/29**	**Target FY2029/30**	**Data Source**	**Responsible Department or Unit**
Output 5.1.4.2: Staff salaries and related benefits paid	Staff salaries and benefits paid on time (yes/no).	Yes	Yes	Yes	Yes	Yes	Yes	ULC Annual Performance Report	F&A, HR Unit
Actions			**Budget FY2025/26 (Shs Bn)**	**Budget FY2026/27 (Shs Bn)**	**Budget FY2027/28 (Shs Bn)**	**Budget FY2028/29 (Shs Bn)**	**Budget FY2029/30 (Shs Bn)**	**Off Budget (Shs Bn)**	**Total (Shs Bn)**
1. Pay emoluments, salaries, consolidated allowances and related expenses		4,563	5,070	5,612	6,143	6,986	7,989	0	11,148

ANNEX 2: ORGANOGRAM




Secretary
Land Fund
Commissioner Land Fund
Asst. Commissioner
Principal Finance Oficcer
Senior Finance Officer
Finance Officer
Finance & Adminstration
Under Secretary
Planning
Economist
Adminstration
SAS
Information Technology
IT Officer
Registry
Senior Records Officer
Records Officer
Asst. Records Officer
Accounts
Senior Accountant
Accountant
Asst. Accountant
Internal Audit
Senior Internal Auditor
Internal Auditor
Procurement
Senior Procurement Officer
Procurement Officer
Communication
Communication Officer
Human Resource
Principal Human Resource
Human Resource
Receptionist
Land Management
Commissioner Land Management
Asst. Commissioner
Principal Land Officer
Senior Land Officer
Land Officer
SECRETARIES
Senior Personal Secretary
Personal Secretary
STENO SECRETARY
POOL STENOGRAPHER
SUPPORT STAFF
DRIVERS
OFFICE ATTENDANTS

ANNEX 3: CERTIFICATES OF TITLES ISSUED TO OCCUPANTS ON THE LAND COMPENSATED

a) In Greater Kibaale Region

PIECE OF LAND	VILLAGES COVERED	NUMBER OF PARCELS SURVEYED	
1. Block 244 plot 20 Buyaga – Kibaale District	i) Kikonge A ii) Kineka A iii) Kibali iv) Kikaada v) Kiyanda vi) Kiguju	a) Individuals/group of individuals/ institution (889) b) Access Roads (12) c) Wetland (11)	**912**
2. Block 65 plot 8 Buyaga – Kagadi District	i) Kenga A ii) Kenga B iii) Kyeisansa iv) Kikumbya v) Kisaara vi) Kenga Central vii) Kyamayanda viii) Nsugasugi A ix) Nsugasugi B x) Kyamukuma	a) Individuals/group of individuals/ institution (1574) b) Access Roads (27) c) Wetland (13)	**1614**
3. Block 191 Plot 1 Bugangaizi – Kakumiro District	i) Nakasagazi ii) Sazike A iii) Sazike B	a) Individuals/group individuals/institution (383) b) Access roads (18) c) Wetlands(5)	**406**
4. Block 155 Plot 1 Bugangaizi – Kakumiro District	i) Rwembuzi ii) Kyabisambu iii) Nteyeera	a) Individuals/group individuals/institution (77) b) Access roads (8) c) Wetlands(5)	**90**
5. Block 163 plot 1 Bugangaizi – Kakumiro District	i) Butengya ii) iii. Karungi iii) Kayanja iv) Galilaaya	a) Individuals/group individuals/institution (679) b) Access roads (20) c) Wetlands(2)	**701**
6. Block 164 plot 1 Bugangaizi – Kakumiro District	i) Galilaya ii) Kabooda iii) NkooleItahya	a) Individuals/group individuals/institution (473) b) Access roads (10) c) Wetlands(5)	**488**
7. Block 125 Plot 1 Bugangaizi – Kakumiro District	i) Kasozi ii) Nyamigaju iii) Kyetume iv) Katolerwa	a) Individuals/group individuals/institution (555) b) Access roads (10) c) Wetlands(4)	**569**
Total			**4,780**

b) In other parts of the Country

	Piece of land	Villages covered	Number of Parcels surveyed and titles issued
1.	Block 44 Plot 29 Kagoma, Bunyangabu District	• Kibiito Central • Kasaali A • Kasaali B • Kasaali C • Kagoma A • Kagoma B • Nsororo • Busamba B • Kahogo • Nkimbiri	• Individual/Group of Individuals/ Institution (2230) • Access Roads (30) • Wetland (8) **Total=2268**
2.	Block 32 Plot 1 Bulemezi, Bunyangabu District	• London • Mugurante • Karugaya • Itojo • Kyaiganga • Kitumba 1&2 • Bunyamanji • Bukuba • Bugabu • Bulemezi • Kibota	• Individual/Group of Individuals/ Institution (2212) • Access Roads (196) • Wetland (8) **Total=2229**
3.	Block 9 Plot 46 Nyaruhandagazi Rwampara District	• Kashekure • Nyamabale • Nyaruhandagazi 1 • Nyaruhandagazi 2 • Kigando • Ntungamo • Rwakwezi • Kashekure • Ibaare	• Individual/Group of Individuals/Institution (2273). • Access Roads (196) • Wetland (8) **Total=2477**
4.	Block 247 Plot 24 Buwekula Mubende District	• Butawata East • Butawata Central • Butawata West • Butawata South • Kigando	• Individual/Group of Individuals/Institution (1018) • Access Roads (85) • Wetland (2) **Total=1105**
5.	Block 247 Plot 21 Buwekula Mubende District	• Mugolode • Kisiita A • Kasolo • Ndololede • Butawata B	**425**

6.	Block 209 Plot 422 Gomba District	• Nkwale • Kitemu • Kasaka • Koome • Nsasi • Kanoni Town Council.	475 parcels

c) Ongoing systematic demarcation projects:

The Commission is presently undertaking the following projects:

SYSTEMATIC DEMARCATION, LAND ADJUDICATION AND CERTIFICATION					
	District	**Property**	**Stage**	**Expected No. of titles**	**Expected Completion dates**
1	Gomba	Block 209, Nkwale, Kitemu, Kasaka, Koome, and Nsasi-Kanoni Town Council.	Initial titles handed over, remnant titles 180/475 pending payment of stamp duty and transfer at MZO	80	June, 2025
2	Rwampara	Block 15 Plot 10 Nyaruhandagazi	Subdivisions completed, filling in of transfer forms by beneficiaries completed. Stamp duty assessment ongoing	2,146	September, 2025
3	Kibale	Block 178 Plot 1 Nyamarunda Town Council	Stamp duty paid, transfers submitted at the MZO in January 2025 but delayed due to system upgrade which erased generated deed plans. Replotting has been completed	1,044	August, 2025
4	Kakumiro	Block 90 Plot 9 BugangaiziNyarweyo	Stamp duty paid and transfers ongoing at Kibale MZO (90%)	577	August, 2025
5	Kakumiro	Block 2 Plot 1 BugangaiziKakindo Subcounty Kyarujumba Village	Stamp duty paid and transfers ongoing at Kibale MZO (90%)	877	August, 2025
6	Kagadi	Block 136 Plot 2 Buyaga	Compilation of JRJS	1,410	October, 2025
7	Kibale	Buyanja Block 330 Plot 3, Nyamarwa	Compilation of JRJS	1,358	October, 2025
8	Kakumiro	Bugangaizi Block 95 Plot 1, Kisiita	Compilation of JRJS	283	October, 2025
10	Kakumiro	Bugangaizi Block 180 Plot 1, Kasambya	Compilation of JRJS	485	October, 2025

11	Mubende	Block 247 Plot 21 Buwekula, Ndoredde, Butawata B	Stamp duty payments are ongoing and ready for transfer of titles, save for a caveat on the mother title by the family which sold to ULC. ULC engaged the payee, who has now lodged a request to Mityana MZO to vacate the caveat.	411	September, 2025
12	Kasese	Block 101 Plot 1 Karusandara	Field capturing of parcels completed, display of maps to confirm plot details and ownership to be undertaken, followed by filling of transfer forms and stamp duty assessment	8,000	December, 2025
	TOTAL			**16,771**	