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CONSULTANCY SERVICES OF DEVELOPING STANDARD OPERATING PROCEDURE (SOP) MAINSTREAMED BY GENDER FOR PROVISION OF LAND SERVICES IN UGANDA

Review, Re-Engineering and Computerization of SOPs in Land Administration

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FINAL REPORT

SUBMITTED BY

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Table of Contents

List of Acronyms

BAA	-	Business Area Analysis
BPR	-	Business Process Re-Engineering
CEDP	-	Competitiveness and Enterprise Development Project
CLA	-	Communal Land Association
DeSILISoR	-	Design, Supply and Implementation of the LIS and Securing of Records
DeSINLISI	-	Design, Supply and Immplemenation of the National LIS Infrastructure
DLB	-	District Land Board
DLO	-	District Land Office
GIS	-	Geographical Information System
GoU	-	Government of Uganda
ICT	-	Information and Communications Technology
IT	-	Information Technology
JRJ	-	Job Record Jacket
LAF	-	Land Administration File
LAIS	-	Land Act Implementation Study
LAN	-	Local Area Network
LIS	-	Land Information System
LSSP	-	Land Sector Strategic Plan
MLHID	-	Ministry of Lands, Housing and Urban Development
MZO	-	Ministr Zonal Office
NCC	-	Network Control Centre
NDP	-	National Development Plan
NGO	-	Non Governmental Organisation
NIRA	-	National Identification and Registration Authority
NLIC	-	National Land Information System
NLP	-	National Land Policy
NOC	-	Network Operations Centre
NPDP	-	National Physical Development Plan
PIAC	-	Public Information and Awareness Campaign
PIMS	-	Parcel Information Management System
PSCP	-	Private Sector Competitiveness Project

RaPPA	-	Rapid Physical Planning Assessment
RTA	-	Registrayion of Titles Act
SLAAC	-	Sysyematic Land Adjuducation and Certification
SMD	-	Surveys and Mapping Department
SOP	-	Standard Operating Procedure
UgNLIS	-	Uganda Land Information System
UGRF	-	Uganda Geodetic Reference Framework
ULC	-	Uganda Land Commission
URA	-	Uganda Revenue Authority
URSB	-	Uganda Registration Services Bureau

List of Tables

List of Figures

Executive Summary

The Agreement between the IGAD Member States mandates them to have cooperation in several areas, some of which include Economics, Agriculture, Environment, Energy, Natural Resources, and ultimate harmonization in policies to steer development in the Member States. IGAD now wishes to improve performance on land policies, in terms of formulation and implementation, and thereby improve performance of the land administration function in the IGAD region, with the desire of achieving convergence and so enable implementation of cross-border initiatives.

This report focuses on a proposal for the Review, Re-engineering and Computerization of Standard Operating Procedures in land administration. The report has been compiled basing on the experiences Uganda gained in the review and re-engineering of her business processes in land administration, and also taking into account some international best practices.

This report therefore recommends the following step-by-step SOPs for the IGAD member states for the Review, Re-engineering and Computerization in land administration:

1. Understanding the main policy, legal, regulatory and planning frameworks taking into account the Constitution, Land Policy, Laws, Regulations and Strategic Plans, before any interventions are implemented in order to feed into the broader Vision of the respective Country.
2. Carrying out a Baseline Study on Land Administration Processes that unearths tenure complexities and offers a review of previous studies undertaken in the area using a participatory approach in order to uncover some salient issues.
3. Development of a Long Term Strategy for the implementation of reforms, ultimately leading to the implementation of a National Land Information System, bearing in mind that it is a time and resources consuming task.
4. A Business Area Analysis (BAA) to be carried out in core land processes that will include cadastral and registration functions. It reveals transaction details and possible workflows that will be supported in the re-engineering processes.
5. Business Process Re-Engineering (BPR): a radical redesign of business processes to achieve among others improvements in quality, output, cost, service, speed and elimination of process redundancies.
6. Design, Development and Implementation of LIS Phase I – Pilot Phase: aimed at developing a modern computerized Land Information System (LIS), transforming from the usually manual centralized processes to decentralized computerized registration processes.
7. Design, Development and Implementation of LIS Phase II: this will be an upgrade and roll-out of the LIS, consolidating on the gains from the Pilot Project (Phase I)
8. Support Activities: care has to be taken to strengthen some activities that eventually enhance the performance of the LIS. Some of those activities may include the Geodetic Framework, Base Mapping, training of personnel, construction of purpose built offices, review of the legal framework, improvement of Physical Planning, Valuation and other land administration functions.

A procedure has been outlined to subject each of the steps in the proposed SOPs to a gender responsive test, to ensure gender mainstreaming in the proposed SOPs.

1   Framework for Land Administration and Management for SOPs

Background

A new Constitution was promulgated for Uganda in 1995. The Constitution had fundamental and quite comprehensive provisions for land administration and management which were aimed at creating a favorable working policy, legal and regulatory environment. It was also hoped that this would propel the desired improvement in efficiency and effectiveness of delivery of land administration and management services. Furthermore, there was a provision to put in place the Land Act within two years of coming into force of the new Constitution. However, after enactment of the Land Act in 1998, there were quite a number of challenges which emerged during implementation of the new Act. One of the major bottlenecks identified during implementation was the large unaffordable implementation structure, the spirit of which was to take services closer to the people, which were also meant to be much cheaper and therefore more affordable for the majority of the people. A Land Act Implementation Study (LAIS) which was carried out in 1999, that is one year after enactment of the Land Act, identified the challenges which were faced during implementation of the Act and made a number of recommendations which included among other things, streamlining the implementation structure for the Land Act. After reviewing the recommendations which were made in the Land Act Implementation Study, Cabinet directed the Ministry of Lands to develop a Strategic Action Plan for implementation of Land Sector reforms including implementation of the Land Act. Following the Cabinet directive, the Ministry developed the 10 year Land Sector Strategic Plan (LSSP I), which was approved by Cabinet in 2002. The LSSP I was designed to provide the operational, institutional and financial framework for the implementation of sector wide reforms and land management including the implementation of the Land Act. The LSSP I had major provisions for modernization of land administration services which were driven by reforms introduced during implementation of the Land Tenure Reform Project (LTRP), followed by the Second Private Sector Competitiveness Project (PSCP II) and later by the Competitiveness and Enterprise Development Project (CEDP), which last two projects were funded by the World Bank. These Projects aimed at modernizing delivery of land services through implementation of various activities with major components which involved computerization of land records and services, digitization of other geospatial information and the associated processes, which resulted in improvement of delivery of land services and were much faster and cheaper and proved to be more efficient and effective, as well. The LSSP II (2013 – 2023) has strategies aimed at scaling up the programs initiated under the LSSP I, refocuses and strengthens the efforts aimed at modernizing delivery of land services with the major objective of provision of much more efficient and effective land services buttressed by digitization of geospatial and other land related information and automation of previously manually based processes.

National Land Policy

The National Land Policy was approved by Cabinet in 2013 to provide a framework for articulating the role of land in national development, land ownership, distribution, utilization, alienability, management and control of land. The National Land Policy, among other things, seeks to re-orient the land sector in national development by articulating its centrality vis a viz other sectors in economic development. It also has a bifocal emphasis on land ownership and land development, stipulates incentives for sustainable and productive use, as well as other measures intended to streamline the institutional framework for land administration and management to ease the delivery of efficient and cost-effective land services. The policy further introduces essential reforms for stemming off escalating land conflicts and land evictions.

National Development Plan (NDP III) and Vision 2040

The Uganda Vision 2040 aims to transform the Ugandan society from a peasant to a modern and prosperous society. This National Development Plan (NDP) is the third in a series of six NDPs that will guide the nation and deliver the aspirations of the people of Uganda, as articulated in Uganda Vision 2040. NDP III (2020/21 – 2024/25) aims to build on the progress made, learn lessons from the planning and implementation experiences of NDPI and NDPII, and also seek to surmount some of the challenges encountered. NDP III defines the broad direction for the country and sets key objectives, interventions and targets for sustainable socioeconomic transformation of Uganda. At the end of its implementation, the country will be halfway through Vision 2040 30-year's timeframe.

There are major Programme Interventions under the NDP III on strengthening land use and management including one on completing the rollout and integration of the Land Management Information System with other systems. It is noted that the establishment of the Land Information System (LIS) has facilitated speedy and efficient registration of land in Uganda and that the LIS has automated land registration processes and has been decentralized across 21 Ministry Zonal Offices (MZOs), bringing land services closer to the people.

The Land Administration and Management Sector is going to play a key role in the implementation of the identified NDP III Core Projects.

The Presidential Investors' Round Table

The Presidential Investors' Round Table (PIRT) was set up by H. E. the President to advise on actions necessary to improve the investment environment in Uganda through identifying system/institution bottlenecks and advising on necessary actions to improve and enhance performance of Government institutions and systems involved. The PIRT set up Working Groups to tackle identified areas. In one of the early Working Groups on Competitiveness, the main recommendations with regard to the Ministry's undertakings were: fast tracking the enactment of the remaining commercial laws (of which the Mortgage Bill was part) and with regard to establishment of an efficient Land Registry, the main obstacles identified were that the records in the Land Registry were brittle, illegible, obsolete and insufficiently protected. The recommendation was that the Land Registry should set up time bound guidelines to 'clean' all land records and data, computerize land records, title all untitled land, complete computerization of the Land Registry and link the Land Registry to the National Population and Bio-Data Bank. The PIRT demonstrated support for the computerization of the Land Registry at the highest level of Government.

Cost of Doing Business Task Force

The Cost of Doing Business Task Force was also set up consisting of key Ministries, Departments and Agencies, aimed at improving significantly the ranking of Uganda in the Cost of Doing Business. The main area of focus for Ministry of Lands was on Registering Property. Uganda is also a member of the Ease of Doing Business Initiative with a membership of over 20 Countries in Eastern and

Southern Africa, aimed at sharing international best practices on realizing business environment reforms including those in the Land Sector.

2 Review of Existing SOPs in Uganda

Introduction

Some of the services that feed into Land Administration in Uganda include surveys and mapping, land valuation, physical planning, land registration, land management and land inspectorate.

By the year 1990, there was already a realization for the need for reforming the processes in all these related services. Whereas many studies commenced then in the sector, many of the interventions were initiated practically in about 2007.

Status of Land Administration Before 2007

Many studies and a lot of research carried out in Uganda in the area of land administration since the 1990s up to about 2007 revealed that the Uganda land administration system was obsolete, and was based on laws and regulations created many years ago for different social, political and economic conditions.

The studies revealed that the legal framework of the land administration system needed revision, updating and bringing it in conformity with the obtaining Constitution of Uganda and the Land Act of 1998.

The condition of physical records both in the cadastral sections and land registry was appalling, with documents deteriorating and going missing.

The manual systems gave way to fraudulent actions, and were riddled with corrupt tendencies.
The duration of transactions was also too long and the cost of doing business was unacceptably spiraling.

Surveys and Mapping

The Geodetic network that was based on the Arc 1960 Datum got vandalized in the 1970s, affecting all survey operations in the country. This ultimately affected land registration, land valuation, production of topographical maps and other infrastructure developments in the country.

Data capture and data processing was manual, including subsequent operations at the Surveys and Mapping Department, and this posed a big challenge in the management of records.

Figure 1 Cadastral Sheet Damaged and Status Before Rehabilitation of Land Record

Registration of Titles

Although registration of titles was introduced way back in 1908, the Land Act Implementation Study (LAIS) carried out in 1999 estimated that land registration covered only about 15% of the area of Uganda.
The 1924 Registration of Titles Act (RTA 1924) was observed to obsolete, and needed to be replaced by a simple effective and efficient law.

The registry of titles held multiple registers for Freehold, Mailo and Leasehold title, which registers were poorly handled in both use and storage in the Ministry headquarters and upcountry branch offices, such that it was impossible to review the status of registration then in a district or any one registry offices.

Cadastral surveys and index maps were held separately from the registers, either in Entebbe or in survey branch offices and there was no system to update and synchronize the records held in the different locations.

Since 1996, cadastral surveys, except for government land, were required to be undertaken by private licensed land surveyors. Unfortunately, at that time, there were only about five licensed land surveyors in private practice with outdated skills and minimal equipment, further affecting the provision of survey services

Valuation

Under the Land Act of 1998 (LA98), Valuers are required to undertake normative tasks which include but are not limited to the estimation of land and property values to calculate the premiums and ground rents payable for leasing of properties. They are also required under the Stamp Duty Act to determine the stamp duty payable on property conveyances (transfers of title).

The more demanding tasks for professional Valuers came under the Land Acquisition Act (LAA 1965) and the Local Government (Rating) Decree (LGRD 1979) and included the valuation of land for

compensation under compulsory land acquisition/eminent domain and rating assessments for Local Governments (town councils).

Whereas there were a reasonable number of trained technicians in the field, there was a small number of Valuers who were licensed to supervise tasks mainly in Expropriation of land in the country.

Physical Planning

The LAIS undertaken in 1999 observed the need to facilitate appropriate development and was becoming ever more urgent as migration to urban areas was on the increase. Yet the law that governed Physical Planning, The Town & Country Planning Act (TCPA 1964), was out dated, and was probably never appropriate in Uganda. It was observed then that there was an urgent need for its replacement.

Lands Inspectorate

The Land Inspectorate Division was only created in 1998 in the then Ministry of Water, Lands and Environment (MWLE). Its mandate entailed advising the Minister on the appointment of District Land Boards (DLBs) to ensure compliance with the Land Act. It would in future monitor the activities of the DLBs and District Land Offices (DLOs) to ensure compliance with LA 1998 and other legislation and make recommendations for changes to procedures and improvements. The Inspectorate also was mandated to provide training and support to the DLBs.
However, at the time the recruited personnel was too small to cover all the Districts in the country, and the resources were not also adequately provided for upcountry travel.

Land Policy

At the time of the LAIS in 1999, it was observed that there was a need to put in place a National Land Policy (NLP).The NLP would provide a framework for articulating the role of land in national development, land ownership, distribution, utilization, alienability, management and control of land.

The absence of a NLP had given way to uncoordinated interventions on land use and land management. There was a need to bring on board contemporary land issues, and hence a recommendation was made for the development of a NLP.

3   Basic Computerization

Basic Computerization involved capturing of the existing records in digital format into a computer database – and as part of this, indexing of the records was carried out to facilitate searching and retrieval of the data in digital form.

Basic computerization which was carried out involved data entry, indexing and scanning of Mailo land records for the Kampala, Wakiso and Mpigi Districts to ease search and retrieval of the land

records in digital format. By May, 2009 most of the Mailo land record data for the 3 districts had been entered in the Computer database.

Figure 2 Data Entry being carried out as part of Basic Computerization

Figure 3 Scanning Room which was set up for conversion of land records to digital format

Other Activities that Supported Basic Computerization

- Help line – A telephone helpline (0414-373511) was installed to enable the public obtain help on Land Administration procedures and clarifications on queries they may have on land transactions
- Training of staff in basic computerization, customer care and database management was undertaken,
- New Land administration procedures were issued, which included requirements for submission of photographs to append to various land forms in use for transferring of ownership of property etc; e-mail and mobile number contacts etc. aimed at streamlining land administration procedures and ensuring that genuine land owners and buyers are protected against fraud
- The Clients' Charter was developed to enable the public obtain information on which offices carry out land transactions, the official fees to be paid, the expected duration of the land transactions and where to lodge a complaint in case the undertakings by the Ministry are not adhered to.
- A New Ministry Website was developed with online access to land transaction forms (which had been hitherto been difficult to access and a subject of customer fleecing), among other information in respect to the Ministry various activities
- A Records Center for root titles for all the Mailo and Freehold titles and other important historical documents was established. The root titles are valuable for resolving land disputes.
- A Reception area was established to hold visitors to the Ministry and which also served as a document receiving area for the Department of Land Administration
- A New Reception for Leasehold/Freehold Land Registry was set up to streamline operations in that Registry
- The process for recording of Land Agents was proposed and draft guidelines developed with a view to streamlining processing of land transactions. This was also aimed at limiting access of the Land Registry to only Ministry approved Land Agents, (and Lawyers) who

would then act on a representational basis for the general public thus reducing on the exposure of staff to the public and the subsequent fraudulent land transactions leading to land disputes. To ensure all stakeholders were brought on board the Ministry engaged the Association of Real Estate Agents (AREA) and Uganda Law Society, to ensure that guidelines once put in place were agreeable to all stakeholders.

The intervention on basic computerization enabled the Land Registry to generate computer related information on ownership of plots as well as information on Mailo land transactions such as changes in property ownership and encumbrances thereon for the Districts of Kampala, Wakiso and Mpigi.

It is important to note that at this stage the computerized database was used mainly for internal update of the information, reference and checking for authenticity of the information. The system was not used for daily case handling for transfers and other such direct entries in the database, which was an enhancement expected to be done in the Land Information System.

As a result of the basic computerization, there was substantial improvement in the delivery of land services:
- Reduced time taken to complete a search from more than 15 days to between 1 day and 5 working days
- Eliminated the backlog that existed by 2006, of unprocessed land registration transactions
- Registration of mortgages for banks and other financial institutions was reduced from 1 week to 3 working days

4   Baseline Study of Land Administration System - 2007

Introduction

The Government of Uganda received funds from the World Bank towards the cost of the Second Private Sector Competitiveness Project (PSCP II). The major objective of PSCP II was to reduce the cost of doing business and encourage investment while enabling the private sector to be in better position to respond to investment and export opportunities. The important element of PSCP II was also the improvement of basic public services delivery. To achieve these objectives it was required, among others, improvement of land tenure security and provision of timely land administration services at affordable cost.

To realize this goal, the Private Sector Competitiveness Project, among other objectives, supported the securing and upgrading of the Land Registry and implementation of a Land Information System (LIS). Among the Components of the project was the Land Component, which earmarked the need to:
a) Update existing land registry records in Uganda;
b) Secure the current land registry records through rehabilitation, reconstruction, indexing and scanning; and
c) Establish a unified and relevant National Land Information System.

Maintenance of the National Land Registry and related cadastral maps was under the mandate of the Ministry of Lands, Housing and Urban Development. Therefore, the Ministry, with support from the World Bank through Private Sector Foundation Uganda, required consultancy services to review and assess existing records management system and actions to incorporate land registration records, cadastral and other information and to design the LIS architecture and prepare specifications and functionalities for the LIS.

The assessment from the consultant informed a baseline of the land administration situation in Uganda to enable the Ministry of Lands, Housing and Urban Development appreciate the requirement for improvement in the system to further enhance efficiency and effectiveness in the land administration system of the country.

Background to the Baseline Assessment / Previous Initiatives

The rehabilitation of the land records was initiated under the Support of Private Enterprise Expansion and Development (SPEED) Project financed by United States Agency for International Development (USAID). One of the main objectives of the project was to improve the Business Environment and increase the levels of effective demand for Business Development Services (BDS) through improvements in the range and quality of services and providers. The project was completed at the end of 2004.

The rehabilitation of the land record files was part of the planned activities under the Business Environment component of the project. The efforts initially were concentrated in Kampala registration office and include the following:
- Design of the physical layout of the office;
- Re-housing, re-filing, indexing and sorting of all documents related to land registration currently residing in the land registry;
- Provision of consumables and commodities, including appropriate shelving and file covers; and
- Development of new policies and procedures with respect to title registration and document handling.

The systematic demarcation was another initiative in the Land Sector Strategy Plan. The LSSP states that "Demarcation and certification is the predominant technical service which will be required in the land sector, since only about 15% of the land was registered at the time and registration services were only affordable by an elite group. Due to resource constraints and equity concerns, titling services would be available on a full cost basis for the user, while public resources would be concentrated on systematic demarcation in areas which require this service."

The LSSP outlines that the advantage of the systematic demarcation approach was cheaper and more cost effective than demarcation on demand and it is more pro-poor.
The systematic demarcation of the land is closely linked with the land registration system rehabilitation process and establishment of the LIS as a source of information about the land plots and properties.

The pilot-projects to test the methodology of the systematic demarcation of land and ultimately serve as a model to extend the process to the rest of the country were carried out since 2003. A total

of 9 districts were chosen based on the diversity of tenure systems they present and in each district, one most representative parish was selected.

Justification for the LIS according to the Baseline Assessment

Land Administration plays a fundamental role in meeting the goals of the African Development Agenda, which includes poverty reduction, economic growth, conflict prevention and management and the fight against land degradation. The improvement of the Land Administration System in Uganda was among the priorities of the Land Sector Strategic Plan of Uganda, LSSP 2001-2011.

Since the beginning of 90's many studies on the rehabilitation of the Land Registry were conducted in Uganda. All these studies concluded that despite the crucial importance of reliable land registration system for the country's economy, the land registration and cadastral records were in very bad shape and condition.

The studies recommended the establishment of the Land Information System to support the land registry and cadastre, computerise the land records managements system and streamline the registration procedures. Such a system should facilitate the land acquisition and title registration process, contribute to the reduction of mistakes and frauds and fight the corruption and back door practices in the land administration sector.

Uganda as in most African countries, governments face difficulties in establishing the institutional and legal framework necessary for "good land administration" and, consequently, lack accurate and reliable land information.

The Sub-Saharan African countries suffer from the lack of reliable and up-to-date land information that should be used for sustainable natural resources management and its contribution to the land tenure security improvement. New and innovative approach to the establishment of a system that ensures the provision of the land information for the needs of all groups of society was required. Such approach was based on the use of the opportunities provided by the Information and Communication Technology (ICT) in combination with best local practices in this area in order to ensure the system sustainability and affordability.

Baseline Assessment Process

The baseline study was therefore conducted following the methodology below:
1. Review of the previous studies;
2. Related literature desk review;
3. Rapid field appraisals- meeting with the officials, registrars, experts in land registration and cadastre; and
4. Participatory approach in all activities

- The literature and research publications review was aimed at identifying gaps in information so that data that are already available will not be duplicated.
- The rapid field appraisals included a combination of meetings with the officials of the Ministry, Kampala and selected District registration offices, Surveys and Mapping authority and experts in the field of land administration. The aim of meetings included the gathering of information and in depth discussions of the land administration status and problems,

learning of local experience and indicating problems to be addressed, finding out key players and assessment of local competence required for future activities. The meetings were also directed to figure out the existence of the will to act and willingness to cooperate, between several actors, in addressing land administration sector problems as well as readiness for future project implementation. The results of the workshops held, with the Land Information System Working Group and main stakeholders, were also carefully considered and remarks addressed in this report.

- The analysis and the meetings with officials generated quantitative information on selected issues such as the number of titles in the districts, estimated number of transactions in the registration offices, staffing of the district offices, economical/cost effectiveness, and sustainability and so on.
- The information collected during the baseline report stage was carefully, analyzed and presented in a report.

Challenges Identified at the Baseline Assessment in the Land Administration System of Uganda

The baseline assessment recognized that the land rights administration system in Uganda was typically beset by a number of malfunctions, prominent among which were: a high degree of obsolesce, bureaucratic complexity, managerial opacity, operational inefficiency and high transactions costs. Further, in Uganda, as elsewhere, land delivery, adjudication, demarcation, registration and recordkeeping, and survey and cadastral mapping procedures and processes were operated without the benefit of computerization. In addition, most land rights administration services were spread over different departments and in the central region and district offices.
Some of the challenges identified include the following:

❖ **Land registration challenges**
The complexity of the registration system was noted as mostly inherited from the past and needed a radical solution. Practically two types of systems for registration of land rights were distinguished: the title registration and land registration. The example of title registration is original Torrens system of title registration. In this system the title identifier, which is a volume and folio number bears no relationship to the identifier of the land as the land, can consist of one or more parcels.

❖ **Inappropriate and inconsistent legal framework**
A number of other land-related laws were in need of review and updating in order to harmonise them with the provisions of the Constitution and Land Act to meet prevailing needs. There was urgent need to synchronise the Land Act with other laws that relate to transactions in the land sector and modernise other related laws.

❖ **Fraudulent practices in land administration**
Such practices led to the losses of the property by rightful owners, undermine public confidence in the state registration system, affect land tenure security, make the transactions of the property uncertain and had tragic consequences for many families that suffered from such practices. The result of such practices were fake land titles circulating on market, which created additional uncertainty on the land market.

❖ **Unique parcel identifier**

A unique parcel identifier needed to be established for each district. However there was a challenge related to districts being sub divided to create new districts within a short period of time.

❖ **Land records status**

The land records were characterized by: lack of appropriate backup systems for the manual documents, Strong rooms and storage areas were inadequately lit and dusty, Lack of or existence of indexes that were not up-to-date.

❖ **Land registry decentralization challenges**

The decentralization process presented the following challenges: Slow process of decentralization – which hampered the functionality of land administration system and slowed down the registration procedures, complicating the establishment and management of a supportive Land Information System, Lack of trained personnel, and financial resources to staff the local offices; and Lack of resources and proper materials to maintain the established registration procedures. Institutional capacity and land administration weakness and low economic capacity in local governments;

    ❖ Lack of Public awareness in Land Administration and benefits of land registration;
    ❖ Inadequate institutional co-ordination and need for improvement of Institutional Framework;
    ❖ Political Pressure, Economic Policies and absence of specific strategic plan;
    ❖ Poor Inter-Sectoral Planning and Consultations.

In addition, the problems that undermine the land administration system were identified as:
• General lack of information about land tenure rules, regulations and practices;
• Multiple land tenure systems in urban areas;
• Lack of enforcement of existing statutes and procedures;
• Lease terms unfavourable to developers due to few incentives for land owners to allow land to be developed;
• Institutional inadequacies such as lack of skilled human power, low motivation and apathy of personnel;
• Poor physical infrastructure and under funding of registration system;
• Over centralized land administration; and
• Lengthy and cumbersome procedures and institutional practices (cause delays; discourage the developers).

The malfunctions identified tended to impede the development of the land sector and those sectors with which it has intimate linkages. In particular, they contributed to severe land rights insecurity. The land rights administration framework therefore needed urgent reform.

Recommendations from the Baseline Assessment to Address the Challenges

It was envisaged that the computerization of land records would significantly increase the transparency of the system, reduce the scope of exacting of bribes by officials and increase their accountability, significantly reduce the time of the land rights acquisition and registration. The possibilities of Internet communication and computer technologies, implementation of computerised land information, document and workflow management system would also link formerly disparate institutions, effect improvements in tenure security, and increase the government's revenue collection.

The LIS, simplification of the registration procedures, involvement of NGOs and private sector, capacity building for sustainability of land administration, acceptance of various degrees of accuracy for land surveying to make affordable and economically viable, use of the opportunities of satellite imagery for land and natural resources management were some of the activities recommended in land sector.

The suggestion was that the reform must take into account a number of fundamental principles among which were:

- The land rights administration system must be designed and operated with a view to enhancing and facilitating the management of land resources both as property vested in the public, communities and individuals, and as an asset central to national development;
- The land rights administration system will not function effectively unless it is provided with resources and personnel at all levels of operation;
- land rights administration structures and processes at all levels must be transparent, cost-effective and accessible to the ordinary land using public; and
- Land rights administration must be treated as a professional function hence should not only be delinked from routine public administration, but more important, be insulated from demands exerted by political elites bent on appropriation of land resources.

Conclusion

The recommendations from the baseline assessment indicated the need for computerization of the land administration system in Uganda. There was therefore necessity to establish a strategy and standard operating procedures that include:
• Design of an appropriate system for data collection, storage and retrieval, including appropriate identifiers;
• Rehabilitation of the national geodetic network for spatial referencing;
• Rehabilitation of the Land Registry and decentralisation of existing title records;
• Rehabilitation and decentralisation of maps;
• The collection of new spatial information (through systematic demarcation under the land sector and through the activities of other users of spatial information e.g: Ministry of Health, Ministry of Education);
• Updating of basic geographic information; and
• Development of capacity for LIS management.

5   Development of the Long Term LIS Strategy

The Development of the Land Information System is based on both short and long term strategy to achieve a multipurpose - cadaster. The following are the key activities to undertake before development of the LIS Strategy:

- Review on-going efforts to transform the approach to handling of land records from the current manual/paper to modern, secure, efficient and flexible computerized techniques, as well as design and/or improve the method and/or process for achieving seamless integration of the converted records into a comprehensive LIS.
- Conduct a baseline evaluation to clearly assess the level of achievement and the scope of work remaining as a result of pre-PSCP II Land Registry records rehabilitation and conversion efforts including indexing, scanning, etc to establishment of an LIS and prepare a comprehensive report to document that fact.
- Develop a preliminary design, architecture, specification and functionality of the LIS that incorporates land registry records, cadastral and other land information in a flexible and efficient manner.
- Prepare tender documents for the procurement of the detail design, supply, installation, Commissioning, user training, and maintenance of the LIS.

The design of the system and its implementation should be done within the context of the Spatial Data Infrastructure (SDI) Strategy, electronic document management system initiatives and at the international level for GIS integration. The system implementation should also be aligned with the development of the e-government initiative and information system. The main principles for the system implementation are as follows:

- Cooperation and coordination with other initiatives and projects, like development of the legal framework and the establishment of the new laws, so as to avoid duplication and assure the synergy of efforts.
- Following a holistic approach and the design of an open and scalable system, this can accommodate possible changes and developments, depending on the legal framework
- Systematic implementation through small steps; realistic calculation of time and resources and the use of production lines for mass operations (such as scanning of the records, digitising of cadastral maps and so on)
- Phasing and prioritization of areas
- An initial system design must be based on the existing legal framework in conjunction with the development of proposals for improvements of procedures, testing at the first stage of the project and the gradual implementation during the project cycle. Below is the LIS implementation procedure and approach Uganda used;
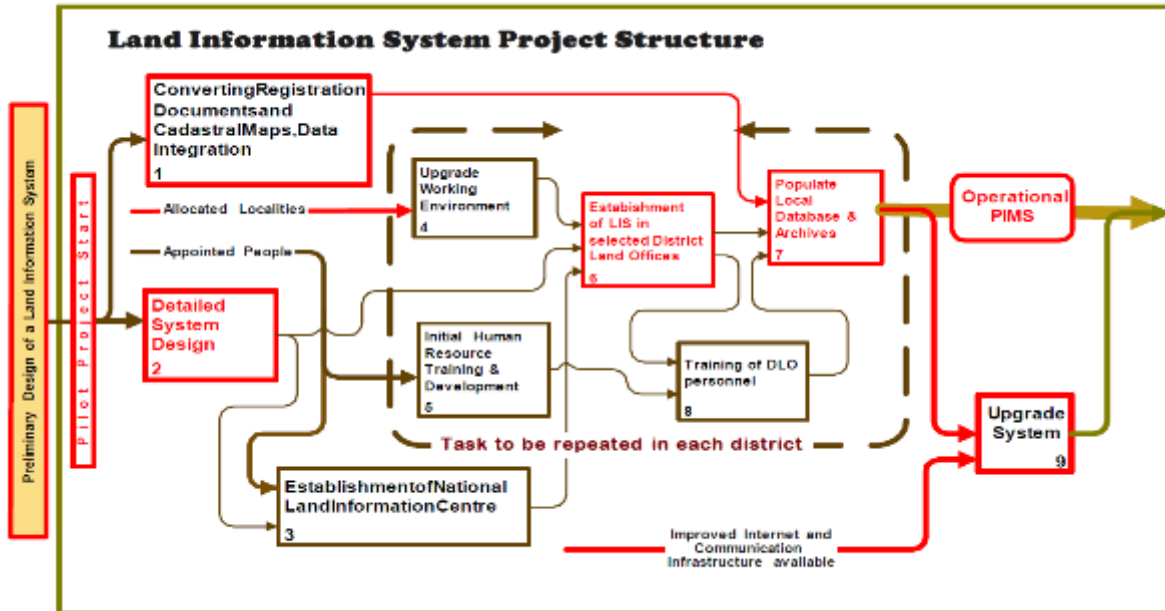
Figure 4 Land Information System Project overall implementation procedure and approach

With this solution, all the land administration and registration procedures are run at the district level according to the functions and responsibilities established by law. The land information database is maintained centrally, which plays the role of the land information system database administrator. The land registration system software at the local councils runs with the support of the centralized database management system. At the local council level only work databases can be kept for the execution of the daily work and functions as illustrated in figure below as an integrated system such as
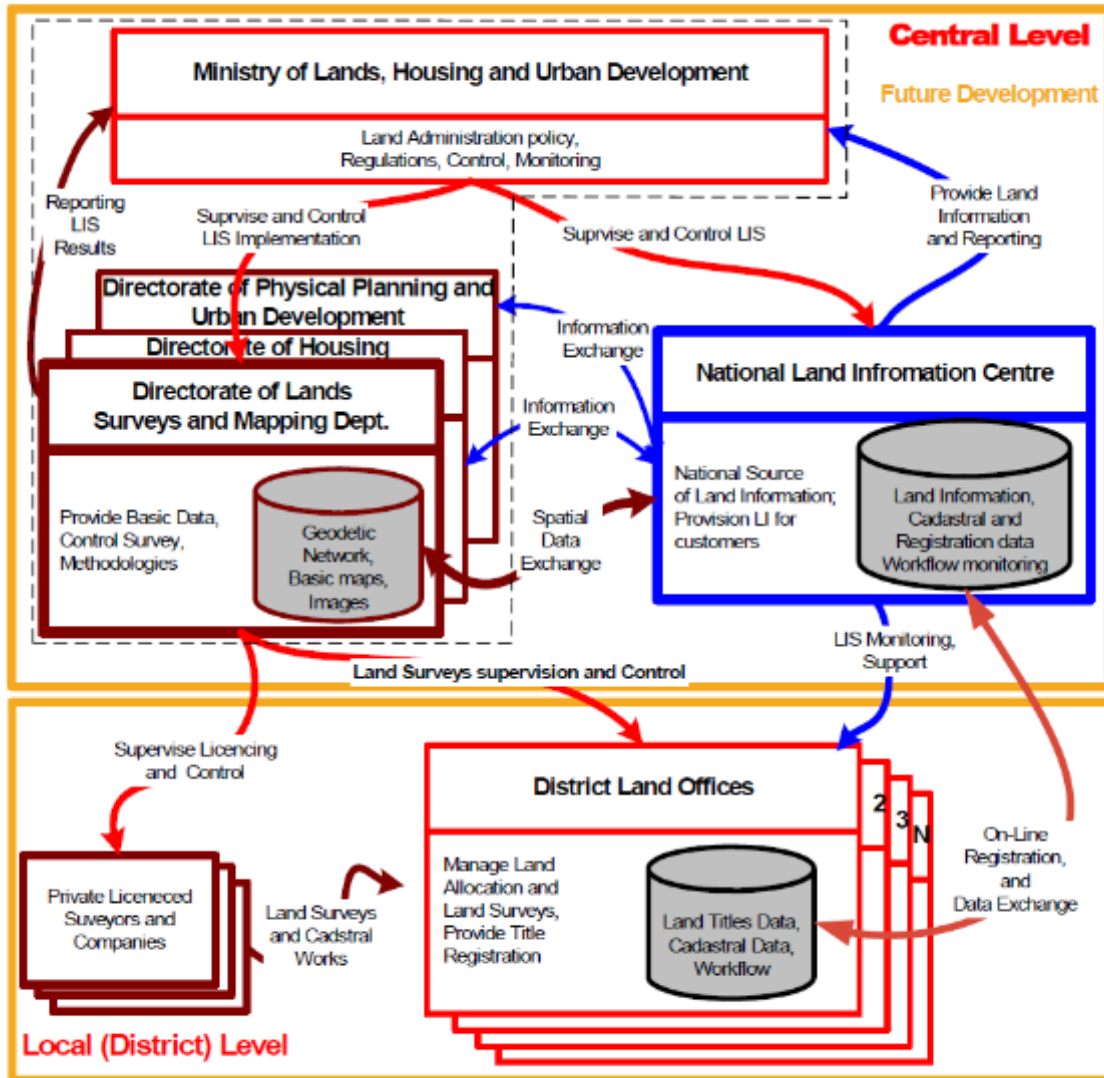
Figure 5 Regulations, Control and Monitoring

The LIS Strategy must concern with provision of online access to Land Administration and management records, integrated with all spatial and non- spatial data sets to support securing of Land Rights for both the Natural and Legal persons. The LIS should be fully integrated with the taxation system, commercial banks among other systems to support the securing of Land rights.

Overall Approach to LIS Implementation

The LIS establishment is based on a long term strategy (10-20 years) to achieve an efficient and effective Land administration and Management system for securing land rights and access to land information. The strategy is based on two Main Phases,

    i.   The Development of the basic Land information Infrastructure,

    ii.   The Maintenance and improvement of the Land information System.

It should be noted that the LIS development and implementation depends on other factors including:

- Long term political support, vision, and strategy of the system development

- Strong administrative and financial commitment and support to the state institution

- Cooperation of the private sector, public support and participation and other factors
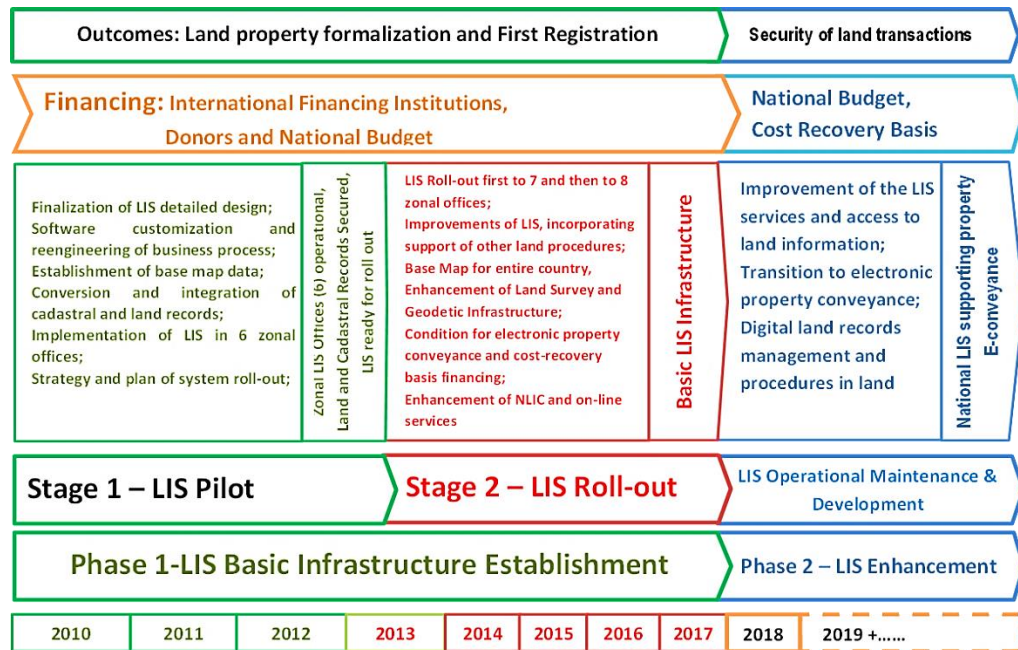
Figure 6: LIS Strategy-Diagrammatic Representation

6   Support Activities

A number of activities have supported the current land administration processes and particularly enabled the LIS to achieve its success (S*ee details in Appendices I*).

Uganda Geodetic Reference Frame (UGRF)

The UGRF has replaced the previously destroyed geodetic network, and has formed a basis for creating harmony in the different spatial datasets that are uploaded in the UgNLIS for different purposes. It has also supplied a control network that has led to an increase in much more reliable cadastral surveys and land registration, and other infrastructural developments

The Base Mapping Project (BMP)

The Base Mapping Project has produced Ortho-photos for the entire country with a resolution of 15cm in urban areas and 40cm in rural areas. This data set supports the checking for technical compliance for surveys and physical planning in the UgNLIS, and has also helped in execution of field surveys and production of topographical maps.

Systematic Land Adjudication and Certification (SLAAC)

The SLAAC Project has enabled an increase in parcel surveys and is ultimately causing an increase in land registration in the country

National Physical Development Plan (NPDP)

The National Physical Development Plan is an articulation of the spatial direction the future development of a country should take, and defines in spatial terms how this development should take place

Uganda has prepared her first National Physical Development Plan, which has provided a framework within which lower level physical development planning is taking place.

Rapid Physical Planning Appraisal (RaPPA)

RaPPA is a concept that was developed to stem the expensive and lengthy processes of preparation of Physical Development Plans and obtaining physical planning approvals. It has heavily supported SLAAC Project.

Training and Capacity Building

It was necessary to build capacity for both the running and sustenance of the Land Information System. Consequently, different categories of training were adopted that included tailor made courses, specific professional training and specialized training for the IT staff.

For a period of about 15 years, Swedesurvey together with Faculty of Geo-Information Science and Earth Observation (ITC), through the Netherlands, Government, undertook to offer specialized training annually to 2 professionals from Uganda at both undergraduate and post graduate levels.

Through the Swedish International Development Agency (SIDA), the Swedish Government trained 15 professionals at Masters Level for the Land Management Course at the Royal Institute for Technology (KTH), admitting 5 professionals annually for the period of 3 academic years (2006 - 2009).

The Swedish Government, under SIDA, trained 5 professionals annually for a period of 5 years starting from the year 2007, in a Land Administration and Management tailored International Training Program course at *Lantmäteriet in* Gävle.

The above mentioned type of training including post graduate training in various Universities in Europe and the USA, now augmented with post graduate training started in Makerere University in Kampala, has contributed to the successful implementation of various land sector reforms, and will hopefully ensure sustenance of those reforms.

Construction of Land Administration Buildings

The construction of several structures under the PSCP II and CEDP Projects became a vital support activity to Land Administration reforms that contributed to the successful implementation of the UgNLIS.

A total of 22 Ministry Zonal Offices were constructed with some of them designed with open office or hall format to support the conveyer belt operations and also enhance transparency, and are all now housing the UgNLIS at the respective Zonal Offices.

A National Land Information Centre (NLIC) was constructed in Kampala City that hosts the backup/ replication operations for the entire UgNLIS. It houses the Network Operations Centre (NOC) for the UgNLIS together with the Network Control Centre (NCC) for the UGRF, and executes training activities for capacity building for the sustenance of the running of the UgNLIS.

A Records Centre was put up in Entebbe at the Surveys and Mapping Department that is currently used for archival purposes.

The Project also financed the construction of an Administration Block, a Main Hall, and a Girl's Dormitory for the only Institute of Survey and Land Management, which has supported the training of technicians and also carries out short term courses for professionals already in the field.

7 Design, Development and Implementation of the Uganda National Land Information System (UgNLIS)

7.1 Business Area Analysis (BAA)

A report on assessment of status of business process, before re-engineering, in relation to land registration in Uganda including supported transactions, workflows, fees, existing systems, organization and staffing.

This report details the findings of an analysis into MLHUD land registration and cadastral business processes as a prerequisite for LIS system design and presented the registration basics in operation in Uganda and detailed transactions and preliminary workflows that would be supported by the system; this report preceded the business reengineering and user requirements documents which logically followed the analysis of the situation then and contained recommendations for improvements or changes in existing processes and detailed system requirements such as the data models, forms, users and user groups to be configured in the LIS.

The BAA was designed to provide an overview of title registration and cadastral business processes in MLHUD for use by business analysts under the DeSiLiSOR project. The BAA contains information that was required for software customization which together formed the basis of the LIS/PIMS to be installed in the 6 pilot MZOs and the NLIC.

The BAA report covers registration principles, organizational structure, staffing, existing IT systems, workflows, transactions and fee schedules that were required for the configuration of the LIS; sample documents that the system should generate were also included as well as numbering systems and cadastral processes.

The LIS was to support the activities of the Department of Land Administration (land allocation), the Department of Land Registration (title registration), the Department of Surveys and Mapping (surveys and deed plans), the Department of Physical Planning (planning control) and the Department of Human Settlements (condominium vetting), in addition to the support for the District Land Offices and the officers from these departments stationed there.

Regarding Client or Customer Services, at the time of the BAA the Ministry was in the process of preparing a Service Charter; this was a commitment to the provision of services within an agreed period of time. For example, standard office hours, turnaround times and fees.

Registry Information

This covered, in general, the structure and organization of the Ministry of Lands, Housing and Urban Development, including the Organization Structure of MLHUD; Registration Office Staff - Typical staff groups involved in the registration processes.

Registration Principles

This section describes the registration principles in operation in Uganda; including the registration system type and number of properties falling under the formal registration system: Property Basics - provides an overview of what property details are registered; Rights basics; Persons and Parties - describes how what party information is recorded during registration; Identifiers - the main identifiers used in the registration process are as follows: Parcel Identifiers, Volume/Folio, Instrument Numbers (Transaction Number), Land Administration File Number, Instruction to Survey.

Transactions

Transaction basics - provides an overview of the transactions of real property processed by the registry office (e.g. purchase, sale, and mortgage). Transaction Summaries present registrable interests as listed in the schedules of the Registration of Titles Act (1924), the Land Act (1998) accompanying regulations, the Condominium Act, 2001 accompanying regulations, the Trustees Act Cap 164 and the Trustees Incorporation Act Cap 165.

Transaction Parameters of selected transactions identified are detailed - this was primarily of interest to developers in configuring LIS software, and relates to the creation of rights, input and output forms and prescribed durations.

Rejection reasons - There were no documented reasons for rejection; common reasons include non-payment of fees, mismatching signatures, non-submission of photographs.

Registration Workflows

This section presented the main registration workflows covering the land administration, survey and mapping and registration departments. These workflows were subject to revision following validation by MLHUD and modification following the business process reengineering phase e.g. Application for a Leasehold (in case of land held by the district land board), Leasehold Registration in the Department of Land Registration, Transfer of Land, Survey and Deed Plan Preparation

Customary Ownership

There were few noted instances of the issuance of Certificates of Customary ownership; certificates of customary ownership are issued by an Area Recorder; no notification is made to the Department of Land Registration or District Land Office.

Documents Reviewed included Existing Registration Books, Other Ledgers, Certificate of Title, Document Archives.

Other major areas covered include: Cashiering and Fee Schedules; Integration with Cadastral System; Hardware and Software - This section provided an overview of IT in the Departments of Land Administration, Registration, Physical Planning and Surveys and Mapping, it was not exhaustive, it indicated a low uptake of ICT and limited internet and network capacity; and finally Legislation - Existing Registration Laws, Existing Registration Regulations

7.2 Business Process Re-Engineering (BPR)

The BPR Report provides recommendations for changes to business processes following the introduction of the LIS based on the findings of the BAA report and international best practice and factors external to the system which may affect its uptake. It contains an assessment of the DeSiliSOR project on the future state processes, technology and organizational changes that were required to support (and optimize the use of) the LIS. It was intended to provide MLHUD with an insight into the impacts of introducing a computerized land information system. The report is based upon the findings of the Business Area Analysis report and consultation with MLHUD. The premise of this report was that MLHUD was committed to the full decentralization of services.

MLHUD wished to transform itself into a modern efficient land registration service, through means of computerization, business process reengineering and organizational change. Following from the Business Process Reengineering phase the key findings in relation to these objectives can be highlighted as follows:

- The MLHUD did not need to undertake major organizational change. Significantly it already combines cadastral and registry operations under one roof, however a separate IT department would be required at HQ level and in high volume DLOs to support the IT infrastructure to be deployed.
- Generally speaking, MHLUD business processes required minor adjustments, primarily to accommodate both decentralization and computerization
- The survey process was an obvious bottleneck due to the lack of licensed surveyors at the time, the need for the use of modern equipment and the lack of a standardized fee structure.
- The proposed LIS is a workflow driven computerized land and property registration system. The use of this system would lead to faster processing times and increased transparency, which was a trend seen worldwide. It was estimates the time taken to process subsequent registrations could be reduced by as much as 40% through the introduction of the LIS (and more for the application of freehold and leasehold). The LIS would offer secure storage and consolidate the mailo, freehold and leasehold registers into a single unified register.
- A Web access module would allow citizens to gauge real time their status of their registration, subject to appropriate legislation/regulations being in place.
- Customer service centers in the DLOs would improve the levels of information provided to citizens meaning a reduction in the time DLO staffs need to spend assisting them with queries and applications; they would also clearly distinguish back office operations preventing authorized access.
- The elimination of ledgers and many paper forms would reduce printing and production costs.
- In order to accommodate the LIS, MLHUD would need to embark on a major staff training program as staff would be required to be IT literate.

The BPR Report describes revised business processes and business practices recommended following from the Business Area Analysis report; it formed the basis of the User Requirements

Document (URD) which detailed the functional and non-functional requirements that the LIS would deliver.

MLHUD Business Vision

The modernization vision for the MLHUD through the implementation of the LIS can be summarized as:

- Property rights need to be underpinned by <u>secure, accurate and up to date</u> land ownership and cadastral information.
- Land registry processes need to be <u>improved and streamlined</u> in order to adopt more transparent method of operation and to compete effectively for foreign direct investment.
- Security of tenure needs to be strengthened through the <u>elimination</u> of duplicate titles, double plotting and fraudulent titles.
- The District Land Offices need to <u>fully serve</u> the requirements of citizens and preclude the need for travel to Kampala Capital City both for title processing and fee payment.

In common with other countries embarking on the modernization of land registration services, it is possible to draw out some common threads that would define a future operating model for MLHUD, it should be noted that some of these objectives carry less weight than others and are based on best international practice: Reducing the cost to consumer and GOU, Speeding up process, Simplifying processes, Informing the consumer, Increasing transparency, Augmenting sustainability.

Guiding Principles

Given the MLHUD vision, the overarching solution principles that characterise the vision include:

- The LIS will allow for **effective exploitation of information** and knowledge to facilitate more informed decision making.
- The LIS will allow for the best use of **information that is easy to access and meaningful to the user.**
- The solution will be architected with **flexibility in mind**. The LIS solution will meet the current and future (wherever possible) MLHUD's business vision, strategy and priorities.
- Compliant, accurate, business **accountable and controlled use** of information and knowledge
- MLHUD **information will be securely held** and managed.
- Processes will be designed for simplicity making it **easy for the MLHUD staff to learn and operate** the system.
- The LIS will be designed with a simple and uncomplicated audit & control mechanism built in which is suitable for the target audience to **help eliminate duplication.**

Strategic Principles

There are a number of strategic principles that help define the solution. Strategic principles directly shape and influence the business of the Ministry of Lands Housing and Urban Development and include:

- The LIS will form a key part of MLHUD's modernisation effort.
- The LIS will be the default system for land ownership across Uganda.
- The LIS will:
  a) provide instant access to electronic registration information,
  b) streamline the procedures involved in land registration,
  c) provide management of real estate transactions,
  d) provide management information and reporting to appropriate stakeholders and partners,
  e) support digitalisation of existing paper documents.
    - The LIS will promote efficient customer service and excellent levels of customer care.
    - The LIS will be designed with flexibility in mind. Changes in the legal framework should be easy to replicate within the LIS.
    - The LIS will facilitate the reduction of paper forms, where possible whilst remaining within the legal/regulatory framework.
    - The LIS will develop and maintain sustainable long-term collaborative relationships with suppliers for the maintenance and support of the LIS.
    - Information contained within the LIS can be shared with other Ugandan government agencies and methodologies (such as property numbering) should be considered for adoption by them as well.

Business Risks to MLHUD

Even if Uganda were to enact the most modern or best thought-out land legislation, a series of risks may operate to frustrate modernization; It is important that the ongoing review of governing regulations by MLHUD be examined in the light of the introduction of the LIS and options for change identified so that the changes the system brings are readily adopted by MLHUD, likewise the review of the RTA and other related acts should be cognizant of the introduction of the LIS which may be operational before the passage of any legal framework.

Resistance to change is a factor linked to the demise of many reengineering initiatives, resistance may occur from those who gain from the current manual based system and those fearing redundancy following the introduction of the LIS; this is more likely to be a risk in Kampala whilst the Districts in reality are the ones that require up-scaling in terms of personnel.

The implementation of an IT system brings changes to working practices, staff roles and tasks will change, staff will be required to be computer literate, and customer focussed. This will require that a comprehensive IT training program be developed and rolled out to MLHUD prior to the deployment of LIS.

External actors, including the URA, the banks as well as those internal to the land delivery process such as the DLB can been seen as impediments to successful adoption of the LIS. If payment of Stamp Duty can only be done in Kampala citizens will see little benefit from the LIS. Likewise non-

functioning DLBs will mean that despite improvements in the movement of files bottlenecks will still exist. In addition MLHUD must strive to ensure closer cooperation with financial institutions to expedite the processing of payments.

Institutional matters and institutional capacity need to be handled holistically and all put in place along with the LIS, i.e. administrative capacity building and legislative reform, human resource development, adequate remuneration, the right equipment, premises fit for the purpose, secure or are stable finances available for continuous funding of the whole range of the processes and activities, sustainability i.e., the ability or capacity to sustain the reforms, policies or system in the long-term (including technically sustainability, financial sustainability & participatory sustainability) and effective dispute resolution. Many of these matters serve to highlight institutional rather technological issues will constrain effective uptake of the LIS.

Expected Benefits to MLHUD

- A Reduction in Fees
- The Introduction of Fast Track Procedures
- The Introduction of an Electronic Registry

Approach to Business Process Reengineering

The BPR report was developed within the framework of a recognized BPR approach which Davenport and Short (1990) developed and comprises the following steps:

- ***Develop the Business Vision and Process Objectives:***
- *** Identify the Processes to be Re-Designed:***
- ***Self Financing Agency***
- ***Understand and Measure the Existing Processes***
- ***Identify IT Levers***
- ***Design the New Process***

Identifying the Processes to Be Reengineered

- Organisation
  - Understanding and measuring the existing processes
- Business direction
- MLHUD Business processes
  - Fees
  - Cadastral Data
  - Information & Forms

The Future Organizational Implications

Adoption of reengineered business processes and the introduction of a more effective automated property registration system will undoubtedly have a human resources impact. It is possible that areas within the wider MLHUD organization that may see staff reductions and whilst other new functions require new or additional staff. The introduction of a computerized system will have a

significant impact on the use of technology within the organization. The technical implications extend to both the creation of a formal IT function and secondly, the use of IT by MLHUD staff.
The creation of an IT function will require new technical skills to be recruited in to the MLHUD. There will be a big demand for skills based around Microsoft technologies, including MS Windows Server Administration, Windows Domain Administration, Network Administration, and advanced level Database Management System Administration.

From an operational perspective, it is recommended that staff that will work in a technical support capacity go through a formal training process. This is to ensure that the MLHUD have the appropriate skills required to support and maintain the LIS.

A LIS Systems Administration function will be required to be able to manage the configuration of workflows, user management, system security and backup associated with the LIS.

With the introduction of modern technology into cadastral systems management staff from survey section will require training on equipment, software and GIS concepts.

New Staff Roles

The introduction of the LIS will introduce new roles to the DLOs, specifically these are as follows:
- **Customer Service Officer**; this person will supervise the operations of the Customer service sections ensuring that customers are served within established standards.
- **Intake Clerk**; this person will receive applications from citizens at an intake window, encode key information from and application form and check supporting documents. If the application is defective in any way the clerk will be able to reject the submission (this is not a legal assessment merely a cursory examining of information submitted). This person will return registered documents to an applicant or rejected documents.
- **Scanning Clerk**; this person will scan all incoming and outgoing documents maintaining a digital copy of all files that are processed by the DLO.

Other staff roles will remain the same as per the Land Act, it may also be unrealistic to expect new positions to be added when the existing ones remain unfilled.

- MLHUD IT Function - MLHUD would be required to create a new IT Function to support the deployment of LIS.
- Customer Service Charter - A customer service charter sets out sets MLHUD's commitment and the standards of service it aims to provide, this includes core values and agreed service times for transactions (e.g. registering a mortgage or a loan). This is common with many registration services around the world
- **Service Standards -** With the adoption of service standards MLHUD will be able to gauge its success against agreed targets and customers will be able to gauge how effective MLHUD is achieving these and be better informed about the services on offer.

Role of Commissioners and the Minister on System Design

It is noted that some transactions require the approval of the Commissioner of Registration (e.g. Vesting orders), Commissioner of Land Inspectorate, Commissioner of Geodesy and Surveys as well as the Minister of Lands Housing and Urban Development which has implications for the design of the system with the Commissioners and Minster based in Kampala (and in the case of the Commissioner for Geodesy and Surveys in Entebbe), thus 3 configuration options are envisaged:

- Full Decentralization:
- Partial Decentralization:
- Full Centralization

Establishing a Self-Financing Agency

The Technology Implications for MLHUD

The introduction of IT will introduce a change to the current way of working. Specifically, it will change the way in which information is collected, processed and disseminated. There will a number of new technology components introduced to MLHUD and this section highlights a number of the key ones:

1. Unified Database
2. User interaction with the System
3. Transaction Auditing
4. Forms generated by the System
5. Printing
6. Scanning
7. Web Access
   - Initial users of LRS Web Access
   The two most obvious and immediate beneficiaries of the LRS Web Access module would be lawyers and financial institutions:
   - Legal Implications of enabling Web Access
   Article 203 of the RTA establishes that the Register will be open for search. This section, and others within the Act, may however need to be strengthened to explicitly deal with the scenario of the legal register being kept in electronic form. Issues such as the legality of electronic signatures, approvals, etc, should be examined as the LIS will have the option for searching and reporting capabilities that the current legislation does not account for.

Designing the New Processes

This section presents revised business processes that are suggested for first, second and miscellaneous registration. Although the main purpose of the BPR is to identify possible reengineering of transaction processes, but many of the recommendations in the report are related to institutional capacity which are seen as a major impediment to system adoption. Recommendations related more to institutional capacity associated with delivery of the processes include, but are not limited to:

- Establishing a dedicated customer service area for property transactions;
- Improving the quality of spatial information coming from surveyors;
- Adopting a holistic approach to improving the land administration system;
- Decentralizing stamp duty payment and linking the CSC to the Bank so that as soon as the Bank receives the money, the Registry is notified and can proceed to process the registration. URA needs to be consulted for its consent.

The structure of the DLOs require little change, with the introduction of LIS there will be more formal distinction in roles and responsibilities and a suggested structure is as follows, as noted some additional roles have been identified but existing staff can assume these roles as needed:

- **_Customer Service:_** This is the front desk, where applicants submit their applications and a decision is taken as to which transaction type is required and documents are submitted. It also includes where transactions end and searches, with outputs being provided to the applicants. Limited business rules will be applied here, only to the extent to establish which the appropriate transaction is. Also includes Cashiering when a bank payment advice form is issued to the Applicant with fees due and bank details and Dispatch or delivery when registered transactions are returned to an Applicant.
- **_Registration:_** This is the most intensive and crucial activity, which includes the review and receipt of documents, any technical and financial assessments and approvals. Extensive use of regulations and laws will be applied here. The Registrar approves all transactions processed by the Registration Section.
- **_Survey and Mapping:_** Checking JRJs submitted and updating the cadastral database resulting from first registration, subdivisions and consolidations. The Cadastral Unit will maintain the digital cadastral index map. The District Staff Surveyor (DSS) approves all transactions processed by the Surveying and Mapping Section.
- **_Head of Department:_** Review of technical investigation and granting of official approvals.
- **_Document Management Section:_** Placing documents temporary and final archives and scanning of all incoming and outgoing documents.
- **_IT Section:_** IT support (for high volume DLOs) to service the IT infrastructure

Revised Workflows

The BPR presents as major outputs of the exercise the Revised Workflows and the associated Workflow Diagrams for configuration in the LIS.

7.3 Implementation of Land Information System (LIS) Phase I – Pilot Phase

In an effort to develop the National Land Information System, a number of studies were carried out from as early as 1983 to 2004, but major progress was made when the Baseline Assessment Report and the Preliminary Design for the LIS were produced in 2007. This was followed immediately by the design, development and implementation of the LIS Phase I through the Design, Supply, Installation, Implementation of the Land Information System and Securing of Land Records (DeSILISoR) Project.

LIS Phase I, which was a Pilot Phase involved 5 components:
- Component 1: Detailed Design of the LIS;
- Component 2: Data Conversion;
- Component 3: Data Integration;
- Component 4: LIS implementation (Development and Installation of LIS and IT equipment, Public Awareness Campaign, Training and Capacity Building); and
- Component 5: Review of the Design and Preparation for the Roll-Out

Details in Appendix II

Support Activities for LIS Phase I

As part of the major efforts to streamline the land administration and management system in Uganda, driven by development and implementation of the LIS, Government put in place a new Ministry structure comprising of 21 Ministry Zonal Offices (MZOs), which also effectively enabled definition of the 21 cadastral zones for the country. The National Land Information Centre (NLIC) was also put in place to provide the necessary technical backup support during the design, development and implementation of the LIS and to be used as a repository for land information.

Although 13 MZOs were constructed in LIS Phase I, the pilot phase involved setting up the LIS in 6 MZOs of Jinja, Mukono, Wakiso, Kampala, Masaka and Mbarara; Ministry Headquarters in Kampala, Surveys and Mapping Department in Entebbe and the NLIC in Kampala. In terms of improvement in the land administration and management system, services were decentralized to the 6 MZOs acting as one stop centers for delivery of land administration services. That meant that the public were to be served at only one MZO right from application to conclusion of land transactions, which was in contrast to the previous case where the public would have to travel long distances across the country to obtain services at the local District Land Office, then travel to Surveys and Mapping Department in Entebbe and then to the Ministry Headquarters in Kampala.

Figure 7 Old Jinja MZO and New Jinja MZO

Due to lack of up-to-date Basemap information, Ortho-rectified imagery, of 20 cm resolution for urban areas and 50 cm resolution for rural areas, covering the project area of about 17,000 km^2, was

produced to assist in the arduous work with cadastral data and the associated procedures during the digitization process.

Other Achievements under LIS Phase I

Other achievements in delivery of land administration and management services included the following:

- Increased transparency of business processes
- Establishment of audit trail - traceability of each step of the business process
- Digitization of land records and implementation of LIS contributed to securing of land transactions and provided the technical basis for elimination of fraud;
- Improvement of decision-making intelligence by incorporating data from other land related agencies
- Training of over 200 Ministry officials to support delivery of land services at the 6 MZOs, Ministry Headquarters in Kampala, Surveys and Mapping Department in Entebbe and NLIC
- Ability to produce reports – enabling smarter, better structured approach to monitoring performance of staff, MZOs and LIS in general
- Reduction in the number of days to register property, as measured by the Doing Business Report of the World Bank, from 227 in 2006 to 52 in 2012.
- Provision of improved information to the clients
  - More accurate
 - Easily accessible
  - Consistent and up to date

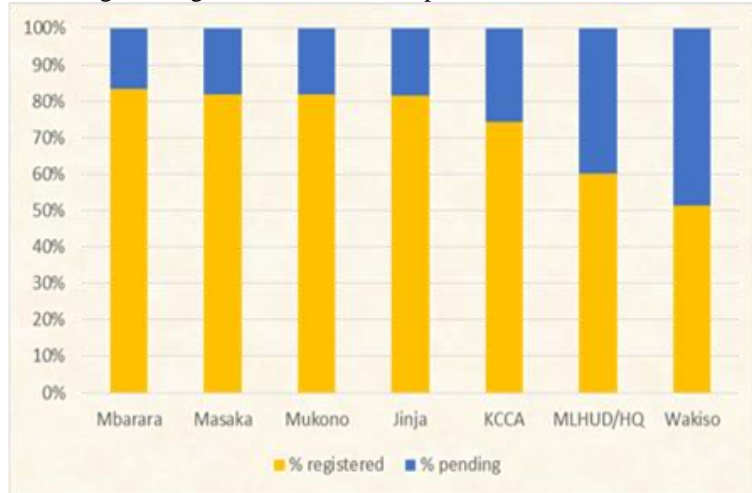**Figure 8 Land Records: Before and After Reorganization**

- ...es from survey data integration to the issuance of the title
- Organization of strict data management and backup
- The introduction of the LIS also:
  - Provided instant access to electronic registration and cadastral information,
  - Streamlined land registration procedures

- o Facilitated reporting to appropriate stakeholders and partners,
- o Supported further digitization of existing paper documents and ultimately contribute to the set up of e-government in the domain of land administration
- The LIS will allow effective use of the information and will facilitate the decision making process;
- The LIS will make land administration procedures more transparent, fast and simple and thus will enhance delivery of Land Administration services in Uganda
- Effective decentralization of cadastral and registration services
- Security of land transactions has been enhanced
- Improvement of the quality of records and their management
- Instant retrieval of information
- Establishing one stop centres for land administration and management, making it easier for the public to access services
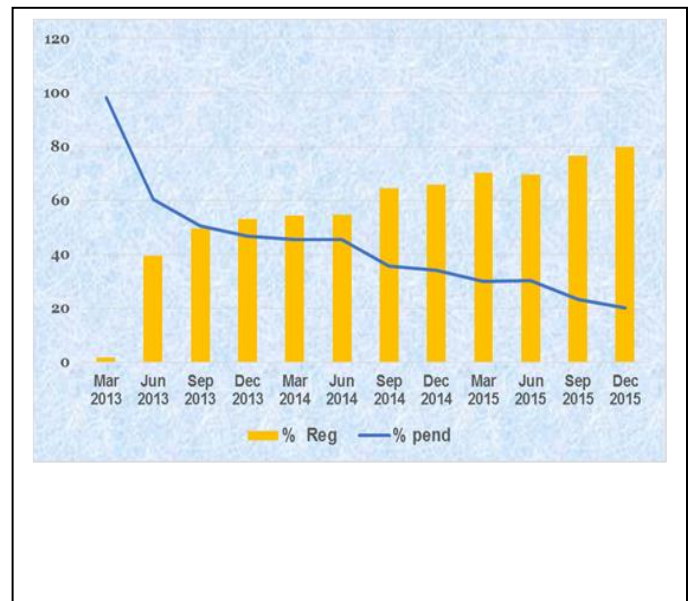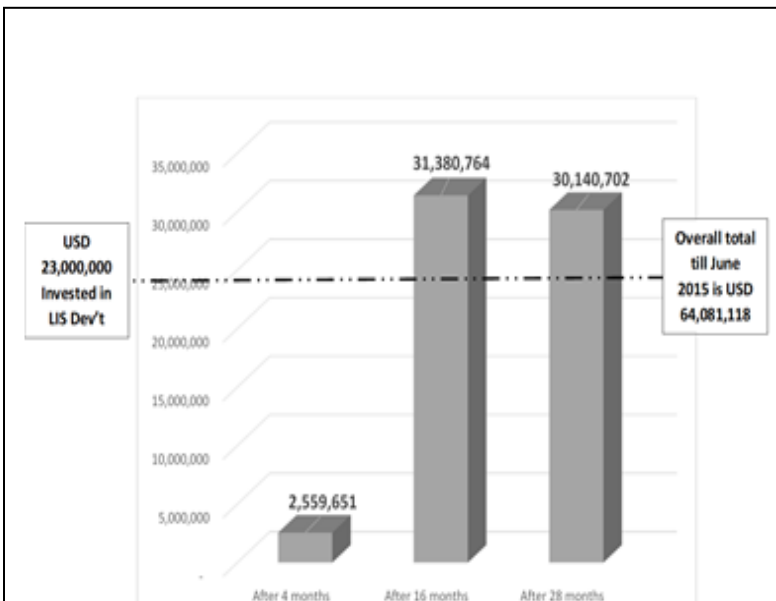
Percentage of Registered Transactions per MZO

S/N	MZO	FY 2013/14	FY 2014/15	No. of reduced days
1	Mbarara	35	13	22
2	Masaka	17	14	3
3	Jinja	25	17	8
4	Mukono	25	19	6
5	MLHUD/HQ	36	27	9
6	Kampala	44	43	1
7	Wakiso	71	52	19
Overall Total		**43**	**38**	**5**
				Transfers
				Transfer Mailo
				Transfer Freehold
				Transfer Leasehold

Figure 9 Registered Transactions per MZO

Challenges

Challenges during Closure of the Registry

- LIS training was disrupted as staff who were carrying out the sorting, updating and correction of Titles were also required to undergo training
- Inadequate number of staff at the beginning of the Project
- Delays in transfer of Titles to the newly established MZOs
- Delays in modifications of the buildings for LIS Installation and conclusion of the LAN setups
- Delays in concluding the Internet Connectivity for the LIS sites

Challenges at the Start of LIS Implementation

- Poor intranet connectivity between Surveys & Mapping Headquarters, MLHUD Headquarters and some MZOs, which bogged down progress of work
- Initially poor performance of some of the staff, due to low absorption of the newly introduced LIS
- Delays brought about by the need to 'commit' files into the final LIS database for normal transactions. 'Commitment' of files should have been completed earlier, but Registrars of Titles were few.
- Power outages and inadequate communication to the public affected LIS operations
- Slow start of operationalisation of the LIS – most staff were participating in the on job trainings while at the same time trying to serve the public
- The process of approval of the staff structure and recruitment of staff to support LIS implementation was slow

The sustainability of the DeSILISoR/Pilot Project was important for further development. In spite of the positive project results and achievements, the project sustainability was still associated with risks that needed to be properly addressed.
The main risks for sustainability were associated with:

- Need for continued political, administrative and financial support of the LIS development and functioning offices (MZOs, NLIC etc.);
- Lack of trained personnel to be assigned for all required positions in the MZOs and NLIC;
- need for strong coordination of many procurement activities in the project (like civil works for office infrastructure, LAN, Internet, base map etc.) that the system roll-out depends on;
- need for highly trained procurement and technical personnel on the Client's side - Lack of clear responsibilities to manage technologically complex procurements was another challenge to consider and resolve to reduce project risks;

Among other risks that affected daily activities of the LIS can be cited as follows: resolution of issues of unstable electrical power supply; timely supply and availability of all consumables required for the

MZO and NLIC normal operations; unstable Internet connectivity between offices and timely payments for the services provided.

The lack of on the job training/support and re-training of personnel, local staff to maintain the system and motivation and retaining of trained/skilled personnel in the structure is also one of the risks that can affect system sustainability in the medium term.

MLHUD also requires technical support and assistance in the development of the system and this support should be ensured to keep the pace of the system development and implementation.
The risks and issues for the next Phase of the LIS development can be summarized as follows:
- delay in timely completion of the new phase procurement and starting of the new phase of the project not later than the end of the maintenance period;
- failure in timely procurement for the design of the remaining MZO facilities and civil works in order to start construction of offices in time;
- delay of completion of the MZO facilities including correction of snags in existing offices before planned (a minimum 6 months before) date of the LIS deployment in these offices;
- delays in staffing of the NLIC and MZO with qualified personnel, according to the LIS staffing requirements and specifications;
- delay in the preparation of the bid documents and procurement for the base map for the project areas and related delay in the completion of the base map in relation to the date of the system deployment in new project areas;
- availability of the qualified procurement personnel in the Client organization to manage procurements of related components;
- availability of the qualified staff for the project implementation from the Client side;

The mitigation of these and other risks for the next phase of the project at the Pilot stage was the responsibility of the Client and all necessary efforts needed to be taken to organize timely procurement of the next Phase of the project.

Lessons Learnt/Recommendations

- The Infrastructural developments/arrangements should be completed ahead of actual installation of the LIS -that includes Construction of Buildings, LAN, Wide Area Network (WAN) Connectivity etc. That is, proper sequencing of project activities to ensure the proper use of project allocated time

- Information, Education and Communication campaigns to support the LIS development and implementation - should be carried throughout the development and implementation process. It is important to ensure that communication at national and local level is sustained. Appropriate communication and delivering the messages to keep the stakeholders and personnel informed regarding the project development is absolutely crucial at all levels: for the general public, within the Ministry staff but also to the political leadership.

- As much as possible, all project components which are necessary for the design development and implementation of the LIS should be carried out by the same contractor

-        Responsibility for maintenance of all types of equipment and software during the project should be left to the same contractor

-        On the Government side it is important to ensure that provision is made for funding of the activities once the project ends - but as was in the DeSILISoR/Pilot Project there should be a LIS maintenance period of 2 years: 1 year with full support by the contractor and the other year with full control by the Client with minimal maintenance by the contractor

-        Training and Capacity building should start as soon as the equipment installation is done - ensuring that there is compliance with regard to attendance of training sessions

-        The contractor should be responsible for provision of LIS office consumables and also fuel etc. for Generators, during the project and the first year of the LIS maintenance period

-        The staff to run the LIS at the MZOs must be in place by the beginning of the new project

-        The legal and regulatory framework for Land Administration and Management is outdated. This and related issues are stumbling blocks to the development and implementation of the ICT as well as digital technology in the land administration. The review of the legal and regulatory framework needs to be concluded. The laws that will support the implementation of the LIS should ideally be in place before the LIS is rolled out

-        The Project Implementation Plan, Data Conversion Methodology, Quality Control & Quality Assurance Plan, Training and Capacity Building Plan, PIAC etc.. should be completed in time and strictly be adhered to

-        There should be clear lines of communication with the Client, to ensure prompt response to issues raised, to avoid delaying the project progress - associated with this is the fact that the Client (including the political leadership) should at all times be kept abreast of the developments in the project

-        All execution of major LIS work including scanning, georeferencing, vectorisationetc..should ideally be incountry, to take advantage of local knowledge and encourage real capacity building necessary to contribute to sustaining operations of the LIS

-        The sequencing of major LIS project requirements and components should be in tandem with the overall Project implementation Plan

-        Because some of the identified issues are a result of deterioration of surveys and mapping standards and lack of adherence to procedures, it will be necessary to revamp the Surveys and Mapping subsector starting with policy, strategy and institutional strengthening which should include putting in place a new Survey Act, Regulations and Guidelines

-        Guidelines for the utilization of the Land Registry etc..should be thoroughly thought through to assist in streamlining Land Registry operations

- Large volumes of high quality land information generated under systematic demarcation, government land inventory and upgrading of mailo titles was to be processed along with normal transactions by the Survey and Mapping Department. Without additional resources, equipment and staffing the data processing bottleneck created could derail the entire project outcome.

- Technical Instructions or Practice Guidelines need to be provided to practicing surveyors, lawyers, land administration and management professionals before, during and after introduction of new tools for land administration and management, to avoid speculation and misinformation during execution of the Project.

- The Ministry needs to establish a Quality Assurance and Quality Control system to ensure that project deliverables meet the required standards set under the project.

7.4   Implementation of the UgNLIS Phase II

The **overall objective of LIS Phase II under the DeSINLISI Project** was based on the goal and objectives of the Land Sector Strategic Plan II (2013-2023) and Competitiveness and Enterprise Development Project (CEDP) and were defined as follows: *to consolidate and scale-up the result of the first stage of the Land Information System development, improve, upgrade and roll-out the LIS Solution to establish the National Land Information System Infrastructure (NLISI) for Uganda and to achieve an efficient, reliable, transparent, corrupt-free and affordable land administration services provision for the population, businesses and government*.

After successful implementation of the Pilot Phase (DeSILISOR project) covering 6 cadastral zones of Uganda (Kampala, Wakiso, Mbarara, Jinja, Masaka and Mukono), the Ministry of Lands, Housing and Urban Development decided to extend the LIS to the whole Country and open 15 additional Ministry Zonal Offices (MZO) divided in two phases.

Phase 1: Lira, Kabarole, Kibaale, Masindi, Arua, Gulu and Mbale. For these MZOs the buildings had already been constructed by the beginning of the project.
Phase 2: Rukungiri, Mpigi, Kabale, Mityana, Luwero, Soroti, Tororo and Moroto. For these MZOs the buildings were constructed during the project.
This nationwide implementation of the LIS aimed to bring all land related services closer to the Ugandan citizens.

Aims and Objectives

In order to provide more accurate information and a better level of customer services, the Ministry of Lands, Housing and Urban Development needed an efficient, effective and reliable Land Information System in order to manage land administration workflows and to automatically produce secured titles. It was also a must to finalize the process of securing the land records by their transformation into digital format.
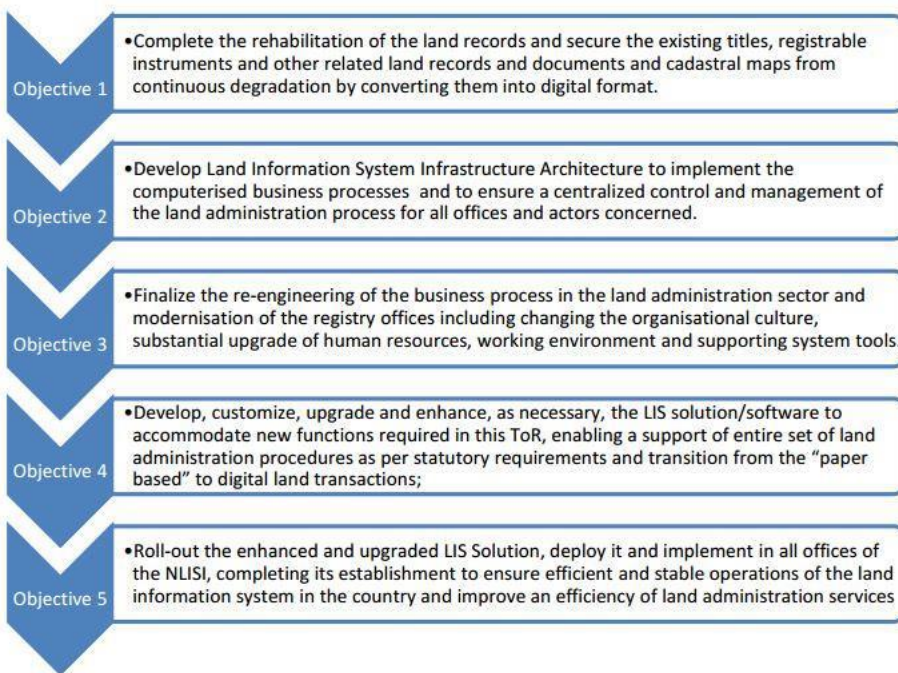
The main goal of the project was to provide the technology for full and comprehensive registration of land ownership and to encourage investments and national development. Therefore, the proposed system goes beyond the simple computerization of the existing data. It is devoted to

provide an improved and secure update of the land registry information system and incorporate physical planning and land valuation.

The Project has been implemented for a period of 5 years and now covers the entire territory of the country and all zones and districts: twenty-two (22) Ministry Zonal Offices (MZOs), the Uganda Land Commission (ULC), the National Land Information Centre, the MLHUD Headquarters (HQ) and the Department of Surveys and Mapping (DSM) in Entebbe

The Land Information System (LIS) aims to integrate the spatial and literal aspects of land administration data managed by the Ministry Zonal Offices. The project specific objectives were the following:

Objective 1	•Complete the rehabilitation of the land records and secure the existing titles, registrable instruments and other related land records and documents and cadastral maps from continuous degradation by converting them into digital format.
Objective 2	•Develop Land Information System Infrastructure Architecture to implement the computerised business processes and to ensure a centralized control and management of the land administration process for all offices and actors concerned.
Objective 3	•Finalize the re-engineering of the business process in the land administration sector and modernisation of the registry offices including changing the organisational culture, substantial upgrade of human resources, working environment and supporting system tools.
Objective 4	•Develop, customize, upgrade and enhance, as necessary, the LIS solution/software to accommodate new functions required in this ToR, enabling a support of entire set of land administration procedures as per statutory requirements and transition from the "paper based" to digital land transactions;
Objective 5	•Roll-out the enhanced and upgraded LIS Solution, deploy it and implement in all offices of the NLISI, completing its establishment to ensure efficient and stable operations of the land information system in the country and improve an efficiency of land administration services

Figure 10 LIS Objectives

The National Land Information System Infrastructure (NLISI) is to contribute to the establishment of a functioning, transparent and efficient land administration and improvement of land tenure security in Uganda. The NLISI serves as the main source of land information for physical planning and land development, land valuation, protection of land resources, and is also aimed at contributing to the economic growth of the country.

Overall Deliverables of the Project

The main deliverables of the project were defined as follows:

1. A LIS Solution Software including all modules (land registration, land survey and cadastre, land valuation and physical planning and other modules) installed in 22 MZOs and other NLISI offices,

2. All land related documents (Titles, Cadastral maps, Physical Planning and Land Valuation records) properly scanned, indexed and/or vectorised and fully integrated in the LIS,
3. The Final LIS installed in all 22 NLISI offices, the MLHUD Headquarters (HQ), SMD and NLIC;
4. Hardware and equipment purchased and installed and implemented in all NLISI offices;
5. The NLISI operational and providing the services for the Clients;
6. Trained personnel able to operate the system;
7. The Capacity built at the NLIC to maintain the NLISI and carry out their functions.

Project Components

Component 1: **Detailed Design of the LIS Roll-Out and NLISI**
Component 2: **Land Records and Data Conversion**
Component 3: **Registration and Cadastral Data Integration**
Component 4: **System Roll-Out and NLISI Establishment**

In addition to these four components were two groups of associated activities: **Capacity Building and Knowledge Transfer** and **Public Information and Awareness Campaign** (PIAC) which were directly linked to the management of the project. See details in Appendix II.

LIS Phase II - UgNLIS Achievements

The Uganda National Land Information System (UgNLIS) has made a profound contribution to the improvement of service delivery across the land sector with a substantial reduction in the time required for land transactions, minimization of opportunities for corruption, increase in accountability and strengthening of tenure security.

The following achievements have been registered since inception of LIS to date;
- **Improved Service Delivery**
  a) Decentralization of LIS to 22 offices taken land services closer providing a one stop-shop for all land registration services, therefore reducing the costs of movement from upcountry locations to Kampala or Entebbe where all transactions were initially registered and deed plans obtained respectively. Clients no longer have to travel to MLHUD Headquarters in Kampala, but can simply visit the MZO closer to their home. The interface with clients was enhanced, through the appointment of customer care officers and making the MZOs one stop centres for delivery of land services. Clients no longer have to travel to MLHUD Headquarters in Kampala, but can simply visit the MZO closer to their home. Transaction times have been reduced substantially.
  b) Reduced cost of doing business as a result of quick retrieval of information and speedy land transactions;
  c) Reduced turnaround time for producing land title from 52 days to 10 days;
  d) Streamlined land registration procedures in UgNLIS. All transactions in LIS follow predefined steps of the workflow and a list of required documents are predefined as well. This has reduced on the time of processing a transaction and improved on Service delivery.

e)   Instant access to electronic registration records for transactions such as certified copies, search letters, etc. saves time of retrieving manual records from the strong room.

- **Increased transparency and land security**

    a)   Increased transparency has been achieved by use of portals and dashboards to display all information entered in the system also by way of transaction processing by the Commissioners of different departments and physical monitoring of MZO activities by NLIC Staff

    b)   Established two portals: one public portal for the general public and the other is a corporate portal for financial institutions, professionals i.e. lawyers and surveyors among others. These portals will be operational in due course and both the public and professionals will be able to access land related information online

Figure 11 Features of the NLIS

    a)   Public Confidence in government's ability to secure land and provide efficient land services has increased. As a result, accountability on government side has improved with reduction in number of forgeries, missing land records and faster resolution of land disputes.

    b)   Restoration of trust and confidence in the land registration system

    c)   Reduced land litigation cases as a result of improved security of land ownership;

d) Upload of customary land parcels in the LIS to has prevented registration of other tenures on the already existing customary tenure hence securing customary land tenure.

e) Reduction in duplication of titles by integrating parcels with respective titles.

f) Introduction of one title one parcel has reduced or eliminated challenges related to double plot numbering since each title is linked to one parcel only.

g) Improved surveys and mapping as issues of overlapping surveys and double plotting have been dealt with

h) Integration efforts with other government agencies such as Uganda National Roads Authority (UNRA), National Environment Management Authority (NEMA), National Forestry Authority (NFA), Uganda Bureau of Statistics (UBOS) to ensure parcels aren't created in gazette areas has helped in assuring that land in UgNLIS is legit.

- **Increased number of transactions registered**

a) Number of registered transactions have greatly improved overtime.

- **Establishment of audit trail of land** transactions by tracking statuses of transaction by stage, user or group.

- **Reduced land transaction malpractices such as forgery and fraud**;
- Elimination of unprocessed land registration transactions, since the NLIS is premised on the principle of first in first out;
- Safe storage of records and space saving, which has led to better security of records by reducing possibilities of manipulation;
- Elimination of manual system and problems associated to it, thus leading to efficiency and effectiveness in land transactions which is essential for economic competiveness;
- Availability and quick retrieval of various land related statistical data and reports on the types of land, area and ownership as and when required;
- Transparency International reported the probability of paying a bribe for land services plummeted from 46.5 percent in 2014 to 19.2 percent in 2017

Transparency International also reported value of bribes dropped by 76 percent in 3 years
- **Increased revenue generation**

a) Decentralized payment of stamp duty has reduced on the time of travelling to Kampala to pay for a service
b) System to System interface between UgNLIS and e-tax system of Uganda Revenue Authority (URA) for verification of payments receipts has reduced on forgeries of payment receipts and the time of manually verifying receipts leading to a boost in the revenues collected.
c) It should be noted that approximately UGX 710,414,507,637 has been generated from land related transactions since its launch in February 2013 to June 2019. This is revenue generated from land related activities right from

application made to the Area Land Committees till transaction is completed at the MZO. This revenue includes both the Taxable revenue and Non-taxable revenue.

Table 1 Revenue Collection

Financial Year	UGX Revenue generated (TR & NTR)
FY 2012/13 (4 months)	9,472,000,000
FY 2013/14	116,109,700,000
FY2014/15	111,521,700,000
FY2015/16	50,079,500,000
FY2016/17	132,870,433,600
FY2017/18	136,274,075,191
FY2018/19	154,087,097,846
Total Revenue	**710,414,506,637**

Source: MLHUD LIS Data 2019

The cumulative generation of US$193.7 million in revenue near completion of the project represents an enormous 294% percent return on the US$66 million investment provided as a World Bank loan that includes the construction of buildings.

Challenges

The major challenges experienced in design, development and implementation of the UgNLIS included the following:

- Poor state and quality of the land related records including land administration documents, titles, maps (mismatch between the final scanned maps and what exists on the ground)
- Maintenance challenges: basic infrastructure, power and connectivity
- Slow adaptation of the Ministry structure to the new working environment requiring new or differently skilled personnel, staff structure
- Reluctance to adopt new business processes
- Sensitization: The public is not well informed about the new changes in land administration and management across the country.
- Limited continuous capacity building for the MZO and Ministry staff
- Legal and regulatory framework was not fully consistent with flexible development framework driven by modernization of land administration services
- Delays in the completing LIS compliant infrastructure including the new buildings which had a severe impact on the implementation of the project.

- The discommoding sequencing of support projects of Uganda Geodetic Reference Framework and the Base Mapping Projects which were supposed to provide inputs for the UgNLIS development and implementation but they started two or three years after, and very important inputs for map conversion like orthophotos were delivered late for use in the georeferencing process of cadastral and topographic maps.
- There were glaring gaps between the planned staff recruitment and deployment and actual implementation, leading to disruption of the training and capacity building program which had a huge impact on the actual development and implementation of the UgNLIS
- Lack of a clear plan for retention of highly skilled and experienced staff now sustaining operations of the UgNLIS
- Inadequate technical and administrative structure for the NLIC and MZOs that should establish clear reporting channels and relationship with support administrative functions and the technical functions of land inspectorate, physical planning, valuation, surveys & mapping and land registration
- Inadequate budgetary provision for UgNLIS maintenance and operations to cater for recurrent costs for utilities, internet connectivity, fuel, SMS support, specialised printing materials leading to disruption of land services delivery

8   Summary of Specific UgNLIS Standard Operating Procedures (SOPs)

Introduction

There was need to carry out a Business Process Reengineering (BPR), the basis of which was the investigation and information collected during the initial requirements process and outputs of the Phase I of the project – Pilot Phase, as well as further analysis carried out as part of Phase II of the project – Roll-Out Phase. Its essence was an outline of business process change in the day to day operations of the Departments involved in the Land Administration that will streamline and significantly improve the efficiency to register titles, perform valuations and assist in the physical planning while increasing productivity.

Awareness of IT capabilities can and should influence process design. This is particularly relevant in relation to forms and files being used. The actual design should not be viewed as the end of the BPR process. Rather, it should be viewed as a prototype, with successive iterations. The work plan was revised to reflect multiple iterations of an end product with increasing functional requirements being added. In this way the MZO remained an active partner in the configuration process providing feedback in respect of actually undertaking process redesign. The design team applied an approach that built on the work undertaken during Phase 1 and that focuses on the transactions that can be completed under Uganda's land administration system. The focus on transactions enabled the team to gain a detailed understanding of not only the associated workflows but also the roles and responsibilities of the various institutions involved in land administration in Uganda e.g. Area Land Committees, District Land Boards, Uganda Land Commission and MLHUD which work together and interact to deliver land administration services. The starting point included a review of the processes that were documented and subject to redesign during Phase I of the project. This included many of the core land administration processes relating to transactions associated with both first and subsequent registration. While these transactions had already been subjected to redesign for the purpose of design and development of the Phase I system they were subject to further evaluation to ensure that they complied with the Phase 2 NLIS business vision. Additionally, the design team continued to work collaboratively with the client to identify those transactions that could not be included in the Phase I system, to document them, prepare associated workflow documentation and elicit business rules and requirements. This was achieved through the use of workshop style meetings between members of the design team and nominated Ministry staff (including Registrars, Senior Lands Officers, Senior Government Valuers, Senior Staff Surveyors, Cartographers etc.). Similar to Phase 1, a key focus of the work was to critically review current processes with a view to eliminating duplication of effort and waste while at the same time remaining cognisant of the requirements of the current legislative framework governing how transactions are dealt with.

The UgNLIS as a Full System

The UgNLIS is not only software but a full System with all its components: Software, Hardware, Data, Knowledge Transfer and Communication.

The UgNLIS is now deployed in 25 sites (22 Ministry Zonal Offices, Uganda Land Commission, MLHUD Headquarters in Kampala and Survey and Mapping Department in Entebbe) + Mobile Office Solution deployed in 5 pilot sites (Mukono, Luwero, Masindi, Jinja and Wakiso-Busiro).

All the data replicated from the MZOs to NLIC are merged in a unified database feeding the Corporate and Public Portals.
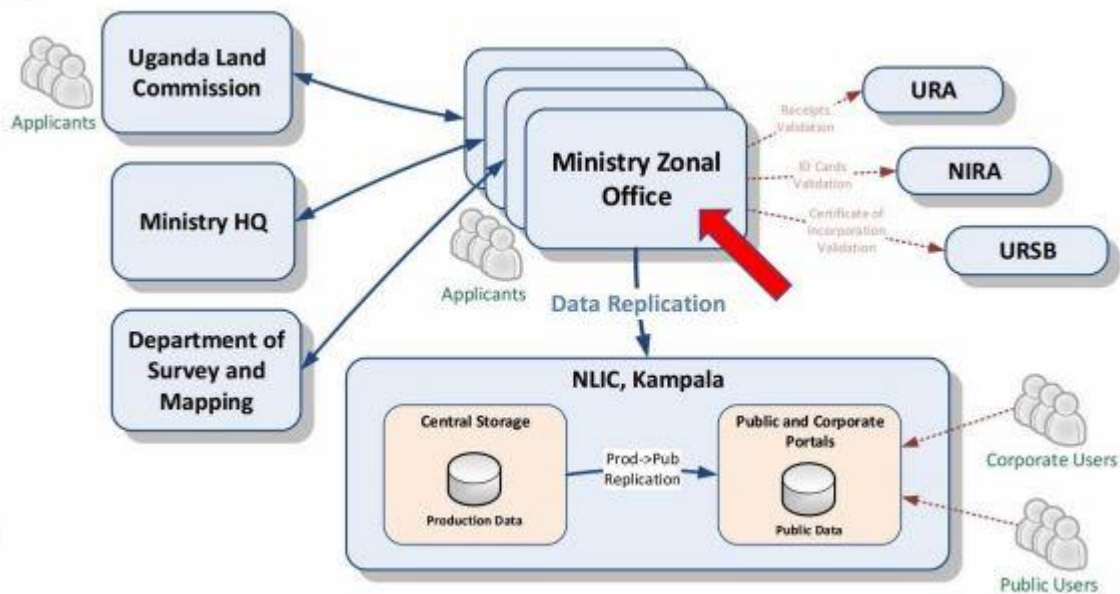
Figure 12 Architecture – Sites of UgNLIS

All the MZOs can have access to external authorities for validations:

1. URA for payment receipts validation,
2. NIRA for ID Cards validation,
3. URSB for Certificate of Incorporation validation.

The UgNLIS is based on 8 User Components:

- Workstation,
- Staff Portal,
- Dashboard,
- Administrator,
- Scan Client,
- Physical Planning Client (QGIS),
- Public Portal,
- Corporate Portal

These components bring specific functionalities such as:
- First In First Out (FIFO) processing
- Open/Close Office
- Notifications by email/SMS
- Subscriptions for calendar reports
- Status of MZO activities on Dashboard
- Integration of Registered Surveyors
- Communal Land Associations Incorporation/Dissolution
- Tools for Data Conversion: Titles, JRJ, LAF

Workstation is the main module used in the MZOs. 106 transactions are configured in this module and are organized in "groups" of similar transactions:

- First Registrations
- Property Mutations
- Mortgages and Charges
- Transfers
- Caveats and Court Orders
- Probates, Administrators, Guardians
- Land Valuations
- Searches
- ULC Transactions
- Data Conversions

Some of the transactions configured, including forms and reports configured:
(Details in Appendix III)

- **Transactions Configured:**
  o Amalgamation
  o Caveat
  o Caveat by Registrar
  o Caveat Withdrawal
  o Change of Name
  o Conversion Customary Tenure to Freehold Tenure
  o Data Maintenance
  o Freehold Transfer
  o Grant of Freehold
  o Leasehold by District Land Board
  o Leasehold by Uganda Land Commission
  o Leasehold Extension
  o Leasehold Variation
  o Letter of Administration
  o Mailo Transfer
  o Mortgage
  o Mortgage Release
  o Mortgage Transfer
  o Mortgage Transfer by Decree
  o Mortgage Variation
  o Search Letter
  o Special Certificate
  o Subdivision

- **Forms Configured:**
  o Acknowledgement of Delivery
  o Acknowledgement of Receipt
  o Deed Plan
  o Freehold Certificate of Title

o Instruction to Survey
o Leasehold Agreement DLB
o Leasehold Agreement ULC
o Leasehold Certificate of Title
o Mailo Certificate of Title
o Notice of Caveat
o Notice of Correction
o Rejection Letter
o Search Letter
o Search Letter Manual
o Survey Rejection Form

- **Reports Configured:**
  o Efficiency of Operations
  o Pending Transactions Summary
  o Registration Progress
  o Staff List

Monitoring UgNLIS

Monitoring is implemented at central level through the Network Operation Centre (NOC) at NLIC and at MZO level through the Daily Case Management module. The main purpose of NOC is to increase UgNLIS availability and security and to increase service support while that of Daily Case Management is to improve MZO productivity, get statistics and produce reports.

The NOC is implemented at NLIC where a dedicated team is permanently monitoring the availability of the LIS in all MZOs through different dashboards showing services availability, network performances, hardware status, etc.

Functions of the NOC include: Network Operations, Problem Management, Performance Measurement and Tuning, Configuration Control, Security Management, Management Reporting.

The Daily Case Management (DCM) functions of UgNLIS are crucial to monitor staff performance and workload, to provide in-time response and to improve customer service and satisfaction. DCM is implemented through Dashboards:

- Activity Stream
- Transactions Progress
- Transactions Overdue
- Tasks Load by Role
- Tasks Load by User
- Tasks Completed
- Security – Authentication
- And others ….

8.1 Selected Transactions

Leasehold by District Land Board

This was chosen with a deliberate juxtaposition with the process followed before actual BPR and coincides with the period before and even after enactment of the Land Act. The process for titling was cumbersome, tedious and lengthy. Far too many steps were involved and the Registration system was such that mistakes deliberate or otherwise were easy to make. Under this cumbersome system, the application moved to and from the District Land Office several times, Surveys and Mapping Department in Entebbe, Uganda Land Commission (which was the Controlling Authority), Kampala Ministry Headquarters (where all Leasehold titles were prepared). See Appendix IV for the list of steps.
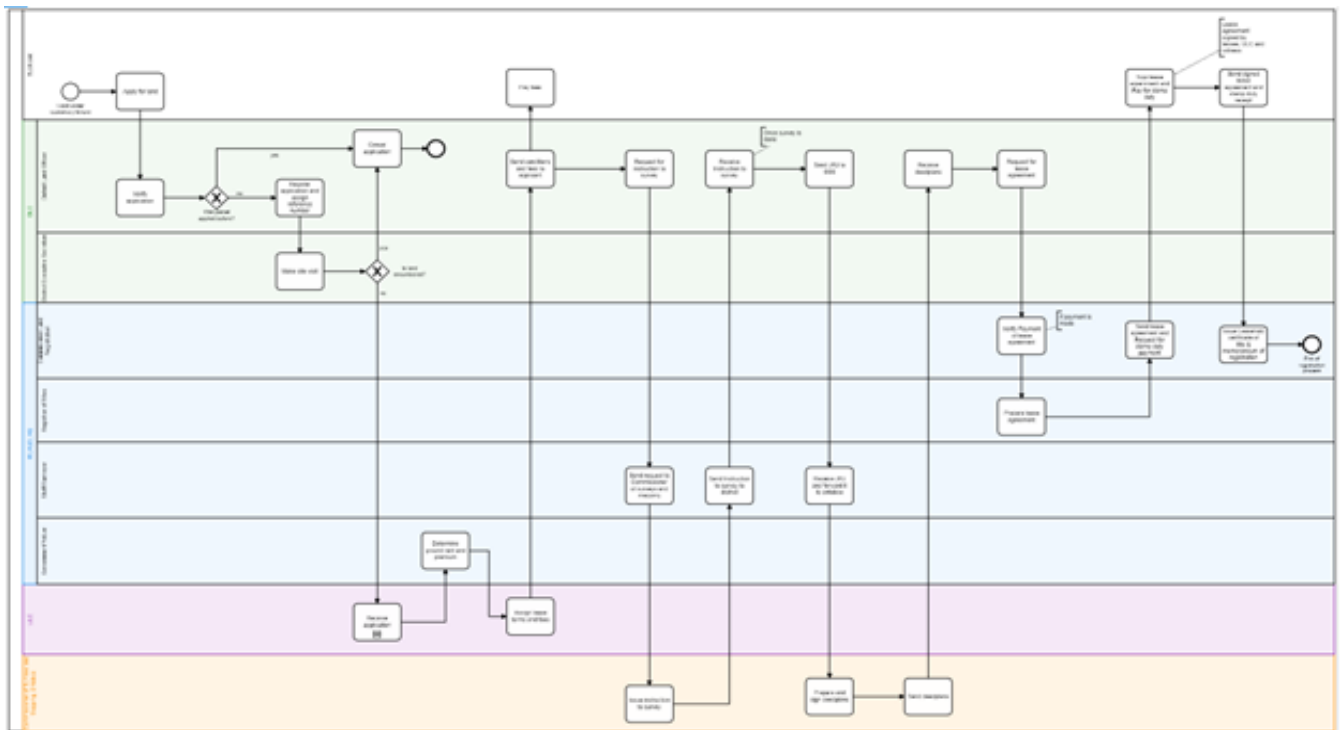
Figure 13 Registration process before the BPR, LIS operations   *Zoom In to View*
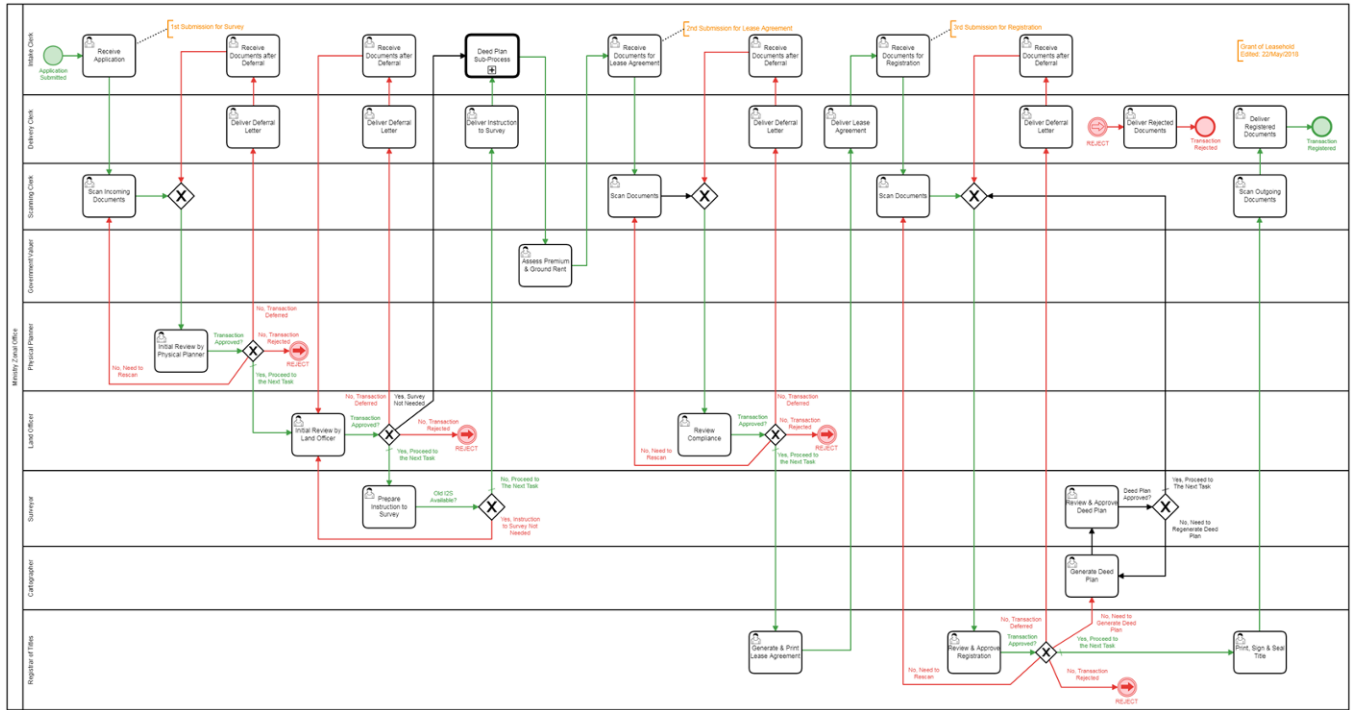
Figure 14 Grant Of Leasehold-Most of the Registration activities take place in one Office – The MZO   *Zoom In to View*
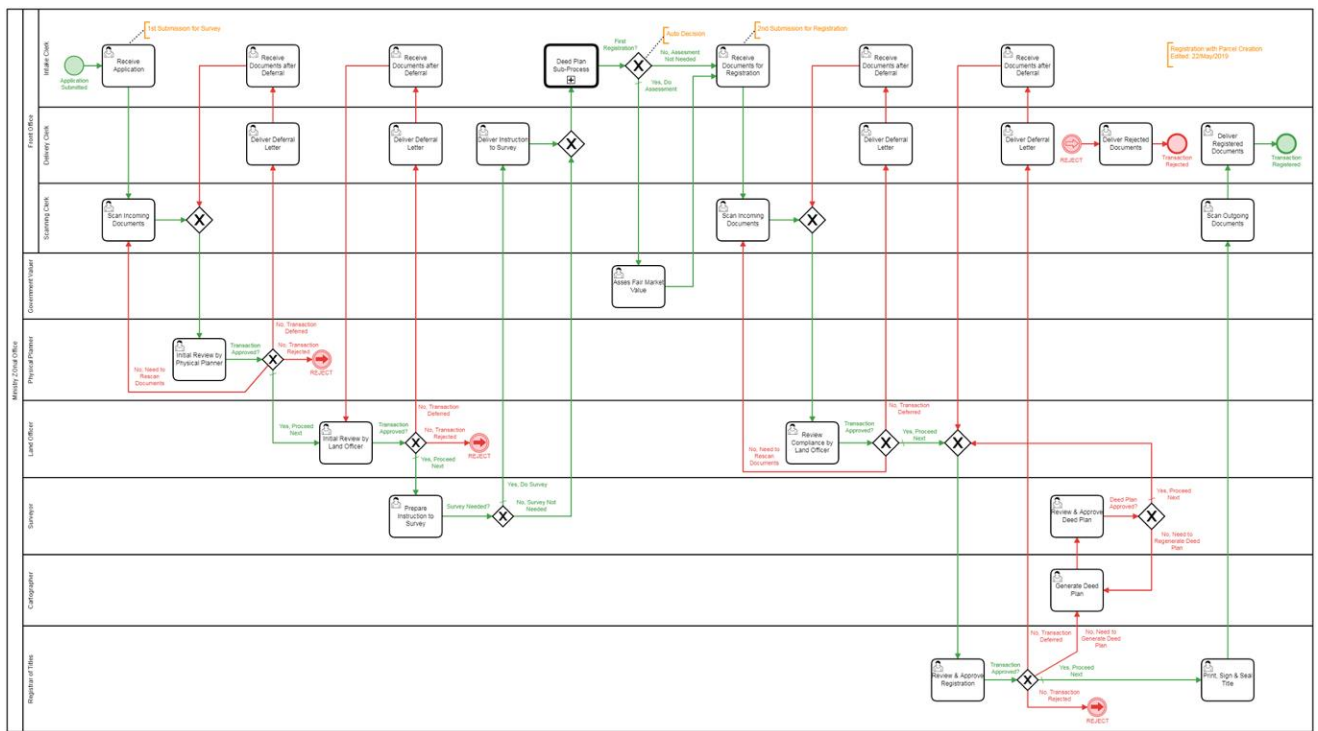
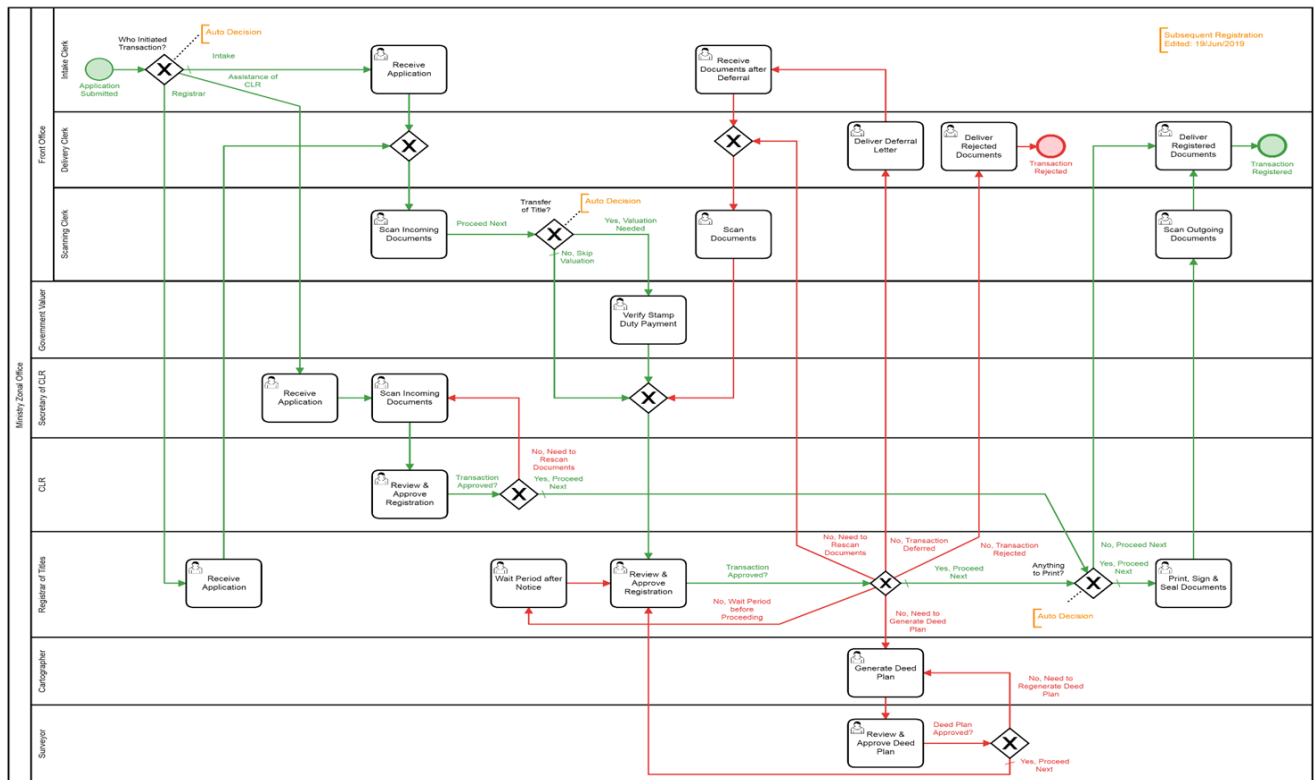**Figure 15 Registration with Parcel Creation (Grant of Freehold)**   *Zoom In to View*

Figure 16 Subsequent Registration Universal (Mortgage and Transfer of Title) *Zoom In to View*

Posters – Steps to be followed for Transactions

8.2   Identified Short Falls

- Even if Uganda were to enact the most modern or best thought-out land legislation, a series of risks may continue to operate and frustrate modernization; Indeed although quite a lot of efforts have been put to ensure finalization of review land related laws like the Registration of Titles Act, Survey Act, Surveyors Registration Act, Condominium Act and enact the new Land Information System Law, Real Estates Agents Law, Valuation Law, this work is yet to be completed

- Resistance to change from those within and outside the Ministry who gained from the previous manually based system and those who are uncertain and fear redundancy following the introduction of new LIS procedures

- External actors, including the URA, the banks as well as those internal to the land delivery process such as the DLB can been seen as impediments to successful adoption of the LIS. If payment of Stamp Duty can only be done in Kampala or done inefficiently, citizens will see little benefit from the LIS. Likewise non functioning or ineffective DLBs for various reasons will mean that despite improvements in the movement of files, bottlenecks will still exist

- Institutional matters and institutional capacity need to be handled holistically and all put in place ideally along with the LIS, however these continue to be ominous issues, yet critical to successful implementation of the LIS. Thus the need for administrative capacity building and legislative reform, human resource development, adequate remuneration, the right equipment, premises fit for the purpose, secure or are stable finances available for continuous funding of the whole range of the processes and activities, sustainability i.e., the ability or capacity to sustain the reforms, policies or system in the long-term (including technically sustainability, financial sustainability & participatory sustainability) and effective dispute resolution.

- Sustained Administrative and Political will to own and support for LIS implementation including the new Structure required for full operationalization of the LIS

- Inability to prioritize LIS support activities including the Geodetic Network, Basemapping program, infrastructural activities including purpose built LIS compliant buildings

- Ineffective Information, Education and Communication campaigns to support the LIS development and implementation

- Lack of a plan to retain highly skilled and trained staff that maintain operations of the LIS

8.3   Recommendations

- There should be a continuous process of reviewing workflows aimed at optimizing them to improve transaction efficiency – much more possible with experience gained by LIS Users and maintenance Staff. There should be a deliberate program aimed at elimination of backlog, then followed by institution on the First In First Out (FIFO) LIS controlled process

- There should be a dedicated program to improve LIS land related data quality through a Data Cleansing Process, resulting in reduction or elimination of duplicate titles, inaccurate geospatial data and harmonization of land administration information

- There should be dedicated well trained Customer Care staff operating in an Open Office arrangement. Performance Targets should be set for all staff and using the Daily Case Management System of the LIS, and there should be a clear continuous monitoring arrangement of staff performance. This should be supported by availability of a Clients Charter indicating among others the official fees to be paid.

- There should be an efficient process of payment of fees, by ensuring an appropriate interface is put in place with URA for collection of revenue, with a possibility to continuously monitor the generation of revenue

- A holistic Sustainability Plan must be developed to ensure the ability or capacity to sustain the reforms, policies or system in the long-term (including technically sustainability, financial sustainability & participatory sustainability) and effective dispute resolution

- Efficient and effective Interfaces with NIRA, Banks, URSB and other relevant MDAs should be put in place, supported by online services

- There should be continuous participatory Information, Education and Communication campaigns to support the LIS development and implementation

- The review of land related laws, including those that impact on the land registration process that has taken an inordinately long time, should be concluded

8.4   Achievements

The following achievements have been registered since inception of LIS to date;

- **Improved Service Delivery**

    a) Decentralization of LIS to 22 offices has taken land services closer to the public, providing a one stop-shop for all land registration services.
    b) Reduced cost of doing business as a result of quick retrieval of information and speedy land transactions;
    c) Reduced turnaround time for producing land title from 52 days to 10 days;
    d) Streamlined land registration procedures in UgNLIS. All transactions in LIS follow predefined steps of the workflow and a list of required documents are predefined as well. This has reduced on the time of processing a transaction and improved on Service delivery.

e) Instant access to electronic registration records for transactions such as certified copies, search letters, etc. saves time of retrieving manual records from the strong room.

- **Increased transparency and land security**

  a) Increased transparency has been achieved by use of portals and dashboards to display all information entered in the system also by way of transaction processing by the Commissioners of different departments and physical monitoring of MZO activities by NLIC Staff

  b) Established two portals: one public portal for the general public and the other is a corporate portal for financial institutions, professionals i.e. lawyers and surveyors among others. These portals will be operational in due course and both the public and professionals will be able to access land related information online

- **Increased Public Confidence**
  a) Public Confidence in government's ability to secure land and provide efficient land services has increased. As a result, accountability on government side has improved with reduction in number of forgeries, missing land records and faster resolution of land disputes.

  b) Restoration of trust and confidence in the land registration system

  c) Reduced land litigation cases as a result of improved security of land ownership;

  d) Upload of customary land parcels in the LIS has prevented registration of other tenures on the already existing customary tenure hence securing customary land tenure.

  e) Reduction in duplication of titles by integrating parcels with respective titles.

  f) Introduction of one title one parcel has reduced or eliminated challenges related to double plot numbering since each title is linked to one parcel only.

  g) Improved surveys and mapping as issues of overlapping surveys and double plotting have been dealt with

  h) Integration efforts with other government agencies such as UNRA, NEMA, NFA, UBOS to ensure parcels aren't created in gazetted areas has helped in assuring that land in UgNLIS is legit.

- **Increased number of transactions registered**

  a) Number of registered transactions have greatly improved overtime.

- **Establishment of audit trail of land** transactions by tracking statuses of transaction by stage, user or group.

- **Reduced land transaction malpractices such as forgery and fraud**;

- Elimination of unprocessed land registration transactions, since the NLIS is premised on the principle of first in first out;
- Safe storage of records and space saving, which has led to better security of records by reducing possibilities of manipulation;
- Elimination of manual system and problems associated with it, thus leading to efficiency and effectiveness in land transactions which is essential for economic competiveness;
- Availability and quick retrieval of various land related statistical data and reports on the types of land, area and ownership as and when required;
- Transparency International reported the probability of paying a bribe for land services plummeted from 46.5 percent in 2014 to 19.2 percent in 2017

  Transparency International also reported value of bribes dropped by 76 percent in 3 years
- **Increased revenue generation**

  a. Decentralized payment of stamp duty has reduced on the time of travelling to Kampala to pay for a service
  b. System to System interface between UgNLIS and e-tax system of Uganda Revenue Authority (URA) for verification of payments receipts has reduced on forgeries of payment receipts and the time of manually verifying receipts leading to a boost in the revenues collected.
  c. It should be noted that approximately UGX 710,414,507,637 has been generated from land related transactions since its launch in February 2013 to June 2019. This is revenue generated from land related activities right from application made to the Area Land Committees till transaction is completed at the MZO. This revenue includes both the Taxable revenue and Non-taxable revenue.

Table 2 Annual Revenue

Financial Year	UGX Revenue generated (TR & NTR)
FY 2012/13 (4 months)	9,472,000,000
FY 2013/14	116,109,700,000
FY2014/15	111,521,700,000
FY2015/16	50,079,500,000
FY2016/17	132,870,433,600
FY2017/18	136,274,075,191
FY2018/19	154,087,097,846
Total Revenue	**710,414,506,637**

Source: MLHUD LIS Data 2019

The cumulative generation of US$193.7 million in revenue near completion of the project represented an enormous 294% percent return on the US$66

million investment provided as a World Bank loan that includes the construction of buildings.

Figure 17 Returns on Investment
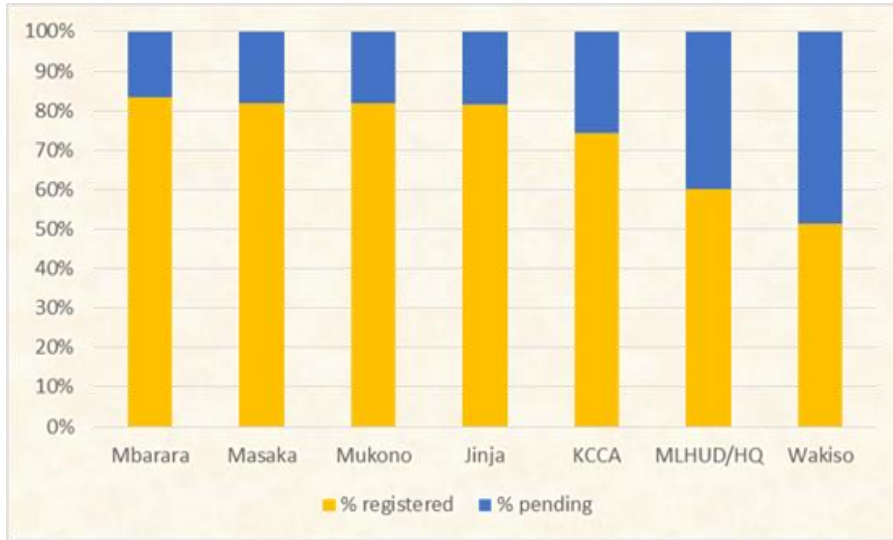
Figure 18 Percentage of Registered Transactions per MZO
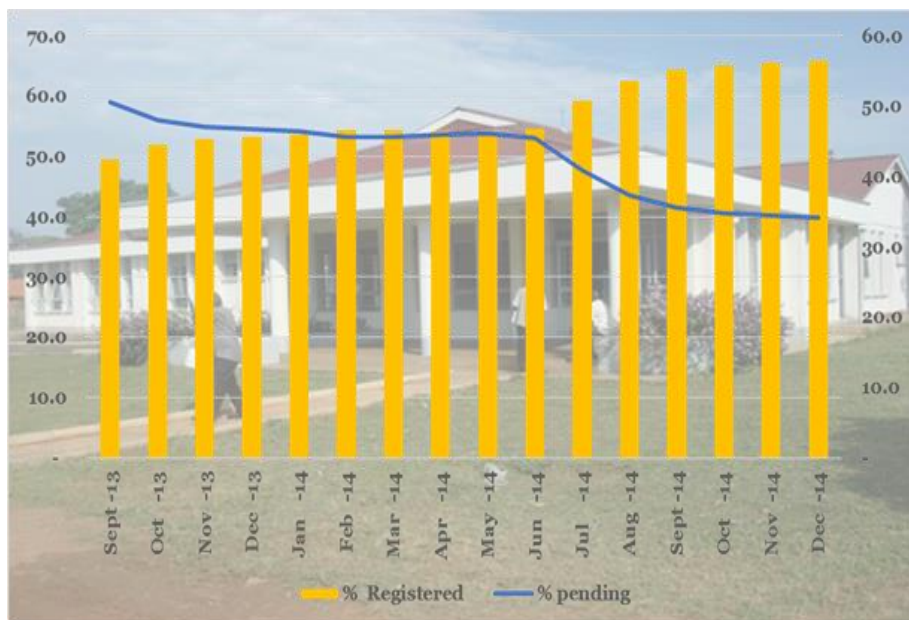
Figure 19 Trend of Percentage of Registered & Pending Transactions

Selected transactions per MZO (July 2013 – June 2014)

From the table below, it is seen that the average number of days taken to register a search/complete a search transaction, Transfers (Mailo, Freehold and Leasehold), Mortgage Charge and Conversions have been varying for the different MZOs. For most transactions (except Conversions), Masaka MZO had the least number of days taken to register a transaction.

Table 3 Number of days taken to register a selected transaction

S/N	MZO	Searches	Transfers	Mortgage charge	Conversions
1	Jinja	20	25	60	39
2	Masaka	7	17	15	34
3	Mukono	12	25	20	40
4	Mbarara	21	35	22	52
5	Wakiso	35	71	74	86
6	Kampala	24	44	35	8
7	MLHUD/HQ	62	36	53	58
Overall Total		**23**	**43**	**39**	**50**

Source: Computed from data of the Land Information System

S/N	MZO	FY 2013/14	FY 2014/15	No. of reduced days
1	Mbarara	35	13	22
2	Masaka	17	14	3
3	Jinja	25	17	8
4	Mukono	25	19	6
5	MLHUD/HQ	36	27	9
6	Kampala	44	43	1
7	Wakiso	71	52	19
	Overall Total	43	38	5
				Transfers
				Transfer Mailo
				Transfer Freehold
				Transfer Leasehold

Average Number of Days Taken to Transact

Transaction Type	FY 2013/14	FY 2014/15	FY 2015/16
Search	23	21	27
Mortgage charge	39	32	25
Conversions	50	33	20
Sales			
Transfer Freehold	34	29	19
Transfer Leasehold	36	28	21
Transfer Mailo	44	39	28
Av. Sales	43	38	27
Overall total	39	34	23

Figure 20 Transactions Duration

According to the Cost of Doing Report, Uganda's ranking is better than that of the Sub-Saharan average for parameters on Time Taken to Register a Property, Number of Procedures and Quality of the Land Administration Index. Although it is quite evident that implementation of the UgNLIS has resulted in a significant reduction in the number of days taken to carry out a transaction, concerted effort is still required to improve the situation further, taking into account the recommendations made.

9 Gender Analysis of the Re-Engineered Procedures

Introduction

In Uganda, Land and gender related issues have become part of the conversation on equity, equality, human Rights, good governance, poverty eradication, sustainable natural resource management. But the gender question within the broader context of land administration is mainly focused on women's land rights.

According to Margaret Rugadya, 2004, as far back as the late 1990s, Uganda adopted various enabling policies and laws geared specifically towards promoting women's empowerment and active role in the development of their families and communities. National policies / laws on land and gender are diverse and scattered in various sectors in which the land sub sector has a stake. These policies give insights into measures that government has undertaken to enhance women's control over productive resources and to adhere to the constitutional mandate of affirmative action in

favour of women. It is the finding of this study that though remarkable progress has been registered in law and policy at national level, the challenge is the absence of political will especially on matters that directly touch on gender and productive resources use and ownership.

It is also reported that, the Uganda Constitution is one of the most progressive on gender rights South of the Sahara, however, classic examples such as the failure to secure co-ownership of land for spouses in legislation on land and the summary shelving of the draft Domestic Relations Bill, 2005 on flimsy grounds of insufficient consultations are a blow to the seeming positive environment. Despite the policies, plans, and programmes being put in place, the basic problem, however, is with the implementation which is dogged by a host of problems such as gender-insensitive leaders and individuals in charge of implementing projects thus execution of gender blind development projects.

Policies and laws have been reviewed to set the context and basis for understanding and analysing gender in the land sector. This paper examines the policy, legal and regulatory framework for gender in Uganda; as well as the set parameters for gender mainstreaming and incorporation in standard operating procedures in Land Administration.

Legal and Regulatory Frame Work

Uganda is fortunate to have its laws providing deeply for gender issues which cut across all aspects of social-economic development especially on land. Uganda's 1995 Constitution, the Land Act Cap 227 as amended, the Registration of Titles Act Cap 230, the Mortgage Act No.8 of 2009, the National Land Policy, 2013, The Gender strategy for the implementation of the NLP (2018), The Land sector strategic plan (2001-2011) acknowledge the importance of women's land rights for economic empowerment and livelihood.

The Constitution of Uganda, 1995

National objectives and directive principles of state policy objective VI, of the constitution provides for protection of marginalised groups. Objective VX (15) states that the state shall recognise the significant role that women play in society. Article 2(2) of the constitution out laws customs against the dignity of women.

Chapter 4 on human rights and freedoms, article 21 makes all persons equal before the law and no person shall be discriminated against especially on ground of sex. Article further states that every person including women have a right to own property. Under Article 31 provides equal rights during and after marriage with regard to inheritance of property.

Land Act Cap 227 as amended.

The land Act section 32, provides for affirmative action in favour of marginalised groups, where in section 33, women shall be accorded full and equal dignity of the person with men.

The participation of women in decision making in land management **institutions** through membership in the land sector institutions, six sections of the Land Act address the principles:

Sec 16 (4)(b) provides for Communal Land Associations and that the Officers of the Association shall be not more than 9 and not less than 3 persons and at least a third of which shall be women. Sec 22 (3) (b) & (c) provides for any person to apply to the Association individual ownership where land communally owned is held by an association. There is no restriction on either gender owning land.

However, the head of the household represents the household in holding the land, and thus, the recognition of the family unit as a legal person.

Section 47(4) where the Uganda Land Commission (a Constitutional body charged with the responsibility of holding and managing land on behalf of the Government of Uganda) has at least one female out of its five members.
Section 57(3) requires one third of the membership of District Land Boards (minimum of 5 members) to be female.
Section 65(2) requires Area Land Committees should have at least one female out of four members.
Section 16(4-b) requires Communal Land Management Association are required to have at least one third female members in their managing committee.

District Land Tribunal though not a requirement of law are in practice constituted with at least one woman out of three members.

These two critical laws provide for institutionalization of affirmative action in terms of women representation and participation in land administration. However, this is not enough to guarantee that women will make decisions in land administration process and procedures in the 2/3 majority vote in terms of quorum, but ensuring their representation is a step in the right direction in land administration issues and opens opportunity for women to articulate on matters of land.

The Land Act Cap. 227, Sections 39 provides for written spousal agreements (consent) or approval in case of sale land. This places a statutory caveat on the sale, exchange, transfer, pledge, mortgage or lease on any piece of land on which the family home is, and from which the family derives subsistence. It is a statutory requirement, giving a voice to spouses mainly women in the land affairs of their household.

However, scholars urge it's not sufficient to provide absolute tenure security with regard to access and use of land. Its effectiveness is diminished in two important respects. One is that, land registration is not common. The second is that spousal consent is problematic in a context where consent assumes equal rights of spouses and balanced power relations within marriages, which is largely non-existent in many households in Uganda[1]. Even then consent can be coerced 'as long as the women do not complain', in the climate of violence, or the threat of violence, the likelihood of women "complaining" is greatly diminished. Decisions in access and ownership of land have in some cases caused domestic violence, yet because of the poor domestic status of women, they are forces to endure abusive relationships. Put differently, a statutory curtailment of transactions on land is not the same as a guarantee of women's land rights and ensure security of tenure.

Section 27, provides that any decision taken in respect of land under customary tenure, which decision denies women access to ownership, occupation or use of any land or imposes conditions which violate articles 33,34 and 35 of the Constitution on any ownership, occupation or use of land shall be null and void.

However, this section is contradictory because it acknowledges customs, and most customs recognise man as the head of the household leaving women with only secondary rights to land. Such as only cultivation but not legal ownership to land. This section should be amended to ensure women inheritance of land upon death of spouses and co-ownership or both.

Mortgage Act of 2009. Act No.8

Section 5, 6 and 7 provide for, a Mortgage of matrimonial home. (1) Notwithstanding section 39 of the Land Act, a mortgage of a matrimonial home, including mortgage on customary land of a matrimonial home is valid if— (a) any document or form used in applying for the mortgage is signed by or there is evidence from the document that it has been assented to by the mortgagor and the spouse or spouses of the mortgagor living in that matrimonial home; an intending mortgagee shall take reasonable steps to ascertain whether an intending mortgagor is married and whether or not the property to be mortgaged is a matrimonial home; (b) an intending mortgagor shall make full disclosure to the intending mortgagee as to his or her marital status and whether or not the property to be mortgaged comprises the matrimonial home. (3) The mortgagee shall be deemed to have discharged the duty under subsection (2), if the mortgagee obtains a marriage certificate issued in accordance with the laws of Uganda, and in the absence of it, a statutory declaration from the spouse or spouses of the mortgagor as proof of marriage. Under the same sections cited above, Consent to mortgage of matrimonial home is required, which also requires, the spouse or spouses, as the case may be to provide a signed and witnessed document to the effect that they have received independent advice on the mortgage which is being applied for and have understood and assented to the terms and conditions of the mortgage or that they have, notwithstanding the advice from the mortgagee, waived their right to take independent advice explained therein the Act.

These section offer a detailed procedure for approval of mortgages to and provide for the protection of matrimonial property. Hence provide a bedrock for the protection and security of women's land rights.

Registration of Titles Act 1924

Uganda uses the Torrens system of Titles registration, which was introduced through the Registration of Titles Act 1924. This act applies to all freehold, leasehold, and mailo land, but does not recognize customary tenure rights, which must first be converted to freehold tenure in order to be registered.

Under the section 59 of the Act, a certificate is conclusive evidence of title. The Act recognizes any person's right to own property as long as it is lawfully in his or her name.

Titling alone, may be beneficial, however in most cases its individual, therefore may be for the benefit of the men and therefore undermines women's secondary access to land rights which are provided for under customary norms. This was highlighted on the gender strategy on land for the National Land Policy, 2013.

In addition, it is important to note that women married and un married are the greatest beneficiaries of customary tenure as its cheap, its usually inherited and easily accessible. The fact that customary tenure is subservient to other tenures undermines their access to land registration and its benefits.

The Ministry of Lands, Housing and urban development is issuing out certificates of Customary ownership and is insuring that Women are also registered on these titles to enable, not only registration but security of tenure and ownership to land.

Uganda's National Land Policy (NLP)
The NLP was approved by Parliament in 2013, and is an attempt to provide a comprehensive framework to direct needed legal, regulatory, and administrative changes in the land governance system. In section 4.10, titled "Land Rights of Women and Children." In this section, the Ministry calls on the Ugandan government to overhaul the statutory regime in place in order to confront discrimination in land and inheritance especially towards women.

Gender strategy on land for the national land policy, 2018,
This strategy is intended to secure the rights of land for women for socio-economic transformation. The National land policy of 2013, attempted to address a number of gender issues, however this was not enough hence the gender strategy to compliment the actions and objectives of the national land policy 2013.

The NLP makes specific commitments in Paragraph 37: (i) Guarantees that the transfer of land under all tenure regimes does not deny any person rights in land on the basis of gender, age, ethnicity, social and economic status and Paragraph 41: Government shall: Modify the rules of land inheritance under customary land tenure to guarantee gender equality and equity and Make provision for joint ownership of family land by spouses and Para 67: To redress gender inequity and inequality to inheritance and ownership of land in statutory law

Although the policy outlines actions for which government is committed the marriage and divorce bill when enacted may address all these issues.

In the implementation of the gender strategy of the National Land Policy, the commitments government made there in have been actualised. To date, gender is mainstreamed into development planning to improve the status of women; international conventions are all getting domesticated and ratified by the Government of Uganda which outlaw discrimination against women.

It is imperative to note that Uganda among other eight IGAD member countries, presented her Women Land Rights Agenda during the Women's Conference in June 2021. The Agenda is intended to improving land governance and promote gender equity.

International Framework

The Government of Uganda (GoU) is committed to advancement of gender equality in Uganda. It has ratified to a number of international and regional commitments geared towards advancing women land rights. These have been domesticated through the enactment of progressive national legal and policy frameworks. These frameworks include the Beijing Platform for Action (BPfA), Convention on the Elimination of All forms of Discrimination Against Women (CEDAW), Sustainable Development Goals (SDGs), Agenda 2063, and the East African Community (EAC) Gender Policy, African Union sole Policy, AU Gender Policy, Agenda 2050, Like the CEDAW, Convention on the elimination of all forms of discrimination against women. It is envisaged by this convention that for rural women to

participate in and benefit from development, their right to participate in the elaboration and implementation of development planning at all levels, and their right to participate in all community activities must be sustained.

As mentioned earlier, these statutes are still affected by the already established domestic laws which still run superior and are discriminatory in terms of women's land rights.

Despite the above legal Framework that supports gender mainstreaming into Land administration more practical administrative steps have been further developed into the digitized land administration System to concretise these actions further.

The Land Administration Procedures

a) **Land registration procedures**.

i) *Land Forms*, These are documents used in by applicants, in the application and dealings in land within the land registration process and procedure. These forms are found in the Land Regulations 2004, which are a guide and ensure the implementation of the Land Act Cap 227 as amended and the Registration of Titles Act. Cap 230. In general terms, Land rights in Uganda are generally captured under the land registration process and procedures. At the entry point in the land registration process according to tenure type, the application form, form 4 for freehold title and form 8 leasehold and form 5 on conversion of leasehold to freehold, data is captured in a disaggregated gender format.

However, the land registration processes and procedures captured in form 4, 5 and 8, do not guarantee that women will actually achieve access and ownership to land. This procedure shows the need to capture information on the number of women that own land but land documentation is normally individualistic and may not specifically cater for women's access or ownership to land, however with information, women focus interventions will be developed to encourage them acquire ownership to land.

ii) *Reduction in documentation*: The linking of the National Identification Data Base-(NIRA) to the Land Information System (LIS), and URA has and is reducing on the paper trail, providing accurate data on applicants, that are providing reliable information, reducing on delays and ultimately fraud related to the land registration process.

This verification may ensure secured clean and secured certificates of title to land and may/will reduce on case backlog that also affect women, upon death of a spouse as information with the land registry is made ease for purposes of inheritance.

iii) *IEC Materials*:- Ministry of Lands, Housing and Urban Development has endeavored to provide for information on the work process of the land registration process and procedures. This has been done through charts and other IEC materials placed at the 22 Ministry Zonal offices across the country. These have also been placed into the Ministry website. www.mlhud.go.ug.

The Ministry is continuing to develop these *IEC* materials into local languages and dissemination of this information widely, to be circulated on existing communication channels, through barrazas, local council leaders, other community plat forms, drama and skits are also being explored

This is an avenue for women both urban and rural to find out about their rights to land, ownership and to access existing rights focusing on women's rights and be able to design effective registration awareness campaign focusing on women's rights to increase their ownership percentage on land.

b) Data collection platform under the LIS
Under the land information system disaggregated data is now captured and collected and can be extracted. This data provides a basis for good governance on how to manage the land rights and is essential for policy makers to assess the situation and develop appropriate, evidence-based programmes and interventions. These data sets will provide important indicators for the gender related needs.

c) Training
   i)   *Rural Women*.
   ii) **Asset Ownership in Uganda**

Table 4 Asset Ownership in Uganda

Asset	2012/13				2016/17			
	Has Asset	Male Only	Female Only	Both Male and Female	Has Asset	Male Only	Female Only	Both Male and Female
Agricultural Land Ownership	72.2	62.2	14.3	23.3	63.1	33.5	26.7	39.8
Land excluding Agricultural Land	-	-	-	-	38.9	37.1	26.6	36.3
House Ownership	73.3	59.2	15.6	25.3	72.5	30.5	28.1	41.4

Source: Uganda National Household Survey (UNHS), 2016/17

In a Situation analysis for the land sector institutions carried out in Oct. 2003 by the then Ministry of Lands, Water and Environment (MWLE), it was reported that in all the 56 districts of the country established that district land management offices received applications for processing of certificate

of titles. 6% were for women, lease offers were also issued, 5 % were to women. Of all joint urban land applications, 35% were women-women applications while 65% were between women-men. Registration of land ownership is more sought after by women in the urban compared to rural land. Findings also point to more equitable land rights distribution in the urban settings amongst persons seeking to register land compared to those in rural.

This shows that there is need to train more women in land registration process and procedure and the in the benefits of acquiring certificates of title in order to reduce the gap of women to men who have documentation on land rights.

ii) Paralegals

In the context of Uganda paralegals refer to community based resources trained in basic knowledge in the customs, norms and procedures in land administration in Uganda. Example include non- governmental organisations, Christian based organisations among others.

Reference to ender monitoring baseline survey for the land sector, March 2006 that training of paralegals, Community Based Organizations/NGOs as a backstop measure to support the capacity gaps existing in the grass roots land administration structures.

The study shows a rating of only 16.8% for known sensitization initiatives (paralegals, Community Based Organizations/ NGOs) in the education of people on gender and land rights. Surprisingly, government or line ministries are not mentioned as sources of such initiatives. A large proportion of the respondents 59.7% claimed that in spite being aware of such initiatives none had taken place in their areas while 23.6% simply did not know about such initiatives. The results emphasize that at least 58% of the respondent population has not been reached by sensitization initiatives at any level. The survey also investigated what is known by respondents in actual terms about gender and land rights, with the intent of showing the level of understanding and conceptualization of gender and land rights. Overall, 53.7% of the respondents (females 74.4% and males 64.0%) claimed they did not know what gender and land rights were all about.

iii) Duty bearers, such as the local leaders.

Education of duty bearers, local leaders on women's land rights and gender.

Uganda has a dual framework for land governance: one part of this framework is based on statutory law and the other part is derived from customs but also enshrined in the law. The Constitution (1995) and the 1998 Land Act formalized legal pluralism by explicitly recognizing customary rights to property, while also strengthening formal protections for women's land rights. The Land Act 1998 defines customary tenure rights and lays out a process for registration and administration of customary rights. With an estimated 80% of all land in Uganda held under customary tenure, customary norms for land governance play a major role in determining women's land and property rights.

It is argued that women's land rights and access depends on their ability to negotiate, manipulate rules and norms and to straddle different institutions. Training of local leader to appreciate women's position of land acquisition will ensure them quicken access to land documentation as these persons play a role in land administration.

Involving Duty bearers on land related matters from the onset, is set to increase the volume of women documented land rights.

A Case in point

Attitudes towards women/ children and orphans and land rights
This study tries to gauge both the practice on the ground and the attitudes of leaders and villagers in relation to women, children, and orphans rights to land. The study undertook to determine whether attitudes differed based on education, gender, age, or tenure type. In response to the question of whether women should be allowed to own land, level of education had little effect.

Table 5 Effect of level of education on women's need to own land

	YES	NO	TOTAL
1. No education	85.7%	14.3%	100%
2. 0-7 Primary school	73.3%	26.7%	100%
3. O'level standard	84.4%	15.6%	100%
4. A'level	71.4%	28.6%	100%
5. Post secondary	83.3%	16.7%	100%
Total	78.7%	21.3%	100%

The fact that education had no significant effect on attitudes regarding women's land ownership contradicts an argument of those opposed to the feminist lobby and advocacy that has been ongoing in the country. Those opposed to women's ownership of land have been claimed that it is only the educated/elite women who want to "grab men's land and property." However, almost 86% of the respondents with no education stated that they thought women should own their own land.

Therefore is need for more gender responsive indicators to be formulated and applied to ensure a gender responsive approach to enable women access and ownership of land.

Conclusion

Whereas this gender analysis of the re-engineered procedures was limited to three critical areas for the standard operating procedures in land administration, they are practical and would go a long way in increasing on women's rights to land within the land administration perimeters on access to and ownership of land. Uganda is fortunate have a gender enabling environment embedded in its laws and policy which are a bedrock for gender responsive standard operating procedure. In order to achieve all these gender responsive practical procedure, an invention in form of Land right awareness is the key and focal drive, which should involve several key players to understand the need increase women's access and ownership through the land registration process and procedures which could lead to certification of title, to ensure better quality of life and sustainable economic growth for the country.

10   Institutional and Administrative Set Up

Introduction

The major land administration and management Sub-Sectors, which include Land Inspection, Physical Planning, Land Valuation, Surveys & Mapping and Land Registration that took part in the process of modernization of land services delivery which involved review, re-engineering and computerization of land administration processes, have been under the same Ministry for all the period under which major land administration and management reforms have been taking place. This turned out to be one of key factors that contributed to the successful development and implementation of the various reforms that took place in land administration and management. The Uganda Land Commission, which is now responsible for management of Government land, has also been one of the key Statutory organizations under Ministry of Lands.

Delivery of Land Services

One of the key issues the Land Sector addressed under the LSSP is the institutional mechanisms for increasing the effectiveness of land sector services. Key elements include the decentralisation of services, the devolution of decision making, planning and monitoring responsibilities to local governments, and the review of the balance between public and private sector provision of services. The institutional framework adopted after various reviews, took into account the need for decentralization, cost effectiveness and good governance.

Land Sector Institutional Framework as per the Land Act 1998

Under Land Act 1998 a new devolved system for land administration and dispute resolution was provided for.   Details of the decentralised institutional structure as provided in the Land Act 1998 are presented in the Figure below:
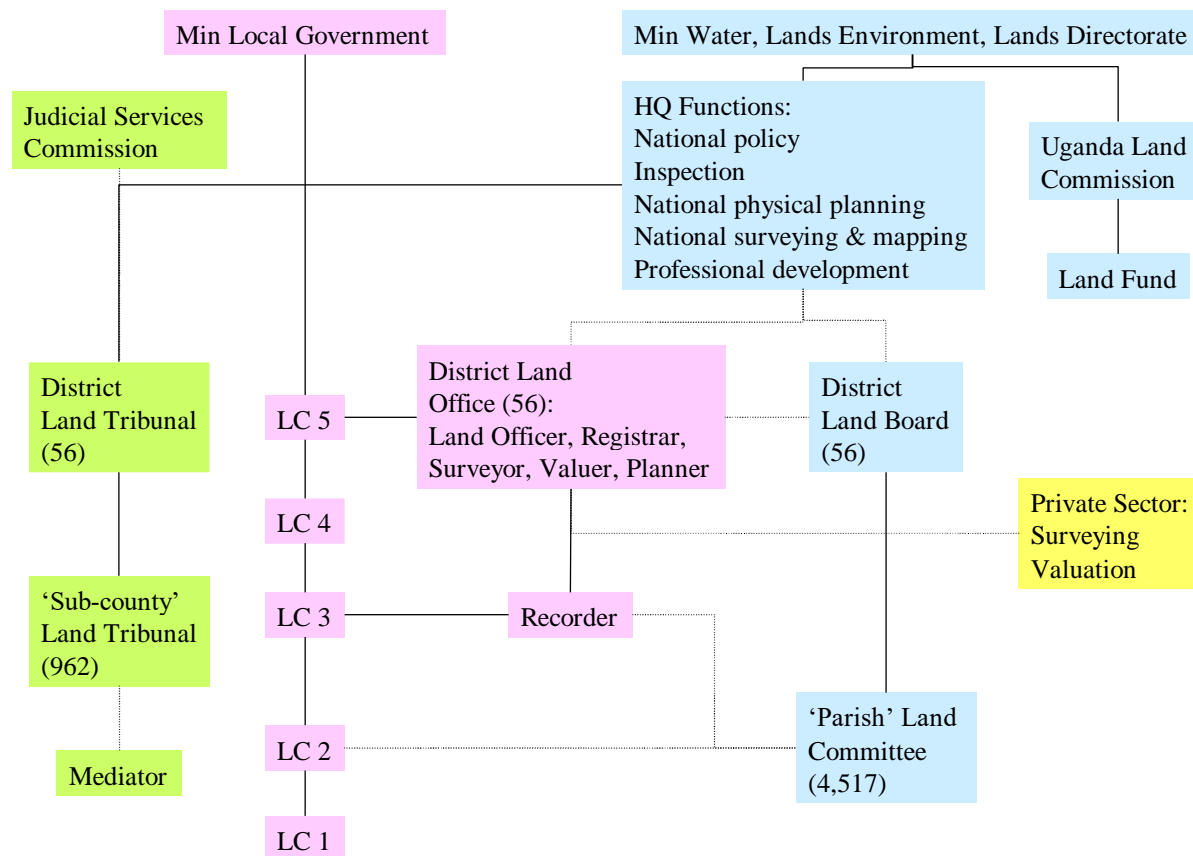
Figure 21 Decentralized Institutional Structure

This institutional framework made for a structure which was meant to be accessible to people at the village level but which turned out to be enormously costly in human resources and therefore financial terms. Under the LSSP, plans were therefore made on the basis of a number of modifications which would significantly reduce costs while still preserving the decentralised nature of land sector institutions. These modifications were:

i) Land Committees to be at Sub-County level, rather than at Parish level, and to collaborate with lower level Local Councils and traditional authorities in the execution of their role;

ii) LC2 and LC3 Courts replaced Sub-County Land Tribunals, while Land Tribunals at District level were established for more independent consideration of higher value cases and appeals from the LC Courts;

All these changes were provided for in the Land (Amendment) Act, 2004, operationalisation of which was supported by putting in place the Land Regulations, 2004.

iii) As an interim measure while consideration was given to divestiture of some technical land services, technical services were expanded at District level through a phased system of support designed to enable Districts to meet the level of demand within their Districts. Resources were therefore targeted where demand was highest, and were based on meeting capacity gaps. Districts with higher demand were assisted to obtain 4 professional officers, rehabilitated office

space, equipment and training during Phase One. Districts with lower demand were assisted to develop a minimum level of capacity (2 professional officers, office space and basic equipment) during Phase One. Existing arrangements for sharing of technical services between Districts of higher and lower demand were retained as necessary. It was hoped this arrangement would preserve local accountability, meet demand where it was highest, and would enable lower demand Districts to expand their capacity. Those Districts able to afford to upgrade their service provision were encouraged to do so.

Land Sector Institutional Framework for LSSP

The revised institutional structure is shown in the Figure below.
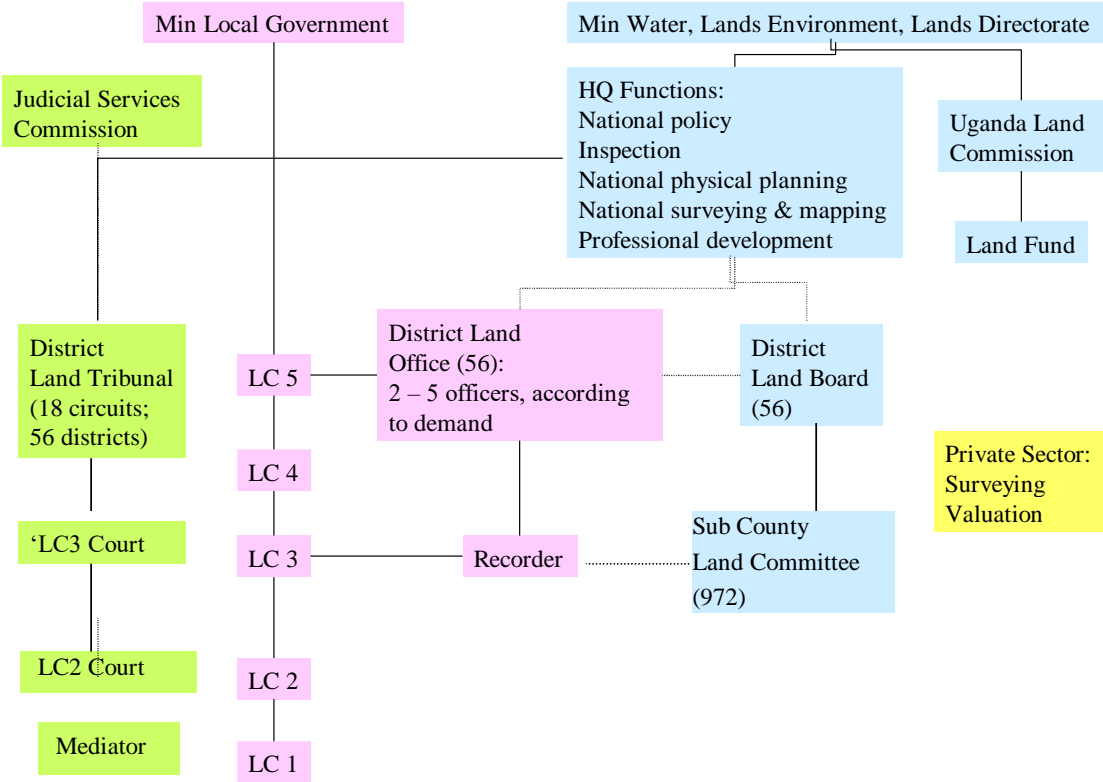
Figure 22 Revised Institutional Structure

Even the revised institutional structure, however, placed significant human resource demands and over time training would be needed to build capacity and increase the number of qualified professionals in Government and the Private Sector. Under LSSP, the sector aimed to provide a minimum level of service provision nationwide, while concentrating efforts in capacity building in systematic demarcation areas and Districts with highest demand for land services during Phase One.

Current Set Up of Ministry of Lands, Housing and Urban Development
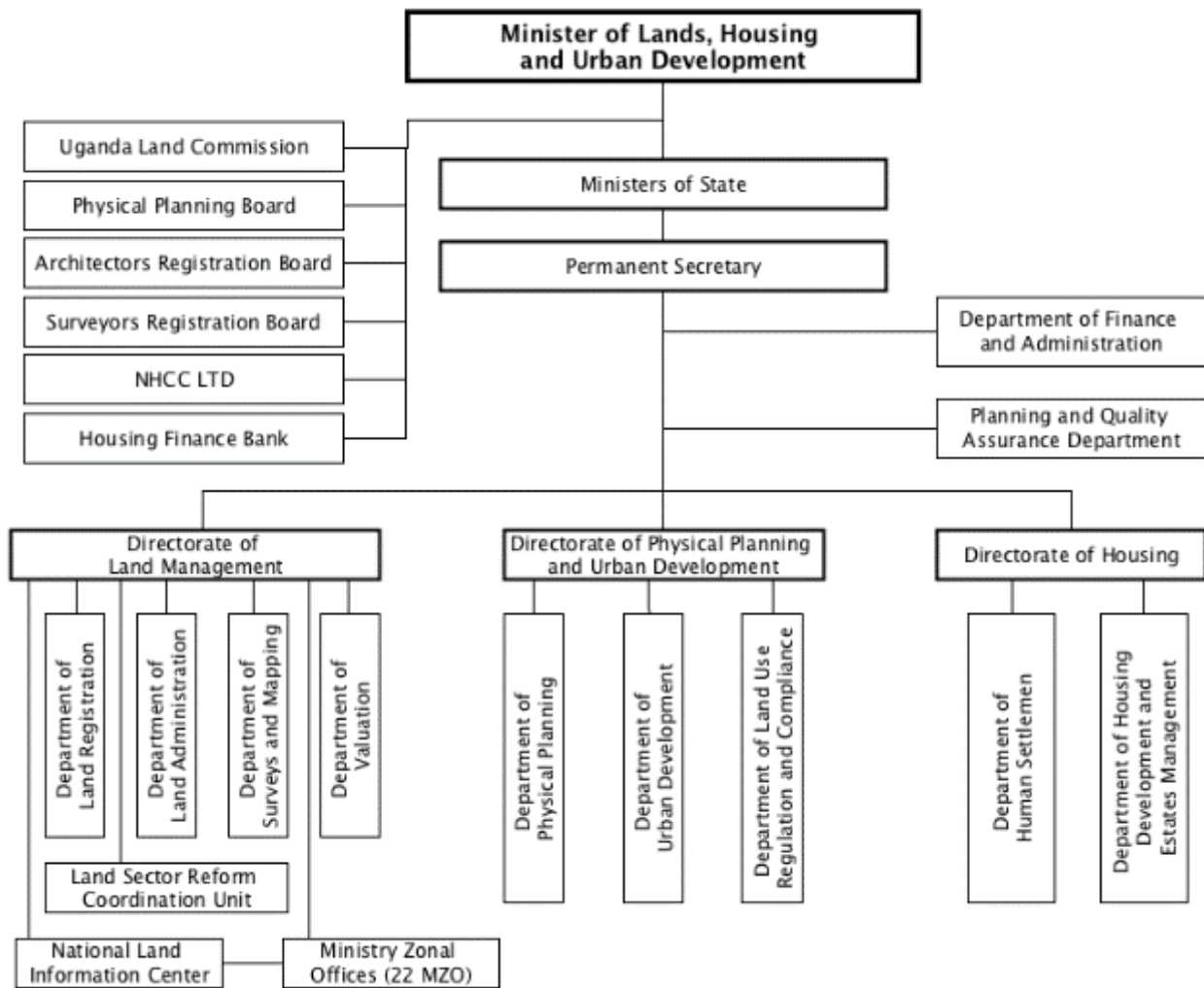
Figure 23 Ministry Structure

Current Set Up for the Uganda National Land Information System (UgNLIS)
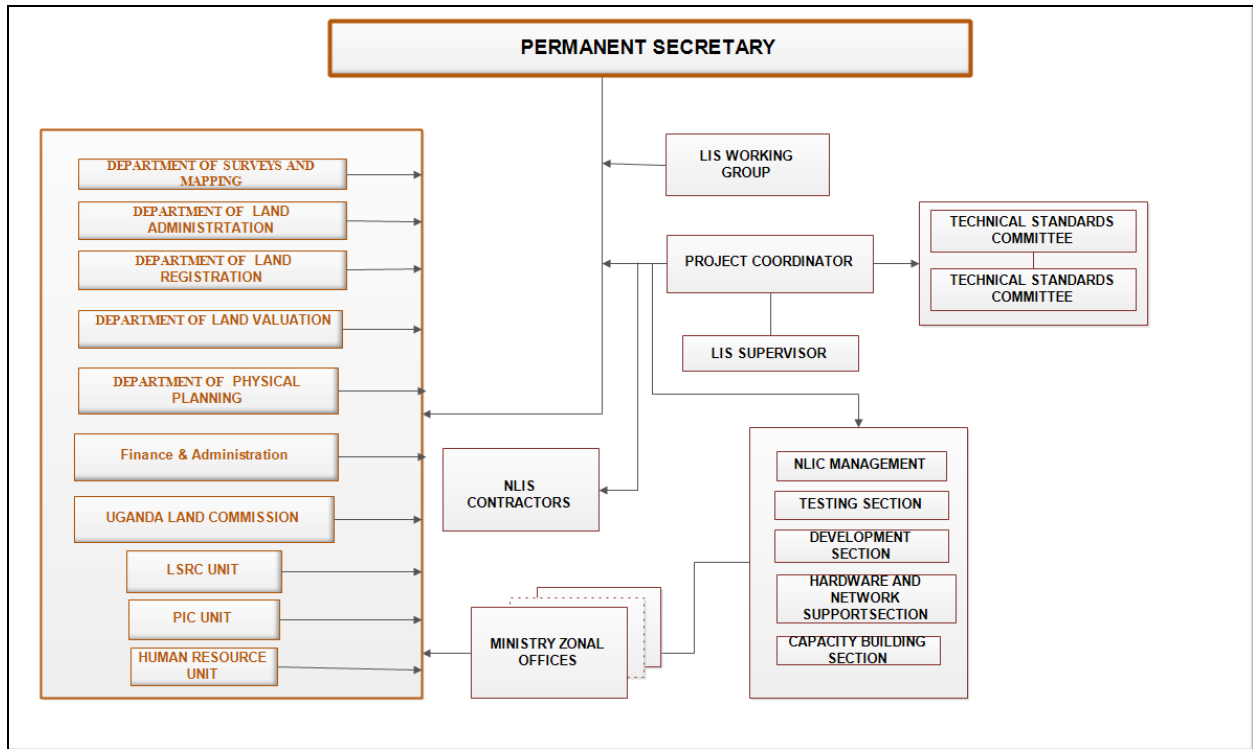
Figure 24 Management Structure for the UgNLIS

Roles of the Key Personnel, Departments, Agencies and Committees

Permanent Secretary
- Overall supervision and administration of the National Land Information System (NLIS) implementation and strategic decision making regarding the NLIS development;
- Accounting Officer for the entire Project Implementation
- Chairing LIS Monthly Progress and Annual Meetings
- Monitoring of staff productivity and performance including implementation
- Approving the outputs of the Technical Standards Committee on the Land Information System for implementation by the Consulting Firm.

Project Coordinator
- Responsible for the overall Management and Supervision of all project activities to ensure that the project achieves intended objectives as per the scope of the NLIS
- Organization of the Monthly Progress Meetings
- Review of the project progress and ensuring project implementation
- Review and commenting of the project reports and the proposals of the Technical Standards Committee;
- Overseeing work of the LIS Supervisor.
- Chair of the Technical Standards Committee on LIS.

LIS Supervisor

- Advise the Ministry on the strategy of the land information system development based on best practices and experience of other countries and support the Ministry on technical issues related to the Land information System and its management based on ISO standards and best practices.
- Monitor the progress of the Project, reporting of the development issues, provide recommendations and advice to the Project Coordinator on the actions required to ensure project implementation according to the technical requirements and system detailed design.
- Liaise with the World Bank Task Team Leader on technical issues related to the LIS implementation;
- Support the Ministry in the preparation of the Technical Specifications and Bid Documentation for system development and related projects, LIS conceptual design, review the project reports and advise to the Ministry on resolution of technical issues.

LIS Technical Standards Committee
- Make informed and binding decisions on matters and issues relating to the LIS.
- Monitor the performance of LIS at MZOs, MLHUD HQs, Surveys and Mapping Department and other UgNLIS sites in order to ensure improved service delivery and Client satisfaction and to recommend appropriate action, whenever the need arises.
- Guide the Consultants developing and rolling out the system and oversee the effective implementation of the project.
- Check and ensure that the NLIS is able to deliver transactions in an efficient and effective manner.
- Confirm and approve the workflows of the system and other project deliverables.
- Approve operational tests as recommended by the Technical Standards Sub-Committee

LIS Technical Standards Sub-Committee
Advise the LIS Technical Standards Committee on issues pertaining to the implementation of the LIS.

- Operationally test the functionality of the LIS and advice the LIS Technical Standards Committee
- Review LIS workflows and submit to the LIS TSC for approval

Department of Land Administration (DLA)
- Supervision and monitoring of the NLIS implementation;
- Participating in the NLIS design and implementation through the progress review meetings and commenting on the system documentation according to the Department's responsibilities;
- Participate in the NLIS solutions review and user acceptance testing;
- Provide all necessary legacy land administration records for data conversion for the NLIS;
- Validation of the data conversion results and the land administration workflows implemented in the NLIS according to the legal framework;
- Monitoring and inspection of LIS operations in MZOs.
- Back-stopping/technical support relating to the land administration processes at MZOs.
- Conduct Land Inspections and ensure that all Land Laws, Regulations are followed during land registration;
- Carry out other responsibilities and authorities according to the legal framework in force and according to the Ministerial Policy Statement (MPS);

Department of Land Registration (DLR)

- To be in charge and control of the Office of Titles
- Ensure that the land registration process is based on the procedures in the Registration of Titles Act.
- Undertakes regular quality controls and assurance of the LIS.
- Management of complaints and grievances.
- Ensure registration and maintenance of the Register Book, including custody of certificates of title.
- Monitoring and inspection of LIS operations in MZO office.
- Back-stopping/technical support relating to land registration and acquisition processes at MZOs.
- Provide LIS support to Court cases against the Commissioner Land Registration or the Attorney General.
- Participating in the NLIS design and implementation through the progress review meetings and commenting of the system documentation;
- Regular Quality Control and ensuring that the Land Registration Process workflow is developed according to the existing legal framework and best practice and implemented in the NLIS.
- Control the legacy data conversion by the Contractor to ensure the completeness and quality of the data conversion.
- Carry out other responsibilities and authorities according to the legal framework in force and according to the Ministerial Policy Statement (MPS).
- Ensure that the land registration process are based on the procedures in the Registration of Titles Act and management of complaints and grievances.
- Ensure registration and maintenance of the Register Book, including custody of certificates of title.
- Provide land information from LIS to Ministries, Departments and Agencies to support decision-making.

Department Surveys and Mapping (DSM)

- The Department consists of 8 major sections. These are computing, photogrammetry, photography, thematic, lithography map printing , Cartography section Drawing Office for general (small scale) Cadastral drawing office, large scale – township Drawing office and Topographical sections
- The Department is mandated with the task of planning and all survey and mapping activities for the country. Its mandate includes:
  - The design and establishment of the Geodetic Reference Network;
  - Production of Base Maps – Topographical
  - Production of thematic maps – National Atlas, Tourist maps,
  - Carrying out and update of Base Maps.
  - Survey of International borders.
  - Carrying out Hydrographical surveys for mapping water bodies.
  - Quality assurance of the production of National cadastre Fabric (NLIS).

- o Quality assurance of surveys by establishment and maintenance of geodetic controls,
- o National Spatial Data Infrastructure (NSDI) Development and provision of digital data to meet public and private demand.
- Establishment of survey and geodetic controls and quality checks of cadastral jobs for issuing of title deeds in the NLIS.
- Updating of topographic maps, base maps and Cadastral index maps;
- Coordinates and supervises all surveying and mapping activities carried out by other public and private institutions in the country;
- Sole source of spatially oriented data which are disseminated to the various economic sectors, where they serve as a basis for socio-economic development planning and for the execution of such activities as land use, physical Planning, Infrastructure projects (Standard Gauge Railway, Roads, Transmission power Lines, Oil Pipeline, Oil Refinery.
- Participating in the NLIS design and implementation through the progress review meetings and commenting on the system documentation;
- Establishment of survey and geodetic controls necessary for the development of the NLIS thus responsible for maintenance of the Uganda Geodetic Reference Framework (UGRF) which includes the CORS Network;
- Quality Assurance and Quality Control of cadastral jobs in the NLIS, updating of topographic maps, Base Maps and Cadastral index maps required for the NLIS.
- Overall supervision of the Survey offices and officers at the MZO and districts.

Department of Physical Planning (DPP)

- Participating in the NLIS design and implementation through the progress review meetings and commenting on the system documentation according to its responsibilities and authority;
- Support the conversion of the planning data required for the NLIS according to the system design;
- Ensure that the system workflows design adheres to the Physical Planning Laws, Regulations and Guidelines;
- Develop and ensure that land applications adhere to the Physical Development Plans
- Validate planning data and information to the NLIS Data Base required for the support of the process of land registration and land transactions as per statutory requirements.

Department of Land Valuation (DLV)
- Participating in the NLIS design and implementation through the progress review meetings and commenting on the system documentation according to its responsibilities;
- Provide all necessary legacy records for the data conversion for the NLIS;
- Validation of the data conversion results and the land valuation workflows implemented in the NLIS according to the legal frame;
- Ensure the Land Valuation Module to be integrated in the NLIS to execute the statutory procedures of land valuation at the MZOs supporting land registration and property transactions.

Uganda Land Commission (ULC)

- Participating in the NLIS design and implementation through the progress review meetings and commenting on the system documentation according to its responsibilities;
- Ensure proper management of all Government Land and approve the applications on Government Land;

Land Sector Reform Coordination Unit (LSRCU)

- Acting as the Secretariat for the coordination of land sector reforms that have been or are being carried out including the computerization of the land administration system;
- Participating in the NLIS design and implementation through the progress review meetings and commenting on the system documentation according to its responsibilities;
- Coordination of the activities of the LIS Working Group (LIS WG)

LIS Working Group (LIS WG) – Multi-Institutional, Multi-Disciplinary, consisting of MDAs, Academia, Private Sector, CSOs
- Discuss the strategy of the National Land Information System (NLIS) development and implementation;
- Review and commenting on the system design and architecture and provide recommendations;
- Supervision and auditing the implementation of the NLIS.
- Monitoring of the implementation of the NLIS.

Human Resource Division (HRD)

- Recruitment of Staff for the Ministry (including the NLIC) and the Ministry Zonal Offices (MZOs) to support the NLIS Project Implementation and provision of land administration services;
- Timely deployment of professional staff in the NLIS operational sites:
- Support to enforcement of ICT policies at the operational LIS sites.

Public Awareness Campaign/Information Unit

- Coordination of communication within the LIS project, the Ministry and to the Public;
- Development of Project print and electronic media materials for project implementation;
- Preparation and dissemination of materials through print and electronic media.

Ministry Zonal Offices (MZOs)

- Acting as the end-user and implementation unit of the NLIS, contributing to the system development and carrying out end-user system tests and reporting on the needs for any system software updates and corrections;
- Provide land information through the NLIS to Government agencies and the private sector to support the land market..
- To charge fees for all registered land transactions based on LIS as a source of revenue to Central Government and the local governments.

- Issuance of certificates of titles, general conveyance, control, maintenance and keeping custody of the national land register, coordination, inspection, monitoring and back-up technical support relating to land registration and acquisition processes using the NLIS.
- Processing of all land transactions for titling and registration of interests in land.
- Compiling, proper custody and update of records of land, Valuation, Physical Planning, Land Administration, surveys & mapping   transactions at the MZO.
- Providing input on Land Management during the review and development of Land policies, legislation, standards, regulations and guidelines.

NLIS Contractor

- Responsibility for the detailed design, supply, installation and implementation of the National Land Information System (NLIS), development and implementation of the system software and necessary tools to ensure system functionality;
- Establishment and National Land Information Infrastructure according to the strategy and approved Technical Specifications and System Architecture Design;
- Purchase, supply and installation of the equipment and hardware for the NLIS as per detailed system design;
- Development of the Land Administration workflows and the Data Model for the NLIS according to the system design and specifications;
- Rehabilitation of legacy land records, documents and cadastral maps and conversion to digital format to secure them and use in the NLIS;
- Rigorous control of the correctness of land records conversion documents indexing and other document attributes information according to the approved Data Model;
- Development of the tools for the land data and information quality control and data exchange within the Ministry, with other MDAs and private sector;
- Training and Capacity Building of the Ministry staff, NLIC, MZOs in the efficient use of the system, the maintenance and support of the system to ensure its functionality.

National Land Information Centre (NLIC)

- Maintaining the National Land Information System (NLIS), providing reliable information on property and contributing to the establishment of secure and transparent land market processes which are implemented under the NLIS.
- Participating in the NLIS development and implementation, commenting on the system documentation according to its responsibilities;
- Support of the MZOs in the NLIS maintenance and operation control and maintenance, including the system security;

Finance and Administration

- Control of the project financing, invoicing and disbursement including the payment of the taxes.
- Coordination, management and monitoring of the project Procurements.
- Providing administrative support services for the NLIS.
- Facilitating and coordinating technical, financial and system audits with support of the Internal Audit Unit

11   Proposed Standard Operating Procedures (SOPs) for IGAD Member Countries

Introduction

In most African countries, governments face difficulties in establishing the institutional and legal framework necessary for "good land administration" and, consequently, lack accurate and reliable land information. The experience in many countries of the region, during the last decade of the land administration projects implementation, indicates that the traditional approach to the upgrading of the existing structures of the land administration system, mostly inherited from the past, does not improve land information availability for a majority of customers and did not bring better tenure security for vulnerable groups of the population.

The change of the legal framework, to correspond to actual economic realities, simplification and streamlining of the land allocation and registration procedures, orientation to provision of the basic public services affordable for most of the land tenants, and total re-engineering of the system based on the use of Information and Communication Technology (ICT), are required to achieve the goals of increasing tenure security and a contribution to poverty reduction.

The Development of Standard Operating Procedures in Land Administration creates an efficient and corrupt-free land administration system in any one country. It facilitates mass formalization and registration of land rights, and encourages the creation of an effective land market. It has the ability to positively impact enterprise creation and poverty reduction by supporting all types of land owners to register their land assets, and thereby strengthening security of tenure.

Security of tenure encourages productivity-augmenting investments thus ensuring food security and reduction of poverty among participating households. This will increase opportunities for reducing rural poverty (focus on private sector competitiveness should not be lost as well) by making the physical environment for delivering land services more appealing to the general public. It will also extend access to high quality but low cost land information, adding to the transparency of land services by removing systems and processes that, until now, have encouraged corruption.

The Proposed SOPs

Understanding the Main Regulatory Frameworks

It is imperative that a deeper understanding of the land related regulatory framework is made before any interventions are deployed to review land administration processes in any one country.

The regulatory frameworks include the 1995 Constitution, the Land Act Cap 227 as Amended, the Registration of Titles Act Cap 230, National Land Policy (NPL) 2013, the Gender Strategy for the National Land Policy 2018, and the National Development Plan III (NDP), the Land Sector Strategic Plan (LSSP I) 2001 – 2011 and LSSP II (2013-2023).

Uganda's National Land Policy was approved by parliament in 2013 and provides a framework for articulating the role of land in national development, land ownership, distribution, utilization, alienability, management and control of land. It is an attempt to provide a comprehensive framework to direct needed legal, regulatory, and administrative changes in the land governance system. This gives a national framework for the general transformation of a society into a modern and an industrialized state.

TThe National Development Plan III (NDP) stipulates the Country's medium term strategic direction, development priorities and implementation strategies.
 It adopted a multi-sectoral approach, congregating all interventions from all the sectors of the economy. It is prudent to understand the government's Vision and Priorities in the land sector, such that all subsequent reforms in the land administration sector will be in line with the National Development Strategy set by the Government.

Government of Uganda has initiated a number of plans and reforms for Women Land Rights at Macro level. The measures put in place include the formulation of legal and policy frameworks like the National Gender Policy, the National Urban Policy, the Gender Strategy for National Land Policy Implementation (2019), and NDP III among others. All these Macro instruments acknowledge the importance of the Women's Land Rights for economic empowerment and livelihood improvement.

Baseline Studies on Land Administration Processes.

The methodological approach for a Base Line Study is based on the interpretation of the given legal framework, Terms of Reference and the initial findings of the Inception Report phase to the digitalization of land administration processes and procedures. To achieve the established goals of digitalization, the approach used takes into consideration the complexity of the land administration issues in the country, general political sensitivity of land tenure issues and the time frame of the consultancy service.

The methodological approach consisted of three principal methods for data collection, analysis and assessment of the situation.

A systematic approach consisting of the following;

a) Review of the previous studies; in most cases several studies in the sector may have been undertaken, either by local or international experts for different purposes or interventions.
b) Related literature desk review; it is also possible to find literature that may have been generated in the sector either by Government of non-governmental partners.
c) Rapid field appraisals- meeting with the official, registrars, experts in land registration and cadastre; this offers the chance of understanding the current processes, the challenges within the sector, and what kind of interventions might be necessary.

The aim included the gathering of information and in depth discussions of the land administration status and problems, learning of local experience and indicating problems to be addressed, finding out key players and assessment of local competence required for future ‑ activities. The meetings were also directed to figure out the existence of the will to act and —willingness to cooperate,

between several actors, in addressing land administration sector   problems as well as readiness for future project implementation

d) Participatory approach in all activities; It is important that a participatory approach is adopted at any one stage. This will unearth some of the salient issues that may have not been stipulated   in the relevant literature, and also encourages the beneficiaries of such interventions to own the   new systems

In addition the literature, it is advisable to review other publications and research studies papers, reports of the studies of Land Tenure Centre, Word Bank, UNDP, UN EC for Europe and other relevant documents of international organizations regarding land tenure and land administration problems.

The literature and research publications review is aimed at identifying gaps in information so that data that are already available will not be duplicated.

The analysis and the meetings with officials also generated quantitative information on selected issues such as the number of titles in the districts, estimated number of transactions in the registration offices, staffing of the district offices, economical sustainability and so on.

The information collected during the baseline report stage was carefully analysed and is presented in the report below.

The baseline report is prepared to be used for the preliminary design of a Land Information System. But it can also serve as source of information for the future project bidding processes and the detailed system design during the initial stage of such projects. However, at that stage more detailed analysis and the reengineering of business processes and workflow procedures will be required.

Some of the areas to consider in the Base Line Study include the following;

a) An overview of land administration systems.
   - Land administration and land registration
   - Overview of the Legal framework of land administration
   - Land administration and land acquisition issues
   - Land registration and survey and mapping process
   - Regional context and experience in land administration
   - Assessing the need of innovative approach
b) Projects and Studies in the Land Sector
   - Overview of previous studies in the area of land administration
   - Overview of recent projects in land administration
   - Assessment of results of previous project
   - Assessment of ongoing projects and initiatives
c) Facts finding about the situation in the sector
   - Land Tenure Systems and land acquisition process
   - Land Registration in Uganda
   - Land Registration analysis

- Land Registration challenges
- Inappropriate and inconsistent legal framework
- Fraudulent practices problem in land administration
- Unique parcel identifier issues
- Land records status and problems
- Review and evaluation of land records rehabilitation efforts
  - Used methodology and procedure of records rehabilitation
  - Assessment of proposals regarding land records updating
  - Methodology for data exchange between sectors
  - Staff capacity building and needs
  - Digital systems and proposals of biometric authentication
- Other issues of registration to solve
  - Office space, physical security and environmental controls:
  - System security and Disaster Recovery issues
- Cadastral survey and cadastral records maintenance issues
  - Cadastral surveys organization
  - Cadastral plans maintenance issues
  - Cadastral Survey files
  - Conclusion regarding cadastral surveys

d) Main Challenges and ways to address them

- Land administration main challenges and problems
- Improvements in Land Administration and Land Rights Delivery
  - Reform of the Land Rights Administration Framework
  - Land rights delivery functions
  - Land Demarcation, Survey, and Mapping Functions
  - Land Information Management Functions
- Review of most Recent Initiatives concerning Land Administration
  - Divestiture of Land Rights Administration Functions and Public Private partnership
  - Computerization, Securing, and Upgrading the Land Registry
- Land Registry rehabilitation approach
- LIS to support land acquisition and registration
- Land Information System and recent legal framework
- Challenges, limitation and constraints in LIS project implementation
  - Assumptions:
  - Main limitations and Constraints of LIS Project

e) Conclusions and Recommendations

Long Term Strategy for Reform

A detailed Baseline Study in the land administration sector normally informs the kind of reform required, and hence the development of a Long Term Strategy for the implementation of any reforms needed.

The establishment of a National Land Information System (LIS) is an important part of the implementation of an efficient land administration system as part of reforms required in the land sector. However, it should be noted that it is a time and resources consuming task and hence, an appropriate strategy should be developed and followed in the establishment of the need LIS.

The experiences that other jurisdictions have had in the last few decades in terms of the efforts of rehabilitation of the title registration and land survey system highlight the need for a new innovative and systematic approach based on information and communications technology.

A best case scenario for the development of an LIS consists of two main phases:

1. The development of the **basic land information infrastructure**; and
2. The **maintenance and improvement** of the land information system.

However, borrowing from experiences from other developing countries that have implemented such reforms, the realization of such a strategy depends on many factors including the following:

• Long term political support, vision and strategy of the system development
• Strong administrative and financial commitment and support from the state institutions,
• Cooperation of the private sector including banks and other financial institutions;
• Public support and participation and other factors.

The main overall objective of the **phase one** of the LIS implementation is the establishment of the basic land information infrastructure and transition from the manual land administration processes to the electronic/digital format.

The results of the **stage one** should be a developed LIS ready for roll-out across the entire country. This stage is aimed at the development, establishment and testing of the Parcel
Information Management System in normally selected pilot offices.

During this stage, the existing land registration and cadastral records for the entire country should be recovered, systemized and converted to a digital format, to secure them from further degradation as well as prepare for digital operations.

The **phase two** consolidates the results of the first phase and transition to the electronic system of the land conveyance. The second phase duration depends of the economical conditions and the development of the legal system of the country that can support the electronic conveyance system.

The other components parts of the Strategy should include the following;

i) . The LIS design and implementation approach

The implementation of the LIS for any one country is a long-term project and the approach to the system establishment should be based on the continuity of efforts, succession and review of results achieved at previous stages, as well as the permanent support of the state authorities.

The design of the system and its implementation should be done within the context of the

Regulatory framework and electronic document management system initiatives. The system implementation should also be aligned with the development of the e-government initiative and information system.

ii). Challenges and issues to consider
It is prudent to envisage some of the challenges that might come in the implementation of the LIS project. The LIS is a long term project, and the main challenges for the implementation of such a project are wide-ranging and may include but not limited to the following;

- availability of personnel;
- availability of infrastructure (offices, communication and so on);
- capacity to maintain the offices at the functional level.

iii). Consideration of Scenarios of Land Information System design
- Scenarios of system design
- Cost Estimation of Scenarios
- Land Information Offices Sustainability issues
- First Phase Pilot LIS Centers
- Densification of the LIS Centers network

iv). Setting of priorities and key design decisions
The priorities and key design decisions might include the following items;
- Possible decentralization of the system
- Unified system for all registration tasks
- Re-engineering of business processes
- System architecture and solutions
- Pilot projects processes and respective objectives
v). Pilot Project Design

The pilot-project should be aimed at the implementation of the system in selected pilot offices as well as the testing of the approach. The pilot-project should be concentrated on the development and implementation of the parcel information management system, which should be limited to the title registration and cadastral data as well as the rehabilitation of the existing title registration documents and land records.

Other items to consider at this sate include some of the following;
- Pilot Project strategy
- Main issues and solutions at pilot stage
- Pilot project components
- Data Conversion Methodology
- Base Map development approach
- Land information and data integration
- Main functionality of the LIS at the pilot stage
- Land registration procedures
- Land allocation and registration business process
- Working Environment
- Public Information, Training and Education

- Coordination with other ongoing projects
- Estimated Volume of work for Pilot Project

vi). Pilot Project Implementation Strategy
vii). Phase 1 - Implementation Plan (Time Schedule)
viii). Pilot Project Budget Estimation
ix). Project Assumption and Constraints
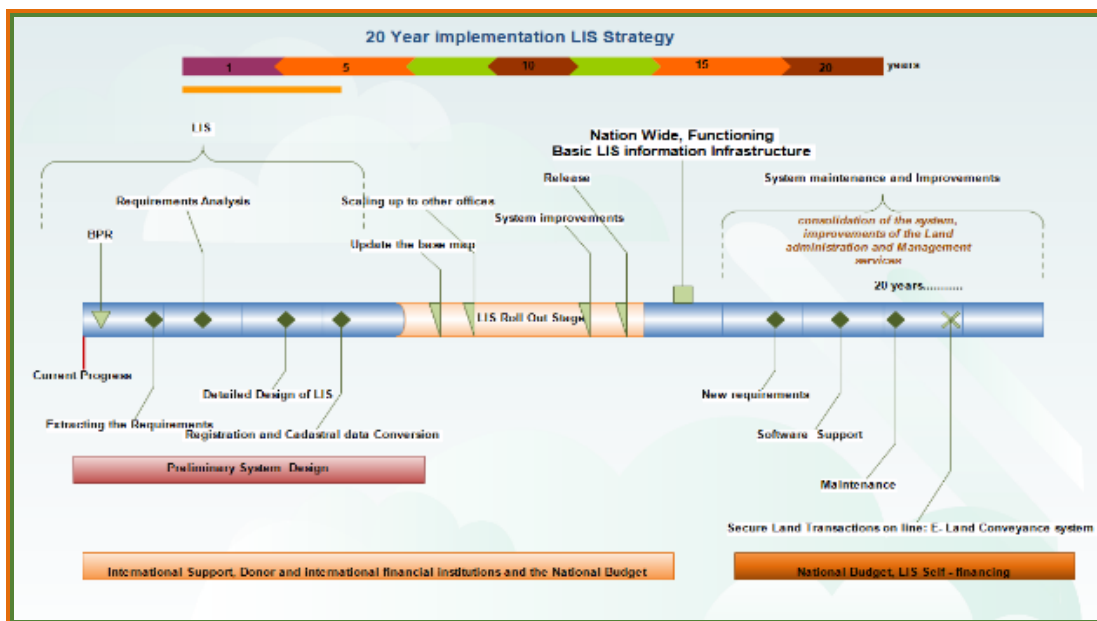
Figure 25 An Overview National Land information System Implementation Strategy

Business Area Analysis (BAA)

Prior to the Business Process Re-Engineering, it is vital to carry out an analysis in the area that is core to the land processes. These areas normally include the cadastral business and land registration sections. This analysis constitutes the Business Area Analysis, which among others presents transaction details and preliminary workflows that should be supported in the re-engineering and detailed stages.

It undertakes an analysis of the current situation and gives recommendations for improvements or changes in existing processes and detailed system requirements such as the data models, forms, users and user groups to be configured in the LIS Purpose

The BAA will normally also cover items such as registration principles, organizational structure, staffing, existing IT systems, workflows, transactions and fee schedules required for the configuration of the LIS; sample documents that the system should generate are also included as well as numbering systems and cadastral processes.

Business Process Re-Engineering (BPR)

Business process re-engineering entails radical redesign of business processes to achieve dramatic improvements in aspects such as quality, output, cost, service, speed and the cutting down of process redundancies.

According to Davenport and Short (1990), BPR comprises of 5 steps as given below;
a). Develop the Business Vision and Process Objectives:
BPR is driven by a business vision which implies specific business objectives such as cost reduction, time reduction, output quality improvement, etc. For most organizations, the objectives can be summarised as:

- establishing accurate land ownership records,
- preventing opportunities for corruption and reducing disputes over ownership,
- simplifying the process for end users,
- becoming a cost-efficient and reliable service,
- improving the office environment for both staff and customers and
- becoming friendlier towards foreign investment.

Reduction in documentation will be attained by linking the National Identification Data Base-(where available) to the Land Information System (LIS). This will reduce on the paper trail, providing accurate data on applicants, provide reliable information, reduction on delays and ultimately fraud related to the land registration process.

This verification may ensure secured clean and secured certificates of title to land and may reduce on case backlog that also affect women, upon death of a spouse.

b). Identify the Processes to be Re-Designed:
The *High Impact* approach focuses on the most important processes. The *Exhaustive* approach attempts to identify all the processes within an organization and then prioritize them in order of redesign urgency. For many jurisdictions the fact that a computerized LIS is being introduced naturally tends toward a high impact approach with the move from an analogue to digital environment fundamentally altering the way things are done.
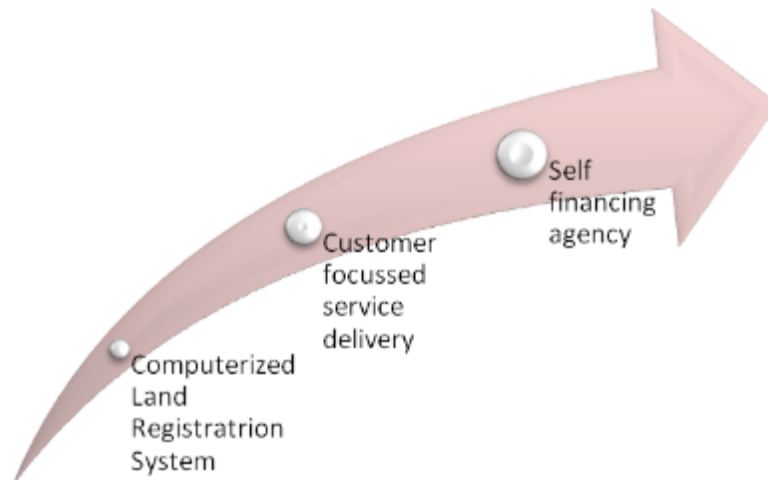
Figure 26 Expected Transformation Profile

c).Understand and Measure the Existing Processes:
To avoid repeating of old mistakes and for providing a baseline for future improvements, the use of metrics from the current analogue system to assess the effectiveness of the new system is recommended.

Identify IT Levers:
Awareness of IT capabilities can and should influence process design. This is particularly relevant in relation to forms and ledgers being used. Forms will have to adhere to standard ISO sizes to be accommodated by printers.

Land rights in Uganda are generally captured under the land registration process and procedures. At the entry point the application form, form 4 for freehold title and form 8 leasehold data is captured in an   aggregated gender format, this should extend to all the forms in the land registration process.

d). Design of the New Process:
The definition of requirements for the LIS should not be viewed as the end of the design process. This is an important point, as recipient organizations are unlikely to adopt all recommendations at once and is more likely address these in an ad-hoc manner as and when triggers allow.
This stage will entail coming up a structure for the detailed design of how the system will operate, including the Systems Architecture
Considerations and decisions have to be made on the some of the following;

- Software to be used
- Equipment to be used
- Implementation plan (Piloting, Phases (I ,II etc)
- Methods of data conversion
- The creation of operational workflows.

e). Future Organizational Skills and Technological Implications
Adoption of reengineered business processes and the introduction of a more effective automated property registration system will undoubtedly have a human resources impact. It is possible that

some areas within the recipient   organization may see staff reductions, whilst other new functions might require new or additional staff. In the process of digitization of registries, affirmative action should be a consideration in reduction and recruitment of staff.

The introduction of a computerized system will have a significant impact on the use of technology within the organization. The technical implications extend to both the creation of a formal IT function and secondly, the use of IT by the organization. An IT unit should be independently created to act as a support function to the organization.

The introduction of IT will introduce a change to the current way of working. Specifically, it will change the way in which information is collected, processed and disseminated. There will be a number of new technology components introduced to the organization.

Under the computerization process, disaggregated data in terms of gender should be captured, collected and extracted. This data provides a basis for good governance on how to manage the land rights and is essential for policy makers to assess the situation and develop appropriate, evidence-based programmes and interventions.These data sets will provide important indicators for the gender related needs.

The creation of computerization will require new technical skills to be recruited in to the organization. There will be a big demand for skills based around Microsoft technologies, including MS Windows Server Administration, Windows Domain Administration, Network Administration, and advanced level Database Management System Administration and other core function officers like cartographers, registrars, physical planners, surveyors, intake clerks and record staff will also be required.

From an operational perspective, it is recommended that staff that will work in a technical support capacity go through a formal training process. This is to ensure that the organization have the appropriate skills required to support and maintain the LIS. Requirement process and training should always provide for affirmative action as enshrined in the legal framework of the country.

Design Development and Implementation of Phase I – Pilot Phase

To address the identified weaknesses, the Pilot Project should support the development of a modern computerized Land Information System (LIS)/Parcel Information Management System (PIMS) which requires a switch from a usually centralized manual system to a decentralized computerized registration system, with tighter integration of cadastral information in selected pilot areas.

The LIS/PIMS is to be designed to support improved service provision, shorter timescales and greater transparency when dealing with land.

The pilot phase is better composed of 5 component parts;
   i)   **Detailed design of the system**; the design has to be cognizant of the land related National Strategy as well as the obtaining legal framework. Care should also be taken to coordinate with existing initiatives to avoid duplication of efforts

ii) **Data conversion**; the existing records will usually be in hard copy format, and will require conversion to digital format for electronic transactions. This might include the acquisition of photo maps as well.

iii) **Linking Registration and cadastral data**; for subsequent digital operations, it is important that these datasets are linked.

iv) **LIS Implementation**; this part will entail the development and customization of the LIS software. It will also include the installation of both the hard and software and accomplish the LIS training.

v) **Review of System and Detailed design**; a review for the success of the implementation will have to be carried out at his stage.

Design Development and Implementation of Phase II– Upgrade and Roll-Out of the LIS

The **overall objective of Phase II is** to consolidate and scale-up the results of the first stage of the Land Information System development, improve, upgrade and roll-out the LIS Solution to establish the National Land Information System Infrastructure (NLISI) and to achieve an efficient, reliable, transparent, corrupt-free and affordable land administration services provision for the population, businesses and government. It will have similar components parts as below;

i. Detailed Design of LIS Roll out & National Land Information System Infrastructure (NLISI)
ii. Process land records & data Conversion
iii. Integration of cadastral and registry data
iv. LIS implementation.

Support Activities

It is important to upgrade the support activities that will enhance the running and performance the LIS. These include but are not limited to the following;

- Establishment of Geodetic Network
- Base mapping operations (acquisition of Ortho-Photo and topographical maps)
- Establishment of office buildings (physical structures)
- Training of personnel.

The schematic diagram/flow for the proposed Standard Operation procedures is as given below;

Policy, Legal and Regulatory Setting

- National Land Policy
- Review of Legal Framework for Land Administration and Management

Strategic Planning Framework

| National Development Plan/Strategy | Strategic Action Plan for the Land Sector |

Basic Computerization

Creation of Database

Basic data capture of existing records in digital format

Data Entry and Scanning of Mailo records

Used for internal update of information, referencing and checking NOT daily case handling of Transfers and other Land transactions

Baseline Evaluation for the Land Administration System

Baseline status of the Land Administration System

Studies, research to be carried out to inform reforms

Local and International related studies

Previous attempts of interventions

Development of a Long Term Strategy for the National LIS

- The LIS design and implementation approach
- Challenges and issues to consider
- Scenarios of Land Information System design
- Defining Pilot Project Specific Objectives
- Preliminary design of the Land Information System
- Pilot Project Implementation Strategy
- Phase 1 - Implementation Plan (Time Schedule)
- Pilot Project Budget Estimation

Business Area Analysis (BAA)

1. An assessment of current business process for Land Registration
2. Zoom into specifically the area of Land Transactions
3. Working environment for the Land Transactions
4. Workflows – How are the activities being carried out?
5. Documents Used
6. Cashiering and Fee Schedules
7. Reporting Requirements
8. Integration With Cadastral System
9. Hardware and Software
10. Legislation – Existing Registration Laws and Regulations

93

Business Process Re-Engineering (BPR)

- MLHUD Business Vision
- Expected business benefits to MLHUD
- Identifying the processes to be redesigned
- What processes need to be retained, merged, eliminated?
- What are changing from manual to digital form?
- The technology implications for MLHUD
- Design of the new process - How is it going to be run?
- The future MLHUD organizational implications
- Revised Workflows

Assessment of the LIS project on the future state of processes, technology and organizational changes

Phase I — Pilot Phase

- Component 1 - Detailed Design of the System
- Component 2- Data Conversion
- Component 3 - Registration and Cadastral Data Integration
- Component 4 — LIS Implementation
- Component 5 — Review of System and Detailed Design

Component 2- Data Conversion
- Support Activity: Photo Base map acquisition

Component 4 —LIS Implementation
- Development/Customization of LIS Software
- Hardware and Software Installation
- LIS Training and Capacity Building
- Pubic Information and Awareness Campaign

Component 1: Detailed Design of the LIS Roll-Out and NLISI

Component 4 — LIS Deployment

Phase II — Upgrade and Roll-Out of the NLIS

Component 2: Land Records and Data Conversion

Component 3 — Registration and Cadastral Data Integration

Component 4 — LIS Deployment
- LIS Training and Capacity Building
- Pubic Information and Awareness Campaign

Figure 27 Proposed SOPs flow diagram

11.1 Gender Mainstreaming for the Proposed SOPs for the IGAD Member States

In a bid to achieve the gender responsiveness of the proposed Standard Operating Procedures, it is suggested that every level of the proposed Standard Operating Procedures is individually subjected to the gender responsiveness test.

The proposed gender mainstreaming strategy for the development of SOPs for the IGAD member states is as tabulated below:

No	Stage of Proposed SOPs	Activity/Gender Mainstreaming Proposal
1	Legal, Policy and Regulatory Framework.	There is a need for comprehensive legal and policy frame work that offers a domain for land administration operations. These could be the Constitution, National Land Policy, Land Sector Strategic Plan, and National Development Plan. However Such Policy framework should provide for gender parity. These should guide to ensure that the formulation of subsequent statutes, such as Succession and Inheritance laws, Marriage and Divorce bill cater for gender equity/parity.
2	Strategic Planning Framework	The Strategic Planning Frameworks are normally broader policies that point to the direction the government wishes to undertake (such as The National Development Policy-NDP, and Land Sector strategic Plan) It is important that such objectives are gender responsive, to guide specific pieces of legislation in the relevant action areas.
3	Basic Computerization	A part from creation of data bases and data conversion, other outputs of this stage offer a chance for inclusion of gender parity - institute help lines which are publicized and all stakeholders (men & women) encouraged to call in and seek guidance - The initial training of persons linked to the business registration processes should ensure a balance along gender. - The procedures defined for land administration and the mandatory documentation for processes should be gender inclusive The land agents should be encouraged not to be gender discriminative.
4	Baseline Evaluation for the	- The study of the current Status of Land

	Land Administration System	Administration offers a chance for the scrutiny of gender responsiveness for the status quo in land administration. A scrutiny of tenure arrangements including factors that are influences are looked at in case they foster gender inequality. - The input of previous studies in the land sector are examined for gender parity provision - The efforts of previous interventions are assessed for inclusion of gender equity. - International efforts are looked at for the benefit of best practices.
5	Development of a Long Term Strategy for the National LIS	In the need for a new innovative and systematic approach based on information and communications technology, is the digitization of data, from manual to digital records. - In the Long Term Strategy the Land forms which are the bedrock for the implementation of all the desired reforms in the sector should provide for a gender response especially at this inception stage. - It initially offers the basic land information structure for operations; a checklist should be crafted for this stage to pass the gender responsiveness test. The operational modus be gender sensitive not only for staff recruited but also to handle the interests of all future clients during the applications in land transactions. - Then maintenance stage should confirm and ensure the desires that were set up in the initial stages - A deliberate effort should be made to steer the political will to support gender parity in the system, even if there is a need for affirmative action
6	Business Area Analysis	This stage zooms into the core sector that is charge of the provision of the required services. It does analysis for purposes of informing the Business Processes Re-Engineering. - Evaluates the cadastral and registration systems; these are areas that are prone to gender segregation, and this should be filtered out at this stage. - The work environmental also sometimes perpetuates gender disparity; and understanding should be made for purposes of improvement plus ensure a gender responsive working environment for land registration. - A study of transaction documents (land forms) is made. It is important to note that the content of

		these data gathering forms is what is transmitted into the Certificates of title and hence gender responsiveness has to take root in the design of these forms.
		- In the workflow processes every transaction should be gender disaggregated.
		- As specific legislation for land Administration is encountered at this stage, therefore scrutiny should be made for gender parity.
7	Business Process Reengineering	BPR is normally vision driven and hence will have objectives laid out. It will be important to include an objective that seeks to entrench gender responsiveness into the reengineered processes. This might call for sensitive workflows that seek ensure gender inclusion in the processes. This is one stage that should not miss the gender responsiveness test. The requirements for the Future Organizational Skills should deliberately target gender inclusion in both training and future staff recruitment.
8	LIS Phase I – Pilot Phase	The subcomponent of detailed design here should ensure that the workflows generated can prompt the gender inclusion in processes designed. Part of the implementation involves training and capacity building; it is vital to be gender inclusive even at choice of beneficiaries for such opportunities. The Public awareness campaigns should target gender parity for purposes of informing all the respective holders of related land information.
9	LIS Phase II – Upgrade and Roll-Out of the NLIS	This stage involves the final detailed design and roll out of the NLIS. It also involves training and public awareness. It should consolidate the initiated gender responsive aspirations of the Phase I
10	Overall Support Activities	The initial stages of some of the interventions such as SLAAC and RAPPA offer a good advantage of listening to all parties on the ground. Gender sensitivity/ responsiveness has to be kept in mind, because such information collected at that stage normally is transmitted into and forms the certificates of title or part of any land documentation for ownership purposes.. The overall training and capacity building for the Land

		Administration & Management should ensure a continuity of gender mainstreaming efforts and gender responsiveness in all subsequent operations

12   Issues for Further Discussion

a) Software for the LIS

There are differing opinions for the use of software, regarding making a choice between Open source and proprietary software.

b) Legal framework for the LIS

There could also be a discussion on whether it is preferable to have specific legal frameworks for the development and Implementation of the LIS as opposed to having the legal framework incorporated within existing pieces of statutes

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14   Appendices

14.1   Appendix I: LIS Support Activities

Appendix Ia: UGRF Project

The Uganda Geodetic Reference Frame Project (based on the International Terrestrial Frame 2005-ITRF2005) has established both Continuous Operating Reference Stations (CORS) and a passive network of points that have replaced the previously destroyed Geodetic Network. This has

supported both new and subsequent surveys including the Systematic Land Adjudication and Certification (SLAAC) which are now processed within the LIS. The UGRF has also supported subsequent mapping projects.
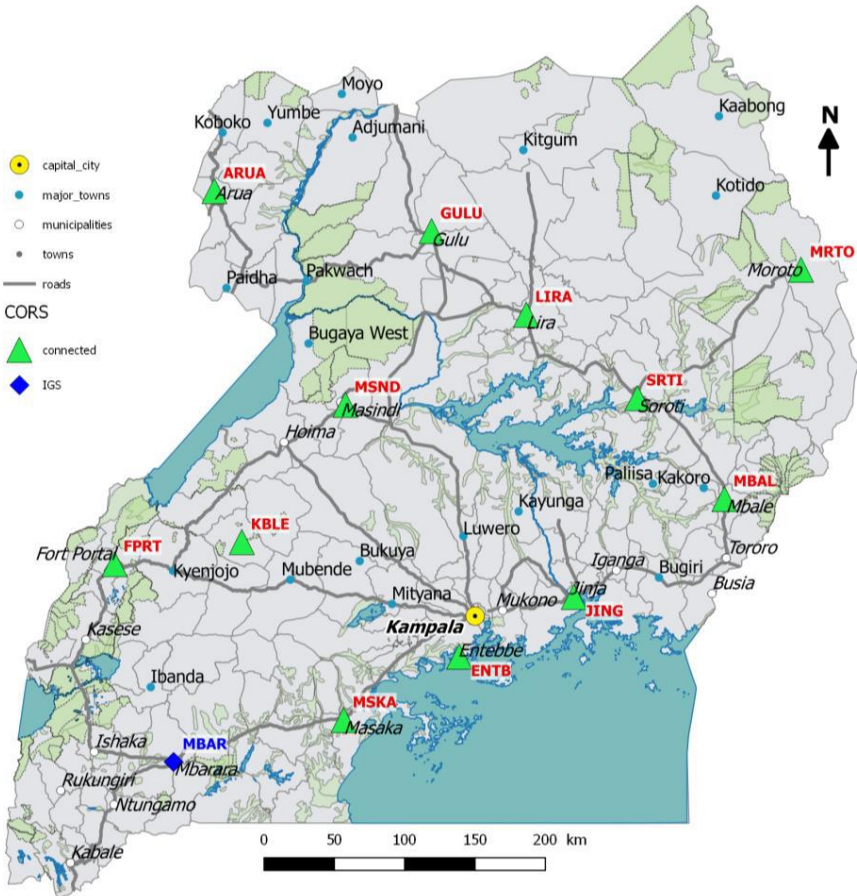
CORS Established

Appendix Ib: The Base Mapping Project (BMP)

The Base Mapping Project that commenced in September 2015 supported by the World Bank, has produced a homogeneous Ortho-Photo mosaic for the entire country with a resolution of 40cm in rural areas and 15 cm in urban areas, and this has achieved the following;

- Provided a dataset for technical compliance checks for surveys and physical planning in the LIS.
- Provided Ortho-photo as a base dataset for Systematic Land Adjudication And Certification (SLAAC)
- Provided data sets for the revision of production of topographical maps
- Enabled sharing of images with other MDAs for other spatial infrastructural developments.
- Added extra control points to the UGRF network

Ortho-photo
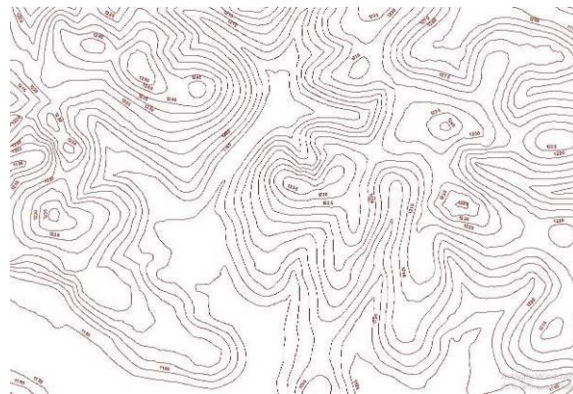
Contour layer from BMP

Appendix Ic: Systematic Land Adjudication And Certification (SLAAC) Project

Under the land reform, the World Bank is supporting the systematic registration of communal and individually owned land, under which falls the SLAAC Project, whose key outputs are as below;

(i) Organizing and establishing communal groups into Communal Land Associations (CLAs) in priority areas, including the Northern and Eastern Regions;
(ii) Systematic demarcation and registration of communal lands in the names of CLAs (600 CLAs); and
(iii) Demarcation and registration of individual lands in rural and peri-urban areas, including issuance of titles to said individuals (900,000 Certificates of Title).

The on-going SLAAC Project is operating in 4 Districts in the country, and the production of some of freehold certificates of titles out of the expected 75,000 has commenced utilizing the established LIS

A data processing center (DPC) established at the Surveys and Mapping Department enables the augmenting of the Ministry Zonal Offices especially with the government projects such as the SLAAC Project.

Appendix Id: Rapid Physical Planning Appraisal (RAPPA)

The concept of Rapid Physical Planning Appraisals was initiated by the Directorate of Physical Planning to address concerns of high expenses and lengthy processes while preparing Physical Development Plans.

The Rapid Physical Planning Appraisals (RAPPAs) provide a framework to guide land use development and demarcation of land rights while promoting sustainable urban development. RAPPAs are prepared following a highly participatory process to capture the community aspirations of how they intend to have their area developed. The process doesn't follow the conventional planning procedures and as a result the outputs are timely yet informative.   RAPPA has widely been used in guiding parcel demarcation in the on-going SLAAC Project.

1. STAKEHOLDER ENGAGEMENTS (National, District, & Parish levels) Tools: IEC & Sensitization Package Reconnaissance, Surveys, Sensitization & Training of ALC **Field based	2. DATA COLLECTION (Primary & Secondary Data) Qualitative & Quantitative Data Tools: GPS devices, Ortho-Photos, Interview guides, available PDPs **Field based	3. Data Analysis (The Existing Situation) Forms the basis for Baseline (Plan, proposals)-Population Projections, Land Budgeting) Tools: GIS Applications **Field based
2. FINAL LANDUSE FRAMEWORK (Present for approval) Tools: IEC & Sensitization Package Reconnaissance, Surveys, Sensitization & **Field based	5. PRESENT THE DRAFTLANDUSE AND INCORPORATE COMMENTS (to all stakeholders) Tools: IEC & Sensitization Package **Field based	4. DEVELOP DRAFT LANDUSE FRAMEWORK. (Peri –Urban & rural Plans) Tools: GIS Applications **Field based

Framework for RaPPA Process

Appendix Ie: The National Physical Development Plan (NPDP)

The Physical Planning Act 2010 (amended) declares the whole country a Planning area, making it necessary for the country to prepare 'wall-to-wall PDPs'. The Act provides for a five tier physical planning system, with the National Physical Development Plan at the top of the hierarchy. It is followed by Regional Physical Development Plans, District, Urban and Local Physical Development Plans in that order.

The National Physical Development Plan is an articulation of the spatial direction the future development of a country should take, and defines in spatial terms how this development should take place. It provides a spatial framework for public as well as private sector investment and also

serves as a basis for environmental management. It emphasizes efficient spatial resource allocation across all sectors of the economy, regulation of land use activities, & conservation of land & other natural resources. The National Physical Development Plan provides a framework within which lower level physical development planning takes place. Uganda has prepared her first National Physical Development Plan funded by a World Bank Loan under the Competitiveness and Enterprise Development Project (CEDP).

The National Physical Development Plan gives direction to Regional PDPs which in turn inform District PDPs and this relationship continues up to the lowest plan in the hierarchy. The rationale behind this system is the fact that it is impossible to take care of national level interests in a local area unless these have been handed down from a higher level.

The NPDP, provides a basis for integrating the physical and spatial with the economic and social issues of national development planning. Its core elements are the pattern of human settlements, the land uses and natural resources for economic activity and the infrastructure networks which connect and service them.

The NPDP breaks down the core elements into sub sections which include:

•   A hierarchy of settlements from the primate city, secondary cities down to key towns.

•   Principal land uses which comprise Strategic and Secondary Agricultural Zones, Natural Resource Blocks and Protected Areas

•   Infrastructure Networks as transport systems and nodes, and utility corridors.

The National Physical Development Plan is a system and a guide, to how to deal with the conflicting pressures on land use in this rapidly growing and modernizing country. It will provide Physical planners direction on how to prepare low level plans and implement them accordingly.

NPDP Settlements & Land Use Map

Principle elements of the NPDP

Appendix If: Capacity Building

There is need to build capacity and ensure transfer of knowledge or skills transfer from established successful universities in Nations like the USA, Finland, South **Korea**`s Geo-Spatial Corporation (LX); Korean Land and Housing Corporation (LH) and Ministry of Land, Infrastructure and Transport (MOLIT) among others.

This shall support Land officers, Land registration officers, local council leaders, cultural leaders, surveyors, Physical Planners. Urban Officers, Housing Officers and   ICT Officers from the Land governing institutions to improve their skills and expand their understanding in land administration and management, Physical Planning infrastructure and other Systems to ensure Interoperability with other established Spatial and non-spatial systems like the National Land Information System.

More so, this will ensure efficient technical participation in the future crucial stages of design and development of the system to support the establishment of the National Spatial Data Infrastructure. The ICT Officers need to be trained in core IT/ICT relevant fields to enhance their knowledge, skills and capacities to manage the system.

Previous Capacity Building interventions

The baseline line assessment report of Land information System recommends capacity building to ensure that highly qualified staff manages the computerized system for land administration. A

systematic training programme is recommended that entails; basic computer skills, specialized training and professional training.

Over the previous years, a number of staff members have benefited from the training programs to build their capacity in their areas of specialization. The training programs conducted followed the systematic training programme as recommended in the baseline assessment which among others included local and international trainings.

The International trainings included: Attending the annual International Land Conference in Washing DC, Land Governance and Administration short courses in Sweden among others.

The national trainings were mainly targeted to have trainers of trainers. Ministry of Lands, Housings and Urban Development staff were trained to equip them with knowledge and skills to train the local government staff and lower level land administration structures.

The specialised training for Surveyors, Cartographers, and physical planners in Geographical information system, spatial data management and other courses related to the Land Information system. The Land officers and Registrars of titles are further trained in various disciples to support the implementation of the LIS and other key components to support business continuity.

More so specialized training must be done in ICT in spatial software development, system security, and Hardware and software configuration, advanced trainings in GIS and further on job trainings in the Land offices.

Capacity building in RAPPA was done through: training of core teams about RAPPA process, training of Land Administration structures (Area Land Committees, Physical Planning Committees and District Land Boards) about RAPPA process as well as their roles during the process.

The second component of capacity building involved providing support materials such as planning related documents, (Laws, policies), satellite imagery/ Orthophotos and other spatial data layers for their areas,

The core planning teams are comprised of **Ministry staff** including staff at the **zonal offices and** (graduate trainees from institutions of higher learning, who are involved depending on the magnitude of the assignment but also for knowledge transfer). This is a training of trainers who eventually train other groups while in the field.

While the second category comprises of **technical staff** and a few representatives at the districts especially the Physical Planning Committee members**,** Area Land Committees and District Land Boards

The table below summaries the details of the training components for the two groups:

Category	Training subject
First category	- RAPPA concept and process
Second category	- Legal frame work (Land Administration) - Conventional physical planning process

	- RAPPA concept and process
	- Institution roles and responsibilities in Land Administration

Training components

Other Specialized Training areas

Category	Areas of interest
Business and systems analysis	• Understanding of enterprise integration and collaboration. • Domain Models data sharing and integration.
Hardware and Software section	• Network infrastructure • Virtualization and cloud technology, Backup and restoration • LDAP • PostgreSQL • Alfresco • Real time monitoring of networks and Systems
Quality Assurance	• Data Quality Assurance Mechanisms for system management
Governance and Administration (Technical)	• Governance of Enterprise IT. • Systems Audit and Control Association
Physical Planners/urban officers.	• GIS for Physical planning, urban planning and spatial management. • GIS for compliance and land use changes monitoring. • GIS for public participatory in Urban and physical Planning. • Digital cartography.
Registrar of Titles/registration officers/ Land officers	• GIS • Fit for purpose approach to Land administration and management

Surveyors & cartographer	• GIS • Spatial data management • Fit for purpose approach to Land administration and management
Customer Care Support	• Client care training • Business management Training on Land Matters.

14.2 Appendix II: Detailed Design, Development and Implementation of UgNLIS

Introduction and Background

After the Baseline Study of Land Administration System, Development of LIS long term strategy for securing land records and Initial design of LIS.

Uganda National Land Information System was designed and implemented in a phased manner with the following activities involved in each phase;

Phase One: entailed the detailed design, development and implementation of pilot phase under the DeSILISoR project. **DeSILISoR** started as an initiative by Ministry of Lands, Housing and Urban Development (MLHUD) in 2010 with the objective of contributing to the establishment of the efficient land administration system in Uganda to facilitate and improve the delivery of basic land services to the population and improve land tenure security.

Project Goals and Objectives of Pilot Phase.

The following were project specific objectives:

- Rehabilitate existing land records and save the existing titles, registrable instruments and other registration documents and cadastral maps from continuous degradation by transferring them into digital form.
- Achieve a total re-engineering and modernization of the registry offices including changing the organizational culture, substantial upgrade of human resources, working environment and supporting system tools.
- Test the approach and land information system design and architecture on these six cadastral districts and prepare for further roll-out for the entire country.

The project covered the following tasks:
- Detailed design of the land information system (detailed system implementation and re-engineering of the land registration process;
- Data conversion of titles and registrable instruments (consolidation, rehabilitation, indexing and scanning) and (rehabilitation, indexing, scanning, georeferencing and vectorization) of cadastral maps;

- Re-engineering and modernisation of the registry and its procedures;
- Establishment of a Digital Base Map for the LIS (Up-to-date orthophoto for cadastral mapping);
- Organisation of public information, capacity building and training of personnel (i.e. sustainability through training and maintenance);
- Preparation of the strategy and implementation plan for the nationwide roll-out.

Phase Two involved decentralization of land information offices and roll-out of LIS to 22 Ministry zonal areas under the **DeSINLISI** Project.

Overall Deliverables of the Project

The main deliverables of the project were defined as follows:
1. A LIS Solution Software including all modules (land registration, land survey and cadastre, land valuation and physical planning and other modules) installed in 22 MZOs and other NLISI offices,
2. All land related documents (Titles, Cadastral maps, Physical Planning and Land Valuation records) properly scanned, indexed and/or vectorised and fully integrated in the LIS,
3. The Final LIS installed in all 22 NLISI offices, SMD and NLIC;
4. Hardware and equipment purchased and installed and implemented in all NLISI offices;
5. The NLISI operational and providing the services for the customers;
6. Trained personnel able to operate the system;
7. The Capacity built at the NLIC to maintain the NLISI and carry out their functions.

Aims and Objectives

For providing more accurate information and a better level of customer services, the Ministry of Lands, Housing and Urban Development of Uganda (MLHUD) needed an efficient, effective and reliable land information system in order to manage land administration workflows and to automatically produce secured titles. It was also a must to finalize the process of securing the land records by their transformation into digital format.

DeSINLISI is a Government of Uganda initiative, which is funded by the World Bank, to continue a consolidation of land reforms initiated under LSSP-I through the PSCP-II and to help scale-up critically needed land sector reforms in several priority areas establishing the Competitiveness and Enterprise Development Project (CEDP).

The Land Administration Reform component of the CEDP includes modernization of land administration, improvement of management of public land, acceleration of registration of communal and individually owned land, strengthening of institutions and mechanisms for land disputes resolution, reviewing of land institutions, developing capacity and managing the land component.

The "Modernizing land administration" sub-component of CEDP among other activities envisaged enhancing and rolling-out the LIS Solution to 21 Ministry Zonal Offices (MZOs) and establishment, in such a way, of a National Land Information Infrastructure (NLISI).
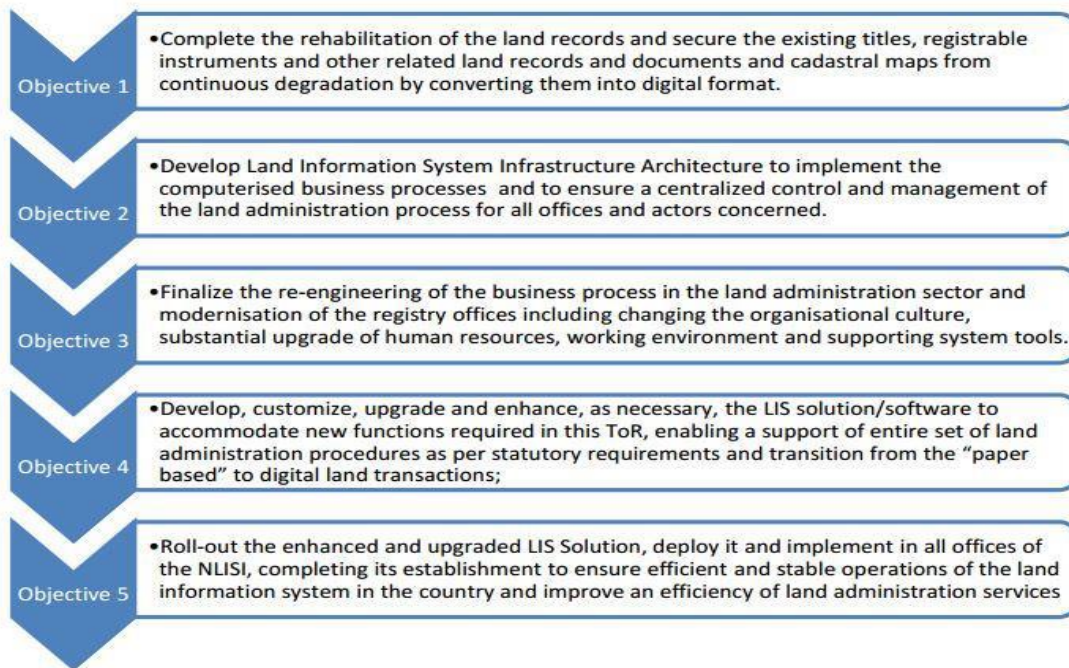
The main goal of the project was to provide the technology for full and comprehensive registration of land ownership and to encourage investments and national development. Therefore, the proposed system goes beyond the simple computerization of the existing data. It is devoted to provide an improved and secure update of the land registry information system and incorporate physical planning and land valuation.

It has been implemented for a period of 5 years and is now covering the entire territory of the country and all districts: twenty-two (22) districts (named Ministry Zonal Offices - MZOs), the Uganda Land Commission (ULC), the National Land Information Centre, the MLHUD Headquarters (HQ) and the Department of Surveys and Mapping (DSM) in Entebbe.

The overall goal of the DeSINLISI Project, based on the goal and objectives of the LSSPII and CEDP is established as follows: *to consolidate and scale-up the result of the first stage of the Land Information System development, improve, upgrade, include physical planning and valuation functions and roll-out the LIS Solution to establish the National Land Information System Infrastructure (NLISI) for Uganda and to achieve an efficient, reliable, transparent, corrupt-free and affordable land administration services provision for the population, businesses and government.*

The objective of the National Land Information System Infrastructure (NLISI) is the contribution to the establishment of functioning, transparent and efficient land administration and improvement of land tenure security in Uganda. The NLISI serves as a main source of the land information for the physical planning and land development, land valuation, protection of the land resources, and contribute to the economic growth of the country.

The land information system (LIS) aims to integrate the spatial and literal aspects of land administration data managed by the Ministry Zonal Offices. According to the RFP and ToRs, the project specific objectives were the following:

Objective 1	•Complete the rehabilitation of the land records and secure the existing titles, registrable instruments and other related land records and documents and cadastral maps from continuous degradation by converting them into digital format.
Objective 2	•Develop Land Information System Infrastructure Architecture to implement the computerised business processes and to ensure a centralized control and management of the land administration process for all offices and actors concerned.
Objective 3	•Finalize the re-engineering of the business process in the land administration sector and modernisation of the registry offices including changing the organisational culture, substantial upgrade of human resources, working environment and supporting system tools.
Objective 4	•Develop, customize, upgrade and enhance, as necessary, the LIS solution/software to accommodate new functions required in this ToR, enabling a support of entire set of land administration procedures as per statutory requirements and transition from the "paper based" to digital land transactions;
Objective 5	•Roll-out the enhanced and upgraded LIS Solution, deploy it and implement in all offices of the NLISI, completing its establishment to ensure efficient and stable operations of the land information system in the country and improve an efficiency of land administration services

LIS Objectives

Project Components

Component 1: Detailed Design of the LIS Roll-Out and NLISI

The new system had to be composed of the currently implemented modules, reengineered for optimization of performance and rewritten using the Open Source technologies to which shall be added land valuation and physical planning modules as well as mobile office and Daily Case Management system.

With respect to the System implemented during DeSILISoR project the main expected evolutions were the following ones:
❖ New system based on Open Source components and developments delivered as such (sources code delivered to the MLHUD),
❖ A unified database for Registry and Cadastre, in order to ensure database consistency,
❖ A full web architecture for the system implementation, excluding scanning module, which will be implemented using desktop application,
❖ Improved operations and modules to reflect the user experience in phase 1,
❖ Improved data model (LADM compliant, simplified),
❖ Simplified transactions and workflows

Component 2: Land Records and Data Conversion

The first objective of Data Conversion (DC) was preserving information of cadastral and registry related hardcopy documents to digital format as closely as possible to the originals. Value-added

conversion was done by means of georeferencing and vectorizing of cadastral maps and by ways of capturing systematic textual information on all documents,

The second objective of DC was to provide all the required and available information to be integrated into the NLIS. This information will support all future cadastral and registration operations in the MZOs. The information being used either for inclusion in the registration products or for decision taking by the appointed officers

Component 3: Registration and Cadastral Data Integration

The primary objective of this component was to prepare and supply each Ministry Zonal Office (MZO) with an integrated, complete and consistent dataset containing Registration, Land Administration, Cadastre, Physical Planning and Valuation data allowing them to perform their daily duties using the new system.

Component 4: System Roll-Out and NLISI Establishment.

The main objective of this component was to roll-out the NLIS to all twenty-two MZOs in addition to MLHUD Headquarters, Department of Surveys and Mapping and the National Land Information Centre (NLIC) and to provide public access to fast, efficient and secure land governance services.

Capacity Building and Knowledge Transfer

Training and capacity building was one of the important challenges of this project and essential to ensure the uptake, use and sustainability of the NLIS. A comprehensive training program was implemented to ensure all staff engaged in the NLIS receive adequate and appropriate training to operate and maintain the system. The training and capacity building component was composed of workshops, seminars, and study tours trainings and of On-The-Job training (OTJ). It focused on the managers and technical personnel of the Ministry of Lands, Housing and Urban Development (MLHUD), National Land Information Centre (NLIC) and Ministry Zonal Offices (MZOs).
The intent was to build an efficient operational network of collaborators for the MLHUD, the NLIC and the MZOs intended to become the reference in NLIS use for Ugandan stakeholders in all the fields relevant to land governance including: land administration, GIS systems, spatial data integration, digital map for cadastral data management, physical planning, GPS, etc.

Public Information and Awareness Campaign (PIAC)

(PIAC) which were directly linked to the management of the project. Public Information and Awareness Campaign (PIAC) has been coordinated with other components of CEDP in close cooperation with MLHUD. The PIAC also included measures to inform the MLHUD staff about the project activities and increase involvement of the personnel in decision making to foster a greater sense of ownership by the MLHUD and its staff. The primary objectives of the Public Information Campaign were to:

❖ Increase the public awareness regarding advantages of the formalization of property rights;
❖ Inform the public about the advantages of a new system for land acquisition and registration;
❖ Promote new registration and cadastral services and encourage citizens of Uganda to formalize their property rights;

❖ Receive feedback on public acceptance and evaluate of the land administration services provided;

❖ Inform the project stakeholders including MLHUD staff, government agencies and business about the project progress, achievement and benefits for the stakeholders.

❖ Organize workshops and seminars showing the progress and/or results of the project.

Main Achievements and impact of UgNLIS on Land Administration in Uganda

According Migereko, 2016, the NLIS already made profound contributions to the improvement of service delivery across the land sector with a substantial reduction in the time required for land transactions, minimization of opportunities for corruption, increase in accountability and strengthening of tenure security.

The results registered since the implementation of NLIS include;

❖ Increase in the number of land transactions.

❖ Decentralization of the cadastral and registration services

- Successful decentralization of land services to 22 Ministry Zonal Offices has brought land services closer to the citizens there by acting as a one stop-shop for all land registration services, therefore reducing the costs of movement from upcountry locations to Kampala or Entebbe.

❖ Securing of land records and maps,

- Integration efforts with other government agencies such as UNRA, NEMA, NFA, UBOS to ensure parcels aren't created in gazette areas has helped in assuring that land security Upload of customary land parcels in the LIS to has prevented registration of other tenures on the already existing customary tenure hence securing customary land tenure.

- Improved data management and back up procedures.

❖ Establishment of audit trail of land transactions by tracking statuses of transaction by stage, user or group and tracing every step of the process.

❖ Improvement in the quality of records and their management,

❖ Instant retrieval of land related information,

❖ Better service delivery to the stakeholders,

❖ Improvement in public perceptions of land service delivery,

❖ Increased sustainability of land governance.

Public Confidence in government's ability to secure land and provide efficient land services has increased. As a result, accountability on government side has improved with reduction in number of forgeries, missing land records and faster resolution of land disputes.

❖ Increased transparency

- This has been achieved by use of portals and dashboards to display all information entered in the system also by way of transaction processing by the Commissioners of different departments and physical monitoring of MZO activities by NLIC Staff.

❖ Improved customer care to clients, as a result clients' issues and concerns are addressed in a timely manner.

❖ Streamlined land registration procedures and business processes from cadastral data to certificate of title issuance. All transactions in LIS follow predefined steps of the workflow and a list of required documents are predefined as well. This has reduced on the time of processing a transaction and increasing number of transactions registered overtime.
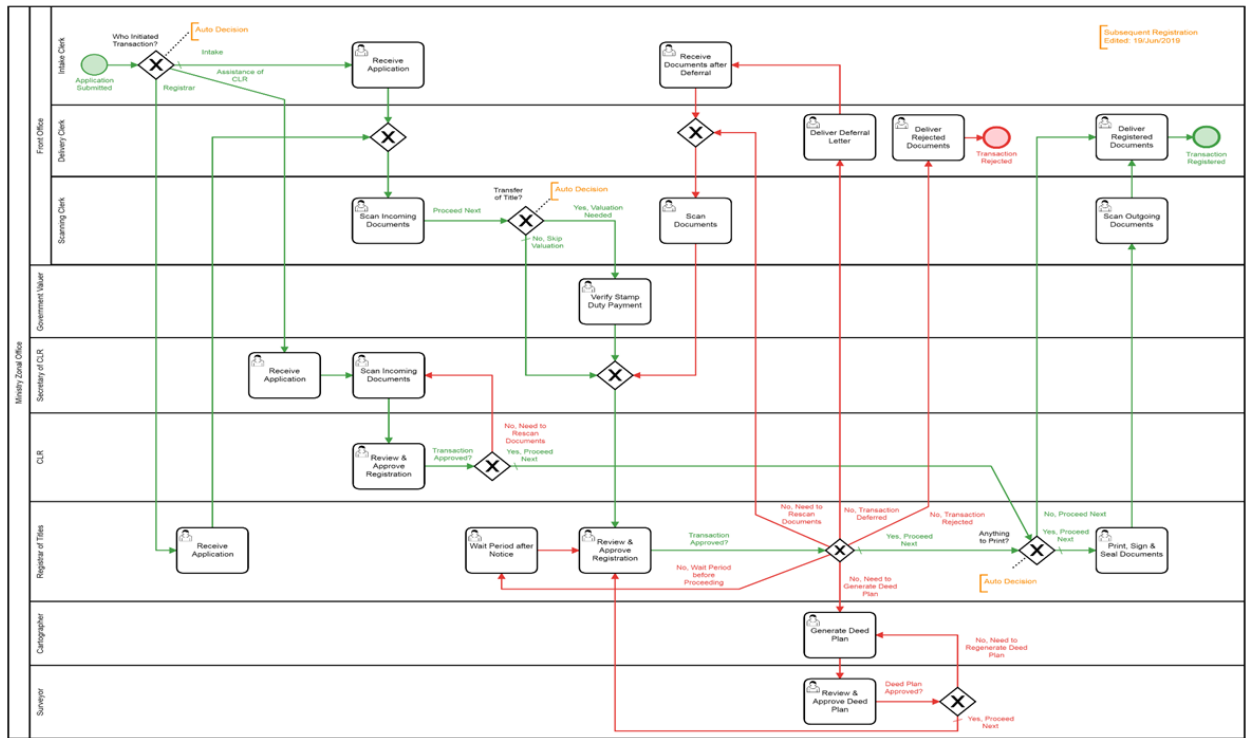

Fig. : Workflow for Mortgage/Transfer   *Zoom In to View*
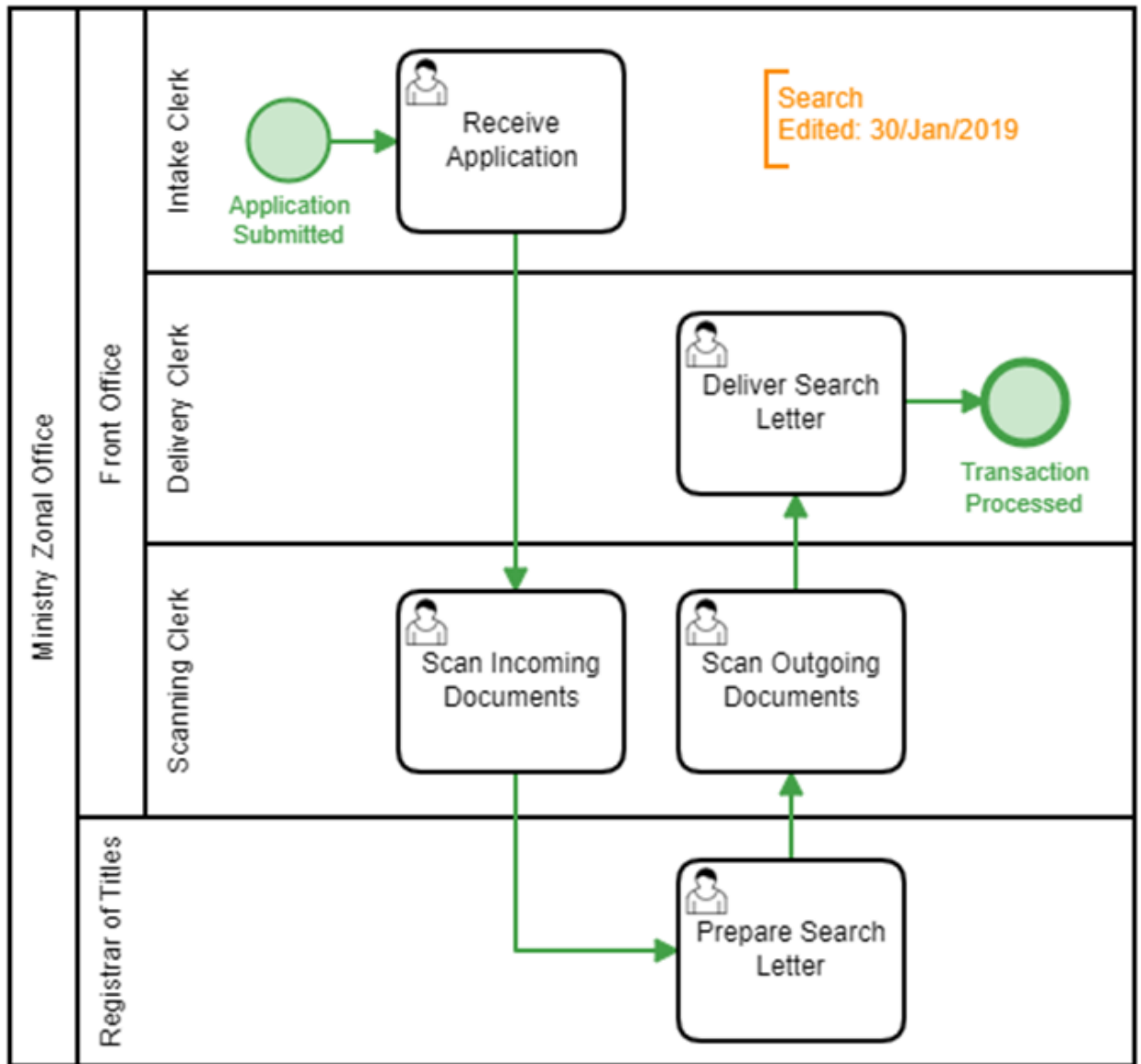
Fig.: Workflow for searches in the LIS

❖   Establishment of audit trail of land transactions

❖   Increased revenue collection

Challenges

Given the above mentioned achievements and lessons learnt, the following challenges still exist:

❖ Lack of timelines (client's charter is still not in place) therefore transactions keep pending for long in the system

❖ Registration steps especially for first registration are still too long.

❖ Out dated laws and lack of updated legal framework.

❖ Most applicants across the country aren't literate yet land processes are documented in English language.

❖ The process of assessment and payment of stamp duty is still too long. There's need to consolidate this process to reduce on the time it takes to pay for a service.

Lessons Learnt

The deployment of the LIS throughout the Ugandan territory is undoubtedly an important advance to secure land tenure in Uganda. With 22 MZOs spread over the whole territory, services to citizens are made easier and avoid long journeys to Kampala and Entebbe to realize Land transactions. The LIS can be considered as a booster for Ugandan Economy. With a secure Land Tenure, access to finances and investments is easier, Land market is more dynamic and a good knowledge of the territory contributes to infrastructure development (physical planning, road infrastructure, etc.). With the introduction of mobile office, sms alerts and use of both corporate and public portals in LIS can help build trust among the public and reduce on time of doing transactions.

From the lessons learned throughout the course of DeSINLISI project conclusions were drawn and recommendations for the future realization of projects of the same type or simply to improve the functioning of the LIS and ensure its sustainability.

The geo-referencing work carried out during Map conversion was strongly impacted and complicated by the delay in making available the orthophotos produced by the BaseMap project. This resulted in a partial resumption of this work when these orthophotos were finally delivered and therefore a waste of time which delayed other data conversion activities. The orthophotos were supposed to be an important input for DeSINLISI but they could never be used as such and led to delaying georefencing until the orthopotos were available.

Human Resources

During the implementation of DeSINLISI Project we could see serious deficiencies in the management of human resources within the MLHUD. These deficiencies were highlighted during the deployment of the system in the last 8 MZOs where it was necessary to wait many months before obtaining the list of the staff who will work in these MZOs

Administrative Organization and Procedures
Many administrative procedures should be put in place to improve the functioning of the LIS. MZO staff should regularly report to their management on the functioning of the MZO.

There is also a lack of administrative procedures between Human Resources Department and NLIC management. When staff is moved from one MZO to another or when new staff comes to work in

an MZO the management of the NLIC should be immediately informed, according to a well-established procedure, so that the corresponding rights can be granted in the system

NLIC and other MLHUD Departments

There is not enough formal communication between NLIC and other departments of MLHUD (Land Registration, Survey and Mapping, Land Administration, Physical Planning, Land Valuation). There should be regular meetings between NLIC management and the managers of these departments.

Factors that Contributed to Success

❖ Training and capacity building of system end users
❖ Formation of Technical Standards Committee and Technical Standards Sub-Committee to design standard operating procedures, business transactions and workflows.
❖ Public awareness campaign in the different mediums including 'open day' activities have helped in boosting public confidence.

14.3 Appendix III: List of 106 Transactions Configured in the UgNLIS and Reports Configured in UgNLIS:

14.3.1 List of 106 Transactions Configured in the UgNLIS:

Amalgamation
Application for Leasehold by ULC
Application for Leasehold of Pool Houses
Blue Page Data Conversion
Blue Page Data Conversion by Double-Entry
Cadastral Data Maintenance
Cancellation of Title (Ownership Does Not Revert)
Cancellation of Title (Ownership Reverts)
Caveat
Caveat by Commissioner Land Registration
Caveat by Commissioner Land Registration to Prevent Fraud
Caveat by Registrar
Caveat Lapse
Caveat Removal by Commissioner Land Registration
Caveat Removal by Court Order
Caveat Withdrawal
CCO Data Inclusion
Certificate of Succession
Certified Copy
Change of Address
Change of Administrator(s)

Change of Mode of Ownership
Change of Name
Change of Use
Communal Land Association Dissolution
Communal Land Association Incorporation
Compensation Valuation
Condominium Plan
Condominium Title
Conversion of Blue Pages to White Pages
Conversion of Customary to Freehold
Conversion of Leasehold to Freehold
Court Order
Deceased Joint Tenant Removal
Easement
Easement Removal
Government Charge
Government Charge Removal
Grand of Freehold
Grant of Probate
Grant of Probate Revocation
Incumbrance Removal by Registrar
Incumbrance Withdrawal by Court Order
Instrument Data Conversion
Job Record Jacket Data Conversion
Land Administration File Data Conversion
Leasehold by District Land Board
Leasehold by Uganda Land Commission
Leasehold Extension for Expired Lease
Leasehold Extension for Unexpired Lease
Leasehold Out of Mailo/Freehold Land
Leasehold Renewal
Leasehold/Sublease Surrender
Leasehold/Sublease Termination by Effluxion
Leasehold/Sublease Termination by Merger
Leasehold/Sublease Termination by Re-Entry by Registrar
Leasehold/Sublease Termination by Re-Entry under Order of Court
Leasehold/Sublease Variation
Letters of Administration
Letters of Administration Revocation
Mortgage
Mortgage Equitable
Mortgage Release
Mortgage Transfer
Mortgage Transfer by Court Order
Premium and Ground Rent Valuation
Probate Valuation
Rectification of Title

Request for Cadastral Print
Request for Deed Plan
Rescan Documents
Resurvey
Return of Expropriated Property
Root Title Data Conversion
Root Title Data Conversion by Double-Entry
Search
Search by Mobile Registrar
Search by URSB
Separation of Title
Special Certificate
Special Valuation
Stamp Duty Valuation for Land Dealing
Stamp Duty Valuation for Leasehold Out of Mailo
Stamp Duty Valuation for Leasehold to Freehold
Subdivision
Sublease
Sublease Renewal
Substitute Certificate
Title Data Conversion by Double-Entry
Title Data Maintenance
Title Jacket Data Conversion
Title Jacket Data Conversion by Double-Entry
Transfer by Court Order
Transfer by Mortgagee
Transfer of Title
Transfer under Warrant of Attachment and Sale
ULC Board Meeting
ULC Consent to Change of Use
ULC Consent to Leasehold Extension for Unexpired Lease
ULC Consent to Leasehold Renewal
ULC Consent to Mortgage
ULC Consent to Subdivision/Amalgamation
ULC Consent to Sublease
ULC Consent to Transfer
Vesting Order by Court
Vesting Order by Law#

14.3.2 Reports configured in UgNLIS:

Efficiency of Operations
Fees Collected Summary
Number of Pages Scanned by Users
Payment Indicators
Pending Transactions Summary
Percentage of Land Surveyed and Registered
Properties by Gender
Properties by Tenure
Registered Transactions Summary
Registration Progress
SDG: Area of Registered Parcels
SDG: Land Parcels in The Name of Woman
SDG: Parcels with Delineated Boundaries
SDG: Registered Properties by Type
SDG: Registered Transactions
Staff List
Submitted Transactions
Tasks Completed by Users
Titles for Manual Linkage
Transactions by Status
Transaction Content

14.4 Appendix IV: The Process of Land Titling Before BPR – Acquisition of a Leasehold Title

No	Step	Documents	Remarks
1	Applicant has land under customary tenure		
2	Applicant applies for land at DLO	Attach sketch map of land	Applicant visits District Land Office
3	District Land Officer verifies application	Existing index map at DLO	DLO verifies that no one has applied in that spot/area/parcel before. If no one has applied for that land before, DLO registers applicant and gives reference number
4	Applicant is registered		And Payment of 1000 shillings then is done by applicant
5	Application sent to District Executive secretary (DES)	Application Documents (AD)	DES was Secretary for District Land Committee (DLC)-she/he arranges for site visit by DLC
6	Site Visit by DLC	AD	Gov't to pay- but applicants used to pay- If land is free of encumbrance DLC approves the file
7	DLC forwards file to DES for	Forwarding letter to ULC to	ULC housed in Kampala

		submission to ULC	advice grant of lease	
8	DES forward LAF to ULC	Forwarding letter, and letter form DLC	
9	ULC meets to consider application	AD	-ULC receives application -Puts on agenda -meeting every 2 months depending on availability of funds -decision comes in minutes
10	ULC sends LAFs to valuation Dep't (office in Kampala)	AD	To determine premium and ground rent
11	Valuation sends LAFs back to ULC	AD	After determination of Premium, ground rent
12	ULC forwards LAFs back to DLO	AD	Detailing fees, minute, No of years granted.
13	DLO writes to applicant		Detailing conditions of lease, fees
14	Applicant pays fees		Permanent file is opened (LAF)
15	DLO writes to Senior Staff Surveyor (SSS) at District requesting for a survey	Copy of LAFs	
16	SSS- writes to CSM in EBB requesting for I/S	Copy of LAFs	
17	CSM issues I/S to SSS	Cadastral print, I/S	I/S received at District
18	SSS instructs a surveyor in office to do the survey	Cadastral print, copy of LAF documents	
19	Survey carried out by District Office (Surveys section)		
20	Survey received at district Office for checking, production of provisional deed plan	JRJ	
21	SSS send JRJ to CSM at EBB for checking, production of final deed plans	JRJ	Final Deed plans signed by CSM
22	CSM send deed plans to DLO		At the District Branch Office
23	DLO at district writes to Comm Land Registration to prepare lease agreement	LAFs	In K'la. CLR verifies payment of fees
24	Lease instruction is registered at Land Office in Kampala		
	Lease instruction is registered at Land registry (in K'la)		
25	Lease instruction prepared by Registrar of Titles		
26	Typing and checking of lease documents		

27	Payment of Stamp Duty (S/D)		S/D = 5% of premium and 2.5% of ground rent
28	Payment of Income Tax		Assessed by Income Tax dep't in K'la
29	Final signing of lease documents		By Lessee, ULC and witness
30	Issue of leasehold Certificate of Title (CoT)		In Kampala
31	CoT dispatched to Branch Office		
32	Memorandum of registration typed in Kla		Sent to branch offices and other Dep'ts to alert title has been issued
33	Full Term-Inspection by District branch Office on sight- Inspector signs report upon satisfaction		To ensure dev't s as per conditions of lease
34	Report sent to Commisioner Land in Kla		
35	Comm Lands send report too ULC		
36	Inspection report endorsed at ULC by Secretary and Chairman ULC		
37	Edorsement of full term is made on CoT,		
38	CoT dispatched to Distrcit branch office		
	Memorandum of registration typed in Kla		Sent to branch offices and other Dep'ts to alert title has been issued