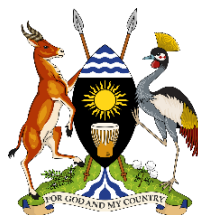


# THE JINJA- KAMPALA-MPIGI CORRIDOR

## PHYSICAL DEVELOPMENT PLAN

JUNE 2023

### CHAPTER 9 IMPLEMENTATION STRATEGY: INSTITUTIONAL ARRANGEMENTS



**Government of Uganda**  
Ministry of Lands, Housing and Urban Development

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## List of Acronyms

Acronym	Meaning
AWPs	Annual Work Plans
BFP	Budget Framework Paper
CNDPF	Comprehensive National Development Planning Framework
GDP	Gross Domestic Product
GKMPA	Greater Kampala Metropolitan Area
GoU	Government of Uganda
ICG	International Growth Centre
JKM	Jinja- Kampala-Mpigi
KCCA	Kampala City Council Authority
LED	Local Economic Development
LGDPs	Local Government Development Plans
LGs	Local Governments
LTEF	Long-Term Expenditure Framework
MDAs	Ministries, Departments and Agencies
MLHUD	Ministry of Lands Housing and Urban Development
MoFPED	Ministry of Finance, Planning and Economic Development
MoKCMSA	Ministry of Kampala City and Metropolitan Areas
MoLG	Ministry of Local Government
MTEF	Medium-Term Expenditure Framework
MTR	Mid Term Review
NBFP	National Budget Framework Paper
NCTTA	Northern Corridor Transit and Transport Agreement
NDA	National Development Authority
NDP	National Development Plan
NHCC	National Housing and Construction Company
NPA	National Planning Authority
NPDP	National Physical Development Plan
NPPB	National Physical Planning Board
NUP	National Urban Policy
OP	Office of the President
OPM	Office of the Prime Minister
PIAPs	Programme Implementation Action Plans
PMU	Project Management Unit
PPDs	Public Private Dialogues
PWGs	Programme Working Groups

SAR	Situation Analysis Report
SDPs	Sector Development Plans
SUH	Sustainable Urbanization and Housing
UBoS	Uganda Bureau of Statistics

## 9 Implementation Strategy: Institutional Arrangements

### 9.1 Introduction

The Jinja-Kampala-Mpigi (JKM) Corridor Physical Development Plan aims at producing a coherent development vision for an area that is at the heart of Uganda's social and economic development. The JKM Corridor covers a region of approximately 2,200 km<sup>2</sup> and constitutes the country's most dynamic region. It includes five districts (Mpigi, Wakiso, Mukono, Buikwe and Jinja), the Uganda capital, Kampala City, Jinja City, and the municipalities of Entebbe and Wakiso that will become gazetted cities in the next few years.

The JKM Corridor is the most urbanised region in Uganda by far, with more than 52% of Uganda's urban population living in that area. The Corridor is also at the heart of Uganda's social, political, and economic life with more than 50% of the country's GDP being produced in the region. So, this region is at the core of Uganda's development ambitions.

As the implementation strategy for the plan, this chapter proposes institutional arrangements that will support the planning, implementation, and management of the JKM Corridor Plan, with roles and responsibilities, defined.

The strategy provides, on the one hand, the policy and institutional basis on which the JKM Corridor institutional arrangements will be built; and on the other, first considerations and reflections towards shaping those institutional arrangements. The policy and institutional basis are formed by: Uganda's spatial and physical planning systems within Uganda's overall national planning framework, drawing partially upon some of the information provided in Working Paper 1, on "Vision, Goals and Guiding Principles;" a review of institutional arrangements proposed in key Ugandan development plans and strategies, in particular NDP III, NPDP and the GKMA Economic Development Strategy; and a description of key institutional actors for the implementation of the JKM Corridor Plan, expanding on what the JKM Corridor Plan team described in the Situation Analysis Report (SAR).

The strategy attempts to provide a model which, while following the Uganda traditions for managing development plans, seeks at the same time to consider key lessons from the implementation of such previous plans in Uganda.

### 9.2 Emerging key issues around the implementation of development and physical planning

For the last 10 to 15 years, the Government of Uganda (GoU) has been strengthening its development planning functions. This has aimed at reinforcing GoU's capacity to produce a development vision for the country and pathways allowing for transforming this vision into goals, objectives, detailed plans, and budgets. As will be described later, the introduction of the Comprehensive National Development Planning Framework (CNDPF) has significantly improved planning efforts and their internal coherence.

However, while the quality of development planning has considerably advanced in Uganda, the implementation of produced plans has been perceived as weak and/or frequently incomplete. The recently produced NDP III has pointed out that the slow implementation of national development plans, and of development plans in general, remains a major development challenge for Uganda. The National

Physical Development Plan also acknowledges that the major weakness of Ugandan physical and spatial planning is not in the formation of plans, but in their implementation.

The JKM Corridor Plan situation analysis and discussions with key stakeholders have pointed to key issues that lie behind the difficulties to implement development and spatial development plans effectively. These issues are briefly discussed below.

### **The multiplicity of institutional actors (Ministries and other MDAs) and the difficulties of effective coordination behind a plan or an agreed vision**

National development plans, regional development plans and even district development plans bring together a multitude of actors since these plans relate to a variety of social and economic sectors and often require the involvement of different levels of government administration. The implementation of such plans demands strong coordination and clarity in terms of leadership and terms of interface and linkages between the different government levels of plan implementation. However, such a level of coordination is not always achieved or possible to put in place. The NDP II mid-term review found no evidence showing a deliberate strengthening of coordination towards enhancing NDP implementation.

Effective systems for coordination for the implementation of development plans and development strategies often involve several levels: political and policy coordination; technical and programmatic coordination (of the implementation of the activities on the ground); coordination in the monitoring and review and the production of an overview of results and progress. The structure, organisation, roles, and responsibilities (in theory and practice) of these different levels are not always clear and the capacity of the MDAs involved in these different levels to perform their role is not always effective. For reasons of their mandates the Office of the President (OP), the Office of the Prime Minister (OPM), the Ministry of Finance, Planning and Economic Development (MoFPED), and the National Planning Authority (NPA) play a key role in the coordination of both planning and implementation. However, their role is not always clear in practice.

Changes in policy or government administration also bring some difficulties. For the last 20 years, Uganda has been going through re-definitions of the structures of local governance, spurred by the implementation of the Local Government Act of 1997. This has in addition been accompanied by spatial redefinitions of the territories behind those governing structures. These changes, which happen while national development plans and other regional strategies are being implemented, redefine the roles and responsibilities of old institutional actors and bring in new or redefined actors within a process that, as indicated above, can already suffer from unclear direction lines and patterns of coordination.

Issues of institutional clarity in the implementation of development plans emerge also in areas where dynamics of social and economic development bring together a diversity of territories governed by different governing entities. This is the case, for example, of metropolitan areas – such as the GMKA around Kampala City and the metropolitan agglomeration that our research shows emerging around Jinja City and Njeru. This issue is particularly relevant for the implementation of the JKM Corridor Plan as the planning area brings together several districts and cities, including the GKMA and the Jinja city area.

### **The "silo culture" and the difficulties to reach overall development coherence**

Development planning and implementation in Uganda have been carried out through each of its social and economic sectors and managed by their respective ministries and sector representatives within local governments. This is what makes NDP III and also many Ugandan officials state that there is still a "silo culture" of planning and implementation of development plans in Uganda. NDP III points out that this silo



culture is so pronounced that different sectors and MDAs often end up competing for resources and policy attention in the implementation space. This way of operating brings about difficulties in the coordination of projects and implementation activities but above all it also creates "misalignment" in terms of vision and leads to difficulties in producing overall development coherence – both in terms of policy but also between what is implemented and the overall planned intent.

Major and transformational development interventions require a multidisciplinary approach and the contribution of several sectors in a concerted effort. These interventions demand strong coordination and alignment but also an integration of the different initiatives to produce the overall required coherence. NDP III advocates strongly for the end of the "silo culture" and puts forward a "programmatic approach" to planning and implementation proposing "development programmes" instead of "sector plans".

NDP III development programmes will be implemented through the Programme Implementation Action Plans (PIAPs). Each PIAP will be led and coordinated by the sector ministries responsible for that programme, while at the same time drawing upon different Ministries and MDAs as relevant. This is an attempt to overcome the "silo culture" and will be described and further discussed in this paper.

### **The disconnect between social and economic development and spatial planning**

As will be further discussed in this paper, in Uganda social and economic development planning and physical planning (including land use planning) are usually carried out separately. National development plans, led by the National Development Authority (NPA), are more strongly focused on social and economic issues and do not effectively take into account spatial conditions, in terms of implementation, that is how many spatial conditions will favour or hinder development aspirations, and in terms of considering spatial strategies and planning land use in advance to "make space" for development visions. One of the key lessons from both NDP I and NDP II, put forward by NDP III, was the need to create physical and development plans that are integrated and holistic in their content and implementation.

### **Weak capacity for implementation planning and monitoring**

Although NDP III states that significant progress has been made in strategic planning, the plan also points out that planning capacity is nevertheless still generally low. This is particularly the case at decentralized levels where the capacity for implementation planning and pushing through the implementation of the plans is weak. While development plans should be implemented in the districts, cities, and territories managed by lower levels of state administration, it is also at these levels where the capacity of government organisations is weaker. The difficulties in terms of capacity (technical, but also management and monitoring capacity) are issues that are now considered in many key strategies in Uganda.

The difficulties with capacity and coordination also have an impact on how development plans are monitored – which in turn impacts the quality of implementation and the achievement of planned results. The strategies for monitoring and evaluation of plans are not clear – in terms of strategies and responsibilities for collection, processing and analysis of information and the path towards the decisions that should be made in relation to the course of plan implementation. Reviews of the implementation of development plans refer to poor data quality, difficulties in coordination and harmonization of administrative data - duplication of efforts, waste of resources due to lack of synergies and timely sharing of information, and weak use of information from monitoring and evaluation processes in decisions regarding implementation. NDPII put in place various mechanisms such as National Development forums, Annual performance reviews, but these seem to have never been operationalised.

The situation analysis carried out by NDP III points also to the difficulty in producing systematic evidence that could sustain development planning monitoring and planning. Despite progress in the information produced by the Uganda National Statistics System, according to NDP III, the system continues to face several institutional and capacity gaps that have not allowed for strong evidence-based planning. Monitoring of development plans and strategies by non-state actors, which would potentially contribute to increased accountability, is also not fully functional.

### **Finance and budgetary issues**

The difficulty in maintaining sustained financing of development plans continues to be an important obstacle to effective implementation - although Uganda has achieved some progress in its capacity to mobilise domestic resources. NDP III indicates that reforms in tax policy and administration have gradually contributed to an increased domestic revenue collection; a Domestic Revenue Mobilization Strategy, which will inform continued reforms in the tax system, has been developed. As a result, at least 75 percent of the national budget is on average domestically financed. This is still insufficient although it does represent a positive evolution. That is why the participation of development partners to support the financing of development plans and strategies is still fundamental.

Poor revenue collection at local levels of government continues to be a crucial concern. In addition, national budget flows are heavily skewed towards MDAs as opposed to local governments - transfers to local governments remain inadequate to support the effective delivery of decentralized functions and local economic development interventions. Insufficient resources at the local level of government are probably one of the key reasons why the implementation of development plans staggers. However, except for large projects managed at the national level, many activities should be carried out at the local level where financial resources are scarce - to carry out those activities and also to mobilise human capacity. The capacity for local governments to mobilise financing is currently being discussed by many specialists, especially financing projects in urban areas and major cities.

NDP III points also to "budget credibility" as a major concern referring to the excessive "volatility between budgeted and actual allocation". As described by NDP III, "Implementation of off-budget initiatives diverts effort of implementing institutions away from focusing on priority interventions and therefore affecting the credibility of the budget. Off-budget reduces realization of national outcomes..."

As a result of the issues described above, NDP III recommends that stronger effort is put into increasing coherence and integration across planning, budgeting, and implementing.

## **9.3 Spatial and physical planning within Uganda's national planning system**

This section presents Uganda's overall planning framework - the Comprehensive National Development Planning Framework (CNDPF). It shows that despite visible improvements brought about by this planning framework, there are still challenges to producing national socio-economic development plans that are strongly informed by strategic spatial objectives. This will have implications in terms of understanding where the JKM Corridor Plan is placed within Uganda's overall planning framework and for the institutional arrangements that will promote effective implementation of that Plan.

### 9.3.1 Uganda's national development planning framework

In 2007, the GoU adopted the Comprehensive National Development Planning Framework (CNDPF) which describes Uganda's approach to development planning and provides an overall framework to that effect. The CNDPF provides a coherent and interlinked planning system that facilitates "mapping out medium to long term strategies that will move individuals, organizations, governments and societies from the current situation to the desired one." (CNDPF, p.8).

The CNDPF supports the production of a national development vision (following classic planning questions such as where we are, where we want to go, etc.) and provides the mechanisms to collectively realise that vision by spelling out how and when to get there – the CNDPF "outlines the principles and guidelines to be followed in developing national and decentralized long- and medium-term development plans in the context of perspective shared national vision" (Ibid.). The National Planning Authority (NPA) is the agency which is responsible for planning under the CNDPF.

The Uganda CNDPF comprises the following key planning processes:

- > In 2010 the 30-year National Vision, which currently is defined by the Uganda Vision 2040, was approved providing a long-term development vision and aspirations for the country.
- > The 10-year plans are framed by the 30-year national vision. The 10-year national plans are linked to a Long-Term Expenditure Framework (LTEF). The 10-year national plans are in practice less used than the 5-year National Development Plans described below.
- > The 5-year National Development Plans (NDPs) are framed by the 30-year national vision and produce medium-term development objectives which cumulatively should support the achievement of that 30-year National Vision. Uganda has recently adopted the National Development Plan III 2020/21 – 2024/25 (NDP III), after two cycles of national development plans (NDP I and NDP II). NDPs are linked to the Medium-Term Expenditure Framework (MTEF).
- > Sector Development Plans (SDPs) are developed by the different ministerial sectors and are guided by the sectoral objectives established in the NDPs. NDP III introduced major changes into sector programming, as this national plan has introduced a programmatic approach seeking to counter the "silo planning and implementation" problem, which previous programmes had confronted, and promotes a multisectoral and collaborative approach to development planning and implementation.
- > Local Government Development Plans (LGDPs) are developed by the different territorial administrative entities. LGDPs are driven by local government entities and across the JKM Corridor Plan area, all districts and cities have local development plans although these are now outdated.
- > Annual Work Plans (AWPs) and budgets, which represent the annual implementation ambitions for each sector – and now NDP III-derived programmes - and the budgets to realise those ambitions.

Plans and Budgets prepared by the different Uganda MDAs are increasingly aligned with NDPs (and MTEFs) so that national development plans are effectively the overarching guide for GoU's action. Budgets are the expression of the realisation of the NDPs. The linkage between the NDP and annual budgets is mediated by the MTEF and operated by annual Budget Framework Papers (BFP).

The emergence of the CNDPF has led to significant improvements in the quality of development planning across the government, particularly in terms of alignment to an overarching vision and national

development plans. According to the NDP III, as of 2018/19, 89 percent (16/18) of Sectors, 82 percent (104/127) of MDAs and 94 percent (153/162) of LGs had plans aligned to the NDPII. However, as indicated above, despite higher quality and alignment in the development of plans, existing weaknesses particularly at the sector level, lead to plans not always being translated into budget interventions.

In addition, planning through the CNDPF has been concerned more with social and economic planning and has been unable to integrate into that exercise a full spatial dimension. Uganda's national development planning system and routines continue to struggle to bring together socio-economic planning and spatial planning. The definition of social and economic development objectives does not always take effectively – and realistically – into account spatial considerations and the spatial conditions and imperatives underlying the attainment of those objectives.<sup>1</sup> As a result, sectoral policies are not always sustained by strategic spatial frameworks or considerations. This will be further discussed below through Uganda's key national policies.

### 9.3.2 Bringing together development and spatial planning in current national development plans

Although a full integration of socio-economic development and spatial planning continues to be a challenge in Uganda, efforts towards coordination or an integrated policy perspective have been attempted in many of the latest key Uganda national policies. These attempts are discussed below.

#### **Vision 2040 and bringing together socio-economic and spatial planning**

Vision 2040 is Uganda's long-term strategic development plan, providing development paths and strategies to operationalize Uganda's Vision statement, which is "A transformed Ugandan society from a peasant to a modern and prosperous country within 30 years".<sup>2</sup>

Uganda Vision 2040 was issued in 2010 through a national planning process led by Uganda's National Planning Authority (NPA) and aims at "transforming Uganda from a predominantly peasant and low-income country to a competitive upper middle-income country."

The Uganda Vision 2040 was sustained by an overall Spatial Framework seeking to sketch the main spatial development elements that would contribute to the attainment of Uganda's long-term socio-economic development goals.<sup>3</sup> However, the Uganda Vision 2040 left for a future National Spatial Plan with the mission of establishing the basis for facilitating "public policy and actions that will influence the geographical location of projects in economically viable areas" (Uganda Vision 2040, p.117). This National Spatial Plan would then ensure "a coordinated and harmonized implementation of development projects" that would bring together social and economic development ambitions with spatial possibilities in an "organized, equitable, sustainable, efficient and cost-effective development" (Ibid.)

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<sup>1</sup> Following typical practice, spatial planning refers here to territorial planning at higher and wider – national, regional, city region, corridor – spatial levels. This occurs at the strategic level providing overall guidance or a framework into which lower-level planning fits. Spatial planning, as so defined, encompasses both land use planning and physical planning – that is, it includes overall policies that will impact on land use and the organisation of the built and un-built physical environment.

<sup>2</sup>National Planning Authority (Henceforth: NPA) (2010) *Vision 2040* p. 2. Available online at: <http://www.npa.go.ug/uganda-vision-2040/>

<sup>3</sup> [Spatial Framework – National Planning Authority \(npa.go.ug\)](http://www.npa.go.ug/spatial-framework/)

### **NPDP and bringing together social, economic and spatial planning**

The National Physical Development Plan 2018-2040 (NPDP) is aimed at providing a basis for integrating physical and spatial conditions with economic and social issues of national development planning. This plan sought "to place the physical aspect of planning development, in a more central role within Government policymaking, definition and execution of national projects in urbanization, infrastructure, transportation, and wealth creation" (p.145). Simultaneously, it sought to offer a strategy to resolve conflicting pressures on the uses of land, as the Uganda population grows and the needs for social and economic development across the country's territory increase as well. The preparation of a National Physical Development Plan was seen as a key dimension in the establishment of an effective Land Use Planning system.

In order to allow for the integration of spatial and physical frameworks with social and economic aspects of development planning, the NPDP was, on the one hand, organized around the "Pillars" of Uganda's Vision 2040 and, on the other, it considered ways of articulating with the sequence of five-year National Development Plans described in the CNDPF as the mechanism for mid-term development planning. The NPDP sought to offer a bridge between physical planning aspirations and instruments, partially provided by the Physical Planning Act of 2010 and the social and economic development aspirations expressed in long-term (Vision 2040) and short-term (NDP) development plans. It sought to conform with the Uganda Vision 2040, and to integrate with the National Development Plans, to provide a framework for the development of land uses.

As the production of NPDP preceded the preparation of the NDP III, it was expected that the different MDAs would consider the NPDP, and Uganda's spatial conditions, in their sector development plans towards the development of NDP III. It was expected that the NPDP would form the spatial groundwork for NDP III social and economic planning. However, as discussed below, although concerns with urbanisation, land management and physical planning are important components of NDP III, full integration between spatial and social and economic planning was not fully achieved.

### **NDP III and bringing together socio-economic and spatial planning**

The NDP III recognises the importance of physical planning, land management and of urbanization to achieve the plan's development objectives and the need to align with NPDP (p.4). To achieve NDP III's overall objective of "Increased household incomes and improved quality of life for Ugandans" through the overall theme of "Sustainable industrialization for inclusive growth, employment and sustainable wealth creation" (p. xxi), the national development plan establishes "Leveraging urbanization as a driver for socio-economic transformation" as one of its key development strategies, saying:

*"Government will pursue planned inclusive green cities that create economic opportunities for all, including the urban poor. Opportunities arising out of urbanization for industrialization and from industrialization for urbanization will be articulated to better leverage urbanization for accelerated industrialization. Industrial policy, spatial plans, and national value chains will factor in ways urban functionality can support productivity of firms. In addition, urban planning will aim to achieve more balanced national urban systems, optimizing the complementary roles of the different cities, both large and small i.e. the national capital, regional cities, and strategic cities as articulated in Vision 2040." (p.42)*

One of the 18 development programmes proposed by NDP III is focused on urbanization issues and urban planning. NDP III's Programme "Sustainable Urbanization and Housing" (SUH) aim "to attain inclusive, productive and liveable urban areas for socio-economic development" (p.159). In that dimension, NDP III is grounded on the Uganda National Urban Policy (NUP) which was finalised in 2017.

NUP is intended to guide and provide a framework for organized urban development in Uganda, seeking to "ensure that the urban sector effectively plays a critical role as the engine of the nation's economic growth, providing a high quality of life through a systematic and planned urbanization process" (p.vi). NUP's Mission Statement is "To promote development of resilient urban areas that are organized, well serviced, liveable, and productive through effective good urban governance". This vision is strongly based on an approach to urban development that is informed by a strategic understanding of space and by visions of spatial frameworks. NUP seeks to encourage "spatially integrated urban development" and its second Policy Statement promotes urban development that is based on "integrated urban strategic spatial development planning approaches".

In addition to the programme of sustainable urban development, other NDP III development programmes also consider the need for alignment with physical planning. Objective 3 of the Programme "Integrated Transport Infrastructure and Services" is to "promote integrated land use and transport planning". However, while NDP III clearly acknowledges the need for full alignment with physical planning, it recognizes how land tenure and land management systems impact the effectiveness of spatial development plans and draws attention to the disparity between formal planning instruments and the pervasive reality of complex, overlapping, and often informal land tenure practices. Similarly, while NDP III's proposed "Agro-Industrialisation Programme" states that it is fundamental to "improve land tenure systems and land security mechanisms that promote inclusive agriculture investments" (p.71), the Plan also acknowledges that land tenure and current land management mechanisms in Uganda present major obstacles to effective socio-economic spatialized development planning. NDP III points to how much Uganda's complex land tenure system makes it difficult to enforce the Physical Planning Act (2010) and how it presents challenges to development planning that is based on certainties regarding spatial development.

### 9.3.3 The JKM Corridor Plan as a Regional Plan

The above sections discuss key national development plans, which provide the vision and guidance for Uganda to achieve the country's long- and mid-term development objectives. The discussion above also serves to assess how socio-economic development planning considers spatial conditions. These considerations are important to devise institutional arrangements that will facilitate the implementation of the JKM Corridor Physical Development Plan, which aims to promote spatial, inclusive economic development.

The Uganda Physical Planning Act (2010) envisages different levels of physical planning, which correspond in general to cascading levels of territorial structure, that is i) National Physical Development Plan, ii) Regional Physical Development Plans; iii) District Physical Development Plans, iv) Urban Physical Development Plans and v) Local Physical Development Plans. According to the Physical Planning Act, all plans should conform to the National Physical Development Plan and the Physical Development Plan made by the higher authority.

Following the definitions provided by the Physical Planning Act, the JKM Corridor Plan is considered a "regional physical development plan" as it covers more than one district. Regional physical development plans should take into account the NPDP and at the same time relate to local physical development plans at the district level of state administration – that is plans at the district and city levels. At the district level, across the JKM Corridor some district (or district level physical) physical plans have been prepared: i) the "Wakiso District Local Government Physical Development Plan (2018-2040)"<sup>4</sup>; ii) the "Jinja City

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<sup>4</sup> This is a "Draft Report" prepared in 2017 by Savimaxx for MLHUD.

Draft Integrated Physical Development Plan (2020-2040)";<sup>5</sup> and the "Updating Kampala Structure Plan and Upgrading the Kampala GIS Unit".<sup>6</sup>

The physical planning structure provided by the Physical Planning Act corresponds in general to levels of Uganda's government administration – national physical plans to the national government; district physical plans to district governments; urban physical plans to the city, municipal and town governments; and local physical plans to sub-county governments and lower levels of administration. However, in its Local Government structure, Uganda does not have "regional governments".<sup>7</sup>

The lack of regional governments for regional physical planning was already pointed out in the NPDP where it is noted that,

*"The lack of regional governments in Uganda makes it difficult to implement regional-level plans, although this level of coordination, which lies between the national and district levels is important. Sub-national growth nodes, significant transport links and services which cover several Districts, but which are too small to be seen at national level need to be prioritized at sub-national level. Most MDAs have their own but differing regional networks. In the case of the Ministry of Lands Housing and Urban Development there are 21 Ministerial Zonal Offices (MZOs) which can be used for Regional Planning, but the geography of each of the other MDAs' regions is different. A common regional organization is needed for coordination."* (p.154)

In addition, the JKM Corridor Physical Development Plan does not really cover a whole "region" as defined by Uganda's four-region structure. The JKM Corridor Plan is formed by part of the Central Region (the districts of Mpigi, Wakiso, Kampala City, the districts of Mukono and Buikwe) and the district of Jinja, which is located in the Eastern Region. It includes the entire Greater Kampala Metropolitan Area (GKMA) and also cuts across two Uganda kingdoms, Buganda and Busoga, with relatively different cultural and historical trajectories.

The definition of the JKM Corridor Plan area has been established as a result of an understanding of the territory that is both impacted by and contributes to the overall social and economic dynamics created around the Northern transport corridor in Uganda. The energy and dynamism of this region are doubtless linked to the transport infrastructure that spans across it, but it is also intimately connected to the historical urbanisation process within this area influenced both by two major urban poles in Uganda – Kampala, the Ugandan capital city, and Jinja, with its history of industrialisation in the country. In effect, it might also have been appropriate to designate the JKM Corridor Plan Area as a "Special planning area" which is provided for in the Physical Planning Act 2010 whose article 24(1) says the following:

*"The Minister may, on the recommendations of the Board, by statutory instrument, declare an area with unique development potential or problems, a special planning area for the purposes of a physical development plan"*.

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<sup>5</sup> This is a "Draft Report" prepared by the Directorate of Physical Planning and Urban Development (MLHUD) in conjunction with Jinja City Council.

<sup>6</sup> This plan, known as the Kampala Physical Development Plan (KPDP) was a Draft Final Report prepared by ROM Transportation Engineering Ltd in 2012 for KCCA, for a 30-year planning horizon (up to 2040). A revision of this structure plan is supported by JICA and is currently underway through the "Integrated Urban Development Masterplan for Kampala Special Planning Area".

<sup>7</sup> See the Local Government Act, 1997.

It is important to point out here, that in 2012 the GOU declared the Kampala Special Planning Area centred in Kampala City and integrating parts of the Districts of Wakiso and Mukono. The characteristics of the JKM Corridor Plan Area could also have provided the rationale for the creation of a "Special Planning Area" – since it is structured around a major regional transport corridor; it is the most densely urbanised area of Uganda, containing Kampala and its metropolitan area, (i.e., the GKMA); it is the most economically dynamic area of the country, providing half of Uganda's GDP.

While this has not been the case for the JKM Corridor Plan area, which is considered a "regional physical development plan," a "Special Planning Area" approach could be useful. This would provide the basis for more flexible and agile institutional implementation arrangements. This could potentially include "special purpose vehicles". These types of arrangements will be discussed in the following section, together with arrangements that have been set up for other Uganda development plans. This will allow returning to discussing the issue of how to integrate the JKM Corridor Plan within the Uganda planning system, that is within the CNDPF.



## 9.4 Institutional Arrangements proposed in key Development Plans and Corridors

The implementation of the JKM Corridor Plan will need to align with major national plans, such as NDP III and NPDP, but it will also need to consider development plans and strategies at local levels of government within the Corridor. The implementation arrangements that will be adopted by the JKM Corridor Plan will therefore need to consider how the implementation of these major plans has been structured. This section will present and briefly discuss the implementation arrangements for the NPDP and NDP III, as well as for the GKMA economic development strategy.<sup>8</sup> The section will also consider the institutional arrangements established for the Northern Transport Corridor as the JKM Corridor is part of the major transportation corridor in East Africa. This will allow for examining modalities of possible synergies, leverage and coordination.

### 9.4.1 Institutional arrangements proposed for NDP III

In a clear shift from the Sector Planning and Budgeting approach that was the basis of the planning and budgeting framework for NDPs I and II, NDP III has adopted a programmatic approach to development planning. This approach is also sustaining the budgeting and implementation of NDP III's 18 programmes. The adoption of a programmatic approach to development planning, budgeting and implementation by GoU is expected to foster cooperation, synergy and leveraging of resources across sectors and MDAs. These different government entities have been perceived to work in silos and even to compete for resources and policy attention leading to a lack of clarity and inefficiencies in the implementation of development plans.

The GoU has already adopted the programme approach to planning, budgeting, and implementation of government development plans for the financial year 2021/22. Each of the 18 programmes proposed by NDP III has been transformed into Programme Implementation Action Plans (PIAP), which form the overarching basis for the preparation of detailed annual programme work plans and budgets for the entirety of NDP III's timeframe. All sector MDAs have been organized into programme groups based on their mandates and are expected to work together for better utilization of resources for improved service delivery.

MLHUD, for example, chairs NDP III's Sustainable Urbanization and Housing Programme (SUH Programme).<sup>9</sup> As a result, this Ministry coordinates all MDAs/Actors that should intervene in the implementation of this programme, which should work in line with the new (programme) planning and budgeting framework to deliver in relation to NDP III programmes' objectives. In a similar fashion to any other NDP III programme, the implementation strategy for the SUH Programme is described in the Programme Implementation Action Plan (PIAP). The SUH PIAP will form the basis for the preparation of detailed annual work plans and budgets of the programme through the NDP III timeframe as of FY2021/22.

The implementation of the JKM Corridor Plan will need to take into account, and relate to, the institutional structure for NDP III's implementation, that is the structure around the implementation of the different PIAPs.

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<sup>8</sup> Similar to the JKM Corridor Plan, the GKMA economic strategy relates to a metropolitan area, that is more than one district and more than one local government entity.

<sup>9</sup> While MLHUD coordinates the SUH Programme, the Ministry is expected to contribute to other programmes led by other Ministries.

As described below, the PIAPs implementation is proposed to be coordinated at a high level within the "Apex Platform"<sup>10</sup> within the office of the president, which takes overall leadership and oversight of the implementation of the national development plan – the various PIAPs represent eventually the operationalization of the NDP III.

The implementation of the PIAPs will involve a wide range of MDAs and from high levels of GoU political leadership, through technical groups within the diverse MDAs to the private sector and civil society, which can be summarized as follows:

- > The Apex Platform (Office of the President) and the Office of the Prime Minister (OPM) will provide overall coordination and NDP III performance monitoring. Recent discussions on the Apex Platform indicated that this platform could be chaired by the President.
- > A PIAP implementing structure within the different implementing MDAs formed by:
  - > a Leadership Committee made up of sector high-level political leaders, will provide political and policy guidance and advocacy, oversight of the implementation of programme-based policies; and advocate for resource allocation to support programme implementation
  - > Programme Working Groups (PWGs) supported by a Programme Secretariat: formulating the PIAPs, Budget Framework Papers, providing inter-ministerial coordination, and reporting
  - > Programme Technical Group: providing monitoring of the implementation of programme sub-components.
- > Other MDAs contributing to PIAP implementation:
  - > Ministry of Finance, Planning and Economic Development (MoFPED): Providing financial resources, mentoring on budgeting and resource monitoring
  - > National Planning Authority (NPA): Providing overall guidance and technical support to the programme development planning process
  - > Uganda Bureau of Statistics (UBOS): Providing reliable data for planning
  - > Other Ministries, Departments and Agencies (MDAs): Developing their specific Strategic Plans, contributing to the development of the PIAP, integrating district programme priorities in their strategic plans
  - > Local Governments: providing inputs into the PIAPs and aligning local plans and implementation to the PIAPs.
- > Other actors outside the Government of Uganda

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<sup>10</sup> The Apex Platform will be established to monitor government performance. It was planned to be established in 2020 and be led by the Office of the President. Some sources indicate that the APEX Platform will include three other government entities – National Planning Authority, Ministry of Finance and the Office of the Prime Minister (OPM). ("New platform created to assess gov't performance", *The Independent*, 14th of November 2019)

- > Development Partners: providing technical and financial support to the PIAPs; aligning their support to the PIAPs
- > Civil society groups: participating in the PWG; contributing to the implementation of the PIAPs; monitoring the PIAPs
- > Private sector: participating in the PWG; contributing to the implementation of the PIAPs, including through PPPs; monitoring the PIAPs.

Greater detail of this structure is provided in Appendix 1 where a table describes the different institutional bodies and stakeholders that will be involved in PIAP implementation – from high-level political leadership, through the different bodies within the MLHUD for the SUH PIAP, to other agencies and actors outside the Ministry. For each of those stakeholders, the table describes in detail the role, and functions of the different levels of responsibility for PIAP implementation.

#### 9.4.2 Institutional arrangements proposed for NPDP implementation

The first objective for the implementation of the NPDP was to integrate this plan with the National Development Planning process. Therefore, the NPDP proposed a path for implementation that would ensure strong alignment between the NPDP and the NDPs, including with NDP III. As the draft NPDP was finalized one year before the finalization of NDP III, it was expected that the NPDP would already influence the NDP III design. However, as discussed above, while NDP III does take the NPDP into account, in particular for some of its programmes, full alignment between both plans was not achieved.

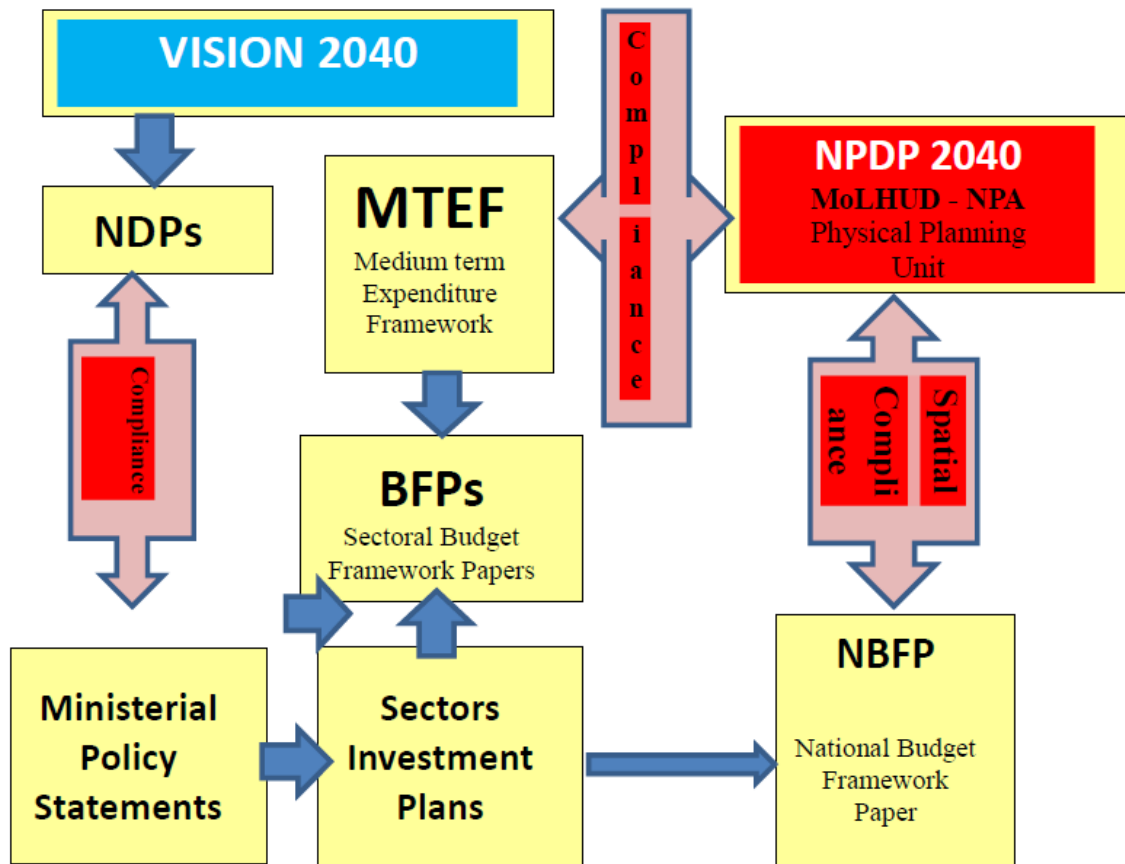
As NPDP sought to foster alignment between spatial and social and economic planning, this plan proposed an implementation structure that would be placed under the joint jurisdiction of the National Planning Authority (NPA) and Ministry of Lands, Housing and Urbanisation (MLHUD). This joint MLHUD-NPA unit would oversee NPDP's implementation to ensure budgetary and strategic harmonization and alignment between the implementation of the two plans.

The NPDP proposed also that the Office of the Prime Minister (OPM) would work with this joint unit to ensure that programmes and projects proposed by the different MDAs would align with the NPDP. However, NDP III adopted a programmatic approach, which has expanded into different PIAPs with a specific structure for implementation as described above. Given the current programmatic basis of NDP III and the proposed implementation structure, the idea of this joint unit will need to be revisited.

To foster stronger integration between the NPDP and the National Development Planning process, the NPDP designers sought to place this plan within the Comprehensive National Development Planning Framework (CNDPF), as this framework provides the overall structure for development planning and implementation in Uganda. As previously described, it is through this tool that the country's strategic development objectives are articulated and priorities are established; it is also this tool that allows for medium- and short-term plans to be defined, for budgets to be decided and for resources to be allocated.

Figure 1 below shows the NPDP proposed model for integrating NPDP within CNDPF. Key alignment and integration would be achieved through the MTEF, which follows NDP processes, allowing for future NDPs to align with the NPDP. The figure below also proposes an alignment through the annual sector Budget Framework Paper (NBFP). This structure would need to be revised given the current stress on programmatic approaches.

Figure 1: NPDP proposed integration within the CNPDF; Source: NPDP



In any case, the figure above has the merit of showing and putting emphasis on the need for bringing development and spatial planning processes closer together and the need for placing spatial planning more clearly within the CNPDF.

### 9.4.3 Institutional arrangements proposed for the Greater Kampala Economic Development Strategy (2017-2025)

#### **The Greater Kampala Metropolitan Area**

The Greater Kampala Metropolitan Area (GKMA) is a de facto metropolitan space that has emerged around the capital city, at the heart of the JKM Corridor. GKMA brings together more than 4.3 million inhabitants and forms a large urban hub, whose social and economic systems are deeply connected to the capital city. It is estimated that about 80 percent of the country’s industrial and services sectors are located within the GKMA and almost 46 percent of all Uganda’s formal employment.<sup>11</sup>

The Kampala Capital City Act, 2010 defines GKMA as ‘the area of jurisdiction of the Authority together with the neighbouring districts of Mpigi, Wakiso and Mukono’. After the approval of the Kampala Capital City Act of 2010, Kampala came under the administration of the then-established Kampala Capital City Authority (KCCA), which is a central government agency led by an executive director. The districts

<sup>11</sup> Nansozi K. Muwanga, Paul I. Mukwaya and Tom Goodfellow, June 2020, "Carrot, stick and statute: Elite strategies and contested dominance in Kampala", ESID Working Paper No. 146

surrounding Kampala City are managed by local governments, under the Local Government Act of 2005, and are coordinated by the Ministry of Local Government.

The differences in governing and management systems bring about some difficulties and challenges and are at the origin of inefficiencies in terms of planning, financing, and coordination of service delivery, particularly in the areas of transport and waste management.<sup>12</sup> For GKMA to function as a metropolitan area, it would need to be governed in a way that would allow for greater coordination across the metropolitan area. This would foster more efficient service delivery and would support tackling common issues such as traffic congestion, pollution and other urban management challenges affecting this vast urban agglomeration.

In addition, in the last decade, the Kampala City administration has gone through several changes in terms of governance structures, which have led to a situation that still requires consolidation. Further to KCCA and its Executive Director, Kampala still has an elected Lord Mayor with a role that has become largely ceremonial,<sup>13</sup> and since 2019 a Ministry for Kampala City and Metropolitan Affairs has been established whose governance responsibilities are still being defined and could include further metropolitan jurisdictions.

The Greater Kampala Economic Development Strategy (2017-2025) was prepared by KCCA and supported by the National Planning Authority, the Ministry for Kampala City and Metropolitan Affairs and the World Bank. This Strategy represents an effort towards the establishment of a metropolitan-scale economic development governance mechanism.

**Overview of the Greater Kampala Economic Strategy's strategic framework**

The Greater Kampala Economic Strategy identified as the key challenge for the region's economy the fact that "Formal job creation and urban planning had not kept pace with population growth". The Strategy proposed the following vision to tackle that challenge: "A Greater Kampala united towards job creation, improved liveability and a sustainable development for all its citizens." The Greater Kampala Economic Development Strategy focuses on three strategic areas and five strategic objectives as shown on the table below.

Table 1: Greater Kampala Economic Development Strategy: Strategic Areas and Strategic Objectives

Strategic Areas	Strategic Objectives
1 Ensuring Greater Kampala’s economy is creating more quality jobs to keep pace with the metropolitan area’s population.	1 World-class economic infrastructure
2 Improving liveability through increasing access and quality of service for citizen wellbeing and city competitiveness.	2 Conserve and protect environmental assets
3 Protecting Greater Kampala’s environmental assets to ensure sustainable economic development in the future.	3 Business support to the informal sector, the youth and economic clusters
	4 A unique centre for tourism
	5 Effective city and local government service delivery

<sup>12</sup> Haas, A. and Slack, E, 2018, "Why metropolitan governance structures matter: Kampala", ICG Uganda, [Why metropolitan governance structures matter: Kampala - IGC \(theigc.org\)](http://theigc.org)

<sup>13</sup> Until the Kampala City Act in 2010, the capital city was managed by the Kampala City Council (KCC) and led by a Mayor. The 2010 bill ended the position of Mayor, replacing it by a Lord Mayor and introduced a separation between political functions (with the Lord Mayor) and technical / executive functions (with KCCA and the Executive Director).

### **Institutional arrangements for the implementation of the Greater Kampala economic development strategy**

As mentioned above, although the concept of the Greater Kampala Metropolitan Area emerged in 2010, the GKMA as a formal metropolitan area has not yet been established. So the Greater Kampala Economic Development Strategy was the result of coordination driven by stakeholders' interests in a united vision for the GKMA. These stakeholders recognised that a lack of comprehensive planning had resulted in a multiplicity of government agencies across the region working with overlapping and competing mandates. This strategy results therefore from KCCA, Local Governments and central Ministries recognising that Greater Kampala will be stronger if the government is united and focused on the same strategic goals. "Informal mechanisms of voluntary cooperation" across different jurisdictions is in effect a relatively common form of metropolitan governance.<sup>14</sup> The GKMA area has already been drawing upon this type of mechanism to deal with issues such as waste management, and water and power supply (Ibid).

The vision for the Greater Kampala Economic Strategy stresses the importance of a "united Greater Kampala" which will come as the result of all subnational governments recognizing that working together across jurisdictions is an essential principle for the future development of Greater Kampala. The Greater Kampala government stakeholders recognise that the implementation of the strategy's vision and strategic objectives "will require open and continual coordination between Greater Kampala's Local Governments, KCCA and key central government ministries" (p.17). The Strategy also expresses the expectation that the declaration and the pursuit of common objectives will support the "production" of Greater Kampala as an effective Metropolitan Area.

With a "united Greater Kampala" in view, the Strategy proposes a series of "Guiding principles for affective coordination", which are described in the text box below.

#### **Guiding Principles for effective coordination across GKMA**

- 1 Recognise that successful strategy implementation requires hard work ongoing dialogue and coordination, accountability, and follow-through.
- 2 Share vision among all subnational governments, civil society and private sector
- 3 Alignment with and support from the central government
- 4 Prioritising and sequencing of program and projects will be agreed upon by all parties.
- 5 Individual subnational strategies and projects should best align with the overall Greater Kampala strategy.
- 6 Recognize that government does not have to do everything and that sometimes allowing and supporting the private sector is the most effective way to have an impact.
- 7 No project should be implemented without broad consultation and transparency. Not everyone will agree but broad consensus should be sought.

The Greater Kampala strategy marks the beginning of an unprecedented level of institutional coordination between KCCA and Greater Kampala's Local Governments. In order to achieve the objectives outlined in the strategy and the level of coordination required, the Greater Kampala Strategy proposes to strengthen

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<sup>14</sup> Haas A., op.cit.

the voluntary coordination arrangements that led to the production of the strategy and whose structure is described in the table below.

Table 2: Greater Kampala Economic Strategy: Institutional Arrangements for Implementation

Political Leadership		
Designation	Composition	Mandate
Greater Kampala High-Level Working Group	Chaired by the Ministry of Kampala City and Metropolitan Affairs <sup>15</sup>  High-level officials from each Local Government, KCCA, Ministry of Local Government, National Planning Authority, Ministry of Works and Transport and the Ministry of Lands, Housing and Urban Development	High-level primary owners of the Greater Kampala strategy.  Responsible for delivering the five strategic objectives.  Guidance and direction on future investments  Regular follow-up on progress
Greater Kampala Economic Planners Committee	TBD – group to service the high-level working group	Responsible for monitoring progress on the implementation of the strategy  Coordinating with the various Local Governments.
Mechanism for institutional multi-disciplinarity of strategy implementation		
The Greater Kampala Metropolitan Inter-Ministerial Working Group	Chaired and Co-chaired by the Ministry of Lands and Urban Development and the Ministry of Kampala and Metropolitan Affairs  Working Group composition TBD.	To coordinate the strategy multidisciplinary implementation

To promote coordinated investments and support from all MDAs and the Greater Kampala area stakeholders (including KCCA and the local governments), a delivery unit, the **Project Management Unit (PMU)**, is being established to ensure efficient implementation. The PMU will:

- > Be situated within the Ministry of Kampala and Metropolitan Affairs, under the direct supervision of the President through the Office of the President
- > Have a distinctive role to deliver metropolitan-level coordination and guide implementation, while the direct implementation of the strategy will be undertaken by the respective mandated agencies and subnational governments.

In order to promote greater coordination in delivery, the Strategy proposes **common financing mechanisms** for the key programs outlined in the strategy. These are expected to be encouraged by the central government. KCCA, Local Governments, and implementing Ministries would then be able to draw on this pooled financing mechanism for agreed capital expenditure in joint projects. This would provide a major incentive for coordination and complementary investments across the GKMA.

The Strategy also recognizes that the mobilization of civil society and the private sector will be fundamental for the successful implementation of the Greater Kampala Strategy. These are promoted through:

<sup>15</sup> Until recently, this high-level group was chaired by the National Planning Authority. However, as the structures of the MKCMA have started to be put in place, this Ministry has taken the chairing role.

- > Municipal Development forums at the subnational level, should encourage active public, private and civil society dialogues and participation in resource mobilization and implementation of the strategy.

Public Private Dialogues (PPDs), which will be used to mobilise the private sector into implementation and as a potential instrument through which Greater Kampala local governments can implement priority investments with greater efficiency and possibly leverage additional resources from the private sector.

#### 9.4.4 Arrangements for management of a Development Corridor

This section will briefly describe and discuss the institutional arrangements for the management of the Northern Corridor. It seemed useful to address this structure here since the JKM Corridor is part of the Northern Corridor, but also because, as it will be briefly shown, these structures have similarities in the way they are sketched.

##### **The Northern Corridor**<sup>16</sup>

The Northern Corridor is a trade route linking the landlocked countries of the Great Lakes Region with the Kenyan seaport of Mombasa and bringing together Burundi, the Democratic Republic of Congo, Kenya, Rwanda, Uganda, and South Sudan. These countries are the member states of the Northern Corridor. Regional cooperation and transit trade within and along the Corridor is facilitated by the Northern Corridor Transit and Transport Agreement (NCTTA), a treaty signed in 1985 by the member states.

The Northern Corridor Transit and Transport Coordination Authority (NCTTCA) was established under the NCTTA Treaty to oversee the implementation of the agreement. NCTTCA's mission is to transform the Northern Corridor into an economic and sustainable development Corridor that offers internationally competitive trade and transport services and promotes regional integration.

Learning from experiences, regional transport and development corridors have shown that effective corridor management is fundamental for the success of these corridors. Most development corridors have institutional and administrative arrangements created for their management. Unless there are clear mechanisms for overall coordination – of planning and implementation – and for decision-making regarding policy and overall direction, but also in terms of budgets and technical matters, the Corridor will be dysfunctional. Corridor management is about getting the various parties to work together to produce plans and policies and to implement interventions that complement efforts to improve overall corridor results.<sup>17</sup>

The Northern Corridor in East Africa is perceived as having a management and coordination structure that works quite well.<sup>18</sup> As the figure below shows, the NCTTCA institutional structure follows the outline of management arrangements, such as those for the NDP III of the GKMA economic strategy, which brings together a multitude of actors and aims at implementing political and policy visions with the ambition of having a concrete impact on the ground: there usually is a level of political coordination and decision making and another level of technical and management execution.

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<sup>16</sup> Information on this section is largely taken from [Northern Corridor Transit and Transport Coordination Authority: Home \(ttcanc.org\)](http://ttcanc.org). The corridor is discussed in both the [Situational Analysis Report and Working Paper 1 of the JKM Corridor Plan project](#).

<sup>17</sup> Kunaka C. and Robin Carruthers, 2014, "Trade and Transport Corridor Management Toolkit", The World Bank.

<sup>18</sup> Ibid.

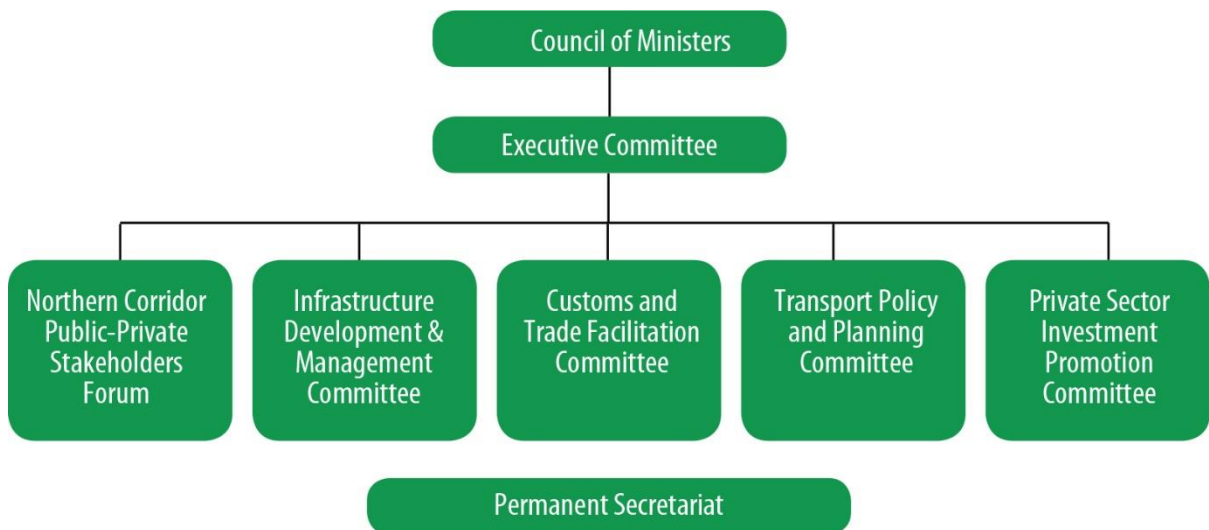


In the case of the NCTTCA, these are:

- > The Council of Ministers comprises the Ministers responsible for transportation in each of the member states. This is the level representing the country's "owners" of the Corridor and providing political leadership
- > The Executive Committee, which is an inter-governmental committee composed of Permanent Secretaries, or their equivalents within the member states, who are also responsible for transport matters in each of the contracting states
- > In addition, and reinforcing the technical dimension of the NCTTCA, several Specialized Committees have been put in place to synthesize and make appropriate recommendations to the Executive Committee.

All these structures are supported by a Permanent Secretariat which follows activities and the execution of projects more closely.

Figure 2: The NCTTCA's Institutional Structure



## 9.5 Key institutional actors for JKM Corridor Plan implementation

The national, regional, and metropolitan strategies described in the previous section indicate institutional arrangements that involve different levels of coordination and monitoring of implementation performance: i) high-level political coordination and performance monitoring; ii) a high policy level of multisectoral coordination; iii) a programme management and technical level purposed for implementation, monitoring and reporting.

The previous institutional arrangements for the implementation of national and regional development plans involved institutional bodies at different levels of government administration, which are likely to also play a key role in the implementation of the JKM Corridor Plan.

### 9.5.1 The Apex Level

As previously indicated, the GoU recently established the Apex Platform, a high political level of performance monitoring for key development plans and strategies. High-level performance monitoring is provided by the Office of the President and the Office of the Prime Minister.

#### **The Office of the President**

The Office of the President (OP) is a Government Ministry through which the President of Uganda provides leadership in public policy management and good governance for National Development.<sup>19</sup> This Ministry is made up of various departments including the Cabinet Secretariat, Directorate of Ethics and Integrity, Directorate of Economic Affairs and Research, and Security Organisations (Internal Security and External Security Organisation), amongst others.

The OP has a multifunction mandate with clear functions related to steering social and economic development. The OP is among other functions mandated to:

- > Support the provision of overall leadership in public policy management and promotion of good governance in public institutions
- > Ensure that Government policies programs and projects are adequately communicated, monitored and evaluated
- > Provide efficient and effective support to Cabinet in the discharge of its constitutional mandate of formulating and implementing government policies
- > Mobilise the population towards achieving social and economic development and promote "Prosperity for All" programmes.

#### **The Office of the Prime Minister**

The Office of the Prime Minister (OPM) is a Government Ministry through which the Prime Minister of Uganda provides leadership of the Ministers under the Executive arm of Government.

The Prime Minister is the Leader of the Government and is therefore responsible for the coordination and implementation of Government Policies across Ministries, Departments, and other Public Institutions.<sup>20</sup>

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<sup>19</sup> [Office of the president | Uganda National Web Portal \(gou.go.ug\)](http://gou.go.ug)

<sup>20</sup> [Office of the Prime Minister | Uganda National Web Portal \(gou.go.ug\)](http://gou.go.ug)

This Ministry commonly called OPM is made up of various directorates including:

- > Strategic Coordination and Implementation, through which coordination of the implementation of Government policies, programmes and projects is provided
- > Monitoring and Evaluation, through which monitoring and evaluation of the implementation of Government policies and programmes is provided
- > Directorate in charge of Disaster Preparedness, Management and Refugees
- > Directorate in Charge of Special Programs of Northern Uganda, Karamoja, Luwero - Rwenzori and Teso Sub regions Affairs
- > Directorate for Administration and Finance.

### 9.5.2 Key actors at the national administration level

The JKM Corridor Plan is being developed under the responsibility and coordination of the Ministry of Lands, Housing and Urban Development (MLHUD).

The development of the JKM Corridor Plan is however produced in close coordination with other key Ugandan Government Ministries and agencies, which will play a key role in the JKM Plan's implementation. The JKM Corridor Plan Technical Steering Committee brings together, in addition to the MLHUD, representatives of the Ministry of Local Government (MoLG), the Ministry of Finance, Planning and Economic Development (MoFPED), the National Planning Authority (NPA) and the Greater Kampala Metropolitan Authority (GKMA). Below we describe the relevant MDAs at the national level.

#### **The Ministry of Lands, Housing and Urban Development**

MLHUD is the government agency responsible for policy direction, national standards and coordination of all matters concerning lands, including spatial and physical planning, housing and urban development. MLHUD's mandate is "to ensure a rational, sustainable and effective use and management of land and orderly development of urban and rural areas as well as safe, planned and adequate housing for socio-economic development".<sup>21</sup>

The MLHUD has an overall regulatory and oversight role and as indicated above, it is also responsible for steering the implementation of the NDP III Sustainable Urbanisation and Housing (SUH). This programme will be implemented through the SUH PIAP under budget interventions clustered in five areas, which correspond to NDP III SUH Programme Areas, such as:

- 1 Enhancing value addition in key growth opportunities
- 2 Strengthening the private program to create jobs
- 3 Increasing the stock of quality & productive infrastructure

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<sup>21</sup> See [Ministry of Lands, Housing & Urban Development | Ministry of Lands, Housing & Urban Development \(mlhud.go.ug\)](http://mlhud.go.ug)

- 4 Productivity & social well-being of the population
- 5 Strengthening the role of the state in guiding and facilitating the development.

These five programmatic areas lead to programme outcomes and subprogrammes that will direct the programme's implementation and whose details can be consulted in the programme document.

From an institutional point of view, the SUH PIAP indicates that key implementation reforms will be required to ensure the full implementation of this programme in the next five years. These include:

- 1 Restructure the Ministry of Kampala Capital City and Metropolitan Affairs and corresponding Ministries to effectively handle metropolitan affairs in the country
- 2 Empower the Ministry of Lands, Housing and Urban Development with staff and resources to lead the urban agenda in the Country since a bigger part of GDP is generated from urban areas
- 3 Streamline duplication of functions amongst MALGs to improve resource utilisation in the country i.e., avoid other programmes doing urbanization and housing chores apart from the programme itself
- 4 Need to review the mandates of NHCC and Housing Finance Bank Ltd and capitalise on these institutions to spur housing development and reduce the housing backlog currently estimated at over 2m houses.

All these reforms are, at different levels, crucial for the implementation of the JKM Corridor Plan.

### **The National Physical Planning Board (NPPB)**

While MLHUD has an overall coordination and oversight role, according to the Uganda Planning Act 2010, amended in 2020, the National Physical Planning Board (NPPB) should play a crucial role in the preparation and implementation of physical development plans.

According to the Physical Planning Act, national and regional physical plans "shall be prepared by the Board". However, when the activities for the preparation of the JKM Physical Development Plan started, the National Physical Planning Board had not yet been established. As a result, the leadership for the JKM Plan has been provided by the MLHUD.

According to the 2010 Act, the National Physical Planning Board should, among other functions, have the responsibility to establish district and urban physical planning committees; to provide for the making and approval of physical development plans and the applications for development permissions.<sup>22</sup> The Physical Planning (Amendment) Act, which was published in January 2020, strengthened the role of NPPB significantly.

While the establishment of the NPPB was provided for in the 2010 Uganda Planning Act, the 2020 Amendment provided for the establishment of that body, which was sworn in in July 2020, and for the nomination of an Executive Director, a secretariat and staff.

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<sup>22</sup> "The Physical Planning Act 2010" GoU p. 5

Although NPPB should report to the Minister of Lands, Housing and Urban Development, NPPB is a "body corporate", composed of 10 members from other government agencies, representatives of the private sector and academia.<sup>23</sup>

#### Composition of the NPPB, 2020

Dr Amanda Ngabirano (Chairperson) from Makerere University,  
 Mr Vincent Byendaimira (member) from the Ministry of Lands, Housing and Urban Development,  
 Ms Jackie Kemigisha Kiiza (member) from the Ministry of Local Government,  
 Mr Arch Edward Ssimbwa (member) from the Ministry of Works and Transport,  
 Dr Jerome Lugumira from National Environment Management Authority (member),  
 Mr Tugume Denis from the National Planning Authority (member),  
 Dr Earnest Kimbugwe (member) from the Private Sector,  
 Ms Achola Amina (member) from the Private Sector,  
 Ms Florence Nambooze (member) from the Institute of Surveyors Uganda,  
 Mrs Josephine Nalubega Byabazaire (member) from the Uganda Society of Architects.

As indicated above, the 2020 Amendment to the 2010 Physical Planning Act strengthened NPPB's role. It clearly established that the NPPB "shall be the highest body responsible for physical planning in Uganda", expanding the functions of the Board to leading roles throughout the physical planning cycle. As a result, the key responsibilities of NPPB are:

- > **Lead and coordinate the production of physical development plans** – that is trigger and coordinate the preparation of national and regional physical development plans; ensure the coordination of the preparation of physical development plans made by local governments; cause to renew urban areas and improve slums and other informal settlements
- > **Ensure the integration of physical planning** with social and economic planning at the national and local government levels; co-ordinate physical planning-related activities in Uganda to ensure the orderly and sustainable development of human settlements in rural and urban areas; sensitise the public on matters of physical planning; to issue guidelines to ensure effective participation and engagement of the public in physical planning
- > **Provide advice to the Government on physical planning issues** – that is to advise the Government on all matters relating to physical planning and urban development; to give guidance and recommendations on issues relating to physical planning which transcend more than one local government for purposes of coordination and integration of physical development planning; to advise the Minister responsible for local governments on the declaration and upgrading of urban authorities and cities and the declaration of special planning areas
- > **Lead approval of physical development plans**, that is approve both urban and district physical development plans; and recommend to the Minister, regional and national physical development plans for approval by the Cabinet
- > **Ensure implementation, monitoring, and supervision** of physical development plans, that is ensure the implementation of local government physical development plans; monitor and evaluate the

<sup>23</sup> Published on the Ministry of Lands, Housing & Urban Development's webpage.

implementation of physical development plans; and exercise general supervisory powers over all physical planning committees.

The National and Regional Physical Development Plan provisions, Section 19 regarding responsibility relating to national and regional physical plans remain unaltered re-affirming NPPB's leading role:

- 1 "The national and regional physical development plan shall be prepared by the Board in respect of any area to improve that area and provide for proper physical development".
- 2 In the preparation of the national and regional physical development plan, "the Board shall take into account the securing of suitable provision for agricultural development, infrastructure, industrial development, environmental protection, natural resource management, urbanisation, human elements conservation, tourism, the matters specified in the Fourth Schedule and other relevant matters."

### **National Planning Authority**

The National Planning Authority (NPA) was established in 2002 (the NPA Act). NPA's mission is "To foster socio-economic transformation through establishing development planning systems and producing comprehensive and integrated development plans."

The NPA constitutes a key element of the Uganda Comprehensive National Development Planning Framework (CNDPF), which, as described in Section 3, provides the framework for Uganda's approach to national development planning.

The NPA is mandated to lead the production of national (comprehensive and integrated) development plans and therefore led the production of Uganda Vision 2040 as well as the different national development plans that have articulated that vision.

Other key functions of NPA include:

- > Coordinate and harmonize development planning in the country
- > Monitor and evaluate Public Projects and Programmes
- > Advise the Presidency on policies and strategies for the development of the country
- > Liaise with the private sector and civil society in the evaluation of Government performance
- > Support local capacity development for national and decentralised development planning.

### **Ministry of Finance, Planning and Economic Development**

The Ministry of Finance, Planning and Economic Development plays a key role in enhancing and ensuring overall economic stability and development. The Ministry ensures the mobilisation of public resources for the whole Government and oversees the use of these resources. MoFPED derives its mandate from the 1995 Constitution of the Republic of Uganda and other key legislation such as the Budget Act (2001) and the Public Finance and Accountability Act (2003).

The Ministry plays a pivotal role in the coordination of development planning, in making sure that public resources are available for the implementation of development plans and that those resources are

efficiently allocated; and in ensuring effective accountability for the use of public resources. Overseeing the use of Uganda's public resources, MoFPED is also responsible for formulating sound economic policies that can lead to Uganda's sustainable economic growth and development. The Ministry is organized with Directorates of Budget, Economic Affairs, the Accountant General's Office and departments of Finance and Administration.

### **The Ministry of Local Government**

The Ministry of Local Government (MoLG) is empowered through the Local Governments Act 1997 (Cap. 243) and is responsible for formulating and supervising national policy and legislation on local governments, supporting all local government functions, and ensuring alignment of those entities in relation to national policy. Although in Uganda, the decentralization process started towards the end of the 1980s, the 1995 Constitution and the Local Governments Act of 1997 provided the legislative basis for the decentralisation of government administration. Decentralisation in Uganda has been described as an ambitious effort.<sup>24</sup> It is based on a principle of devolution and aims at achieving a growing allocation of mandates, powers and responsibilities to local governments – namely the Districts, Cities, Municipal Councils, Municipal Divisions, Town Councils and Sub-counties.

The Ministry of Local Government oversees the decentralisation policy and the local government's administration. MoLG is effectively responsible for making sure that decentralization is effective and that this major process provides the expected results in terms of improvements in the quality of governance and service delivery through the different levels of local governance. As described below, local governments, in particular, District and City Governments, are key to the implementation of the JKM Corridor Plan.

### **9.5.3 Key actors at the Local Government Level**

As previously mentioned, the JKM Corridor Plan is a regional development plan and will be designed at a strategic level, both conforming to national social, economic and physical development plans (such as NDP III and NPDP) and taking into account the social, economic and spatial development plans at the appropriate level of local government – that is, at District and City levels. The JKM Corridor Plan area includes five districts - Mpigi, Wakisu, Mukono, Buikwe and Jinja and two cities – Kampala and Jinja Cities.<sup>25</sup>

### **District Councils**

The Local Government Act 1997 has established the district as the highest level of local state administration. The Act has devolved powers to Local Councils in the areas of their jurisdiction including to District Councils – in reality, governing powers were devolved. Districts were given responsibility for service delivery in a broad range of areas, including healthcare, education, water, and roads, and were also put in charge of their annual expenditure planning and budgeting. Prior to the Local Government Act, planning and expenditures were decided by the line ministries, and their specific departments in local governments, and were carried out on a sectoral basis.

District Councils, which are led politically by an elected District Council Chairperson, have become the planning authorities in any given District, including for spatial planning. The District Council has an Executive Committee composed of standing committees corresponding to the different sectors and areas

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<sup>24</sup> Patricia Jones, Julia Bird, Charles Beck, Astrid Haas (2016) Kampala- A Policy Narrative. World Bank, Washington, DC

<sup>25</sup> Entebbe and Wakiso municipalities are also to become cities in the next years.

of activity - education, finance, health and welfare, public works, sanitation, etc. Councils may delegate a range of powers to the Executive Committee. The Executive Committee can initiate and formulate policies, which are put before the full council for approval. The District Executive Committee is responsible for monitoring the implementation of both council programmes and activities of other development actors.

The Local Government Act makes provisions for the preparation of decentralized District Development Plans (DDPs) and Physical Development Plans (PDPs). The Act gives District Councils the autonomy to prepare their own DDPs and PDPs within the National Planning Framework. Under Section 35(3) of the Local Governments Act 1997 (Cap. 243), District Councils are mandated to prepare comprehensive and integrated development plans incorporating plans of Sub- County and Municipal councils, for submission to the national planning authority.<sup>26</sup>

In terms of DDPs, coordination is undertaken by the District Technical Planning Committee and is based in the planning unit within the MoLG. The plans are submitted to their respective councils for consideration in accordance with Section 37(4) of the Local Governments Act.

Regarding the preparation of PDPs, District, Urban and Local PDPs are prepared by the respective Local Councils, including District Councils, and Physical Planning Committees which are responsible for physical planning activities in their areas of jurisdiction. MLHUD plays a supervisory role over the Lower Local Governments (Districts, Municipal Councils and Town Councils) in the preparation of PDPs.

### **City Councils and City Governing Structures**

Within the Uganda decentralization legislation, cities have been given the same level of authority, functions and responsibilities as districts described above. Within cities, the City Council is led by a City Mayor who is the council's political head and is directly elected by the city's residents for a term of five years.

Similar to District Councils, City Councils include an Executive Committee, which is led by the Mayor and can establish different standing committees corresponding to sectors and areas of activity. The secretaries of these standing committees are members of the Executive Committee.

The City Council, through the Executive Committee, constitutes the city's planning authority, and, as for districts, these governing bodies play a critical role in terms of city social, economic and spatial development planning and implementation. City managers, administrators and planners are key decision-makers in the preparation, implementation, and monitoring of plan city development plans.

As indicated above, the JKM Corridor Plan includes two cities: Kampala City, the Uganda capital, and Jinja City, which was a municipality until June 2020 when it gained city status. The two cities are, however, governed under different institutional arrangements.

As discussed above, until 2009, Kampala was governed by the Kampala City Council, which was a local government entity regulated by the provisions of the decentralisation legislation. However, the Kampala Capital City Authority (KCCA) Act of 2010 created the capital city status and established the KCCA which replaced the Kampala City Council (KCC). While KCC was headed by an elected Mayor, KCCA is headed by an Executive Director, who is an appointed official. The figure of the Mayor in Kampala disappeared

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<sup>26</sup> Within the same logic, Sub-county and Municipal Councils must prepare plans incorporating the plans of parish/ward councils, and village/cell councils in their respective areas of jurisdiction.



and was replaced by a Lord Mayor with no executive powers. A 2019 amendment to the KCCA Act established a central government ministry, the Ministry of Kampala City and Metropolitan Affairs, led by a Minister. Both the Kampala Lord Mayor and KCCA Executive Director report to the Minister.

While Kampala City is governed by KCCA, the new Jinja City continues to be governed by the Local Governments Act 2010 (amended in 2015) and falls under the Ministry of Local Government. Jinja City territory expanded to include, in addition to Jinja Municipality, the Town of Bugembe, and the Sub-Counties of Mafubira and Budondo. Some urbanists suggest that it should be ensured for the new gazetted towns that the new city governments are empowered to take decisions to support their development and that this will require further legal and institutional clarity around the exact structures of city governance.<sup>27</sup> However, for the moment, the new gazetted cities continue to be led by City Councils.

#### 9.5.4 Participation of non-governmental actors

Social, economic, and physical development plans in Uganda aim at the production of a better life for the country's citizens. The overall goal of Uganda's NDP III is to achieve "Increased Household Incomes and Improved Quality of Life of Ugandans". Broader participation of citizens and key social and economic actors in planning and monitoring of development processes ensures that policy directions in terms of social and economic development will correspond to society's needs and expectations and a sustainable approach to development. In sum, development policy serves the country's citizens and reinforces accountability and the social and political legitimacy of those policies. Participatory and inclusive processes have also been perceived as bringing energy and vitality, and additional resources to develop processes as they can mobilise citizens and constructively engage the country's economic actors.

Development planning and implementation in Uganda have generally aimed at guaranteeing participation and inclusive and sustainable development, which is within the spirit of Uganda's 1995 Constitution, and the decentralisation process has reinforced that intention. The Local Government Act of 1997 (now Local Governments Act Cap 243) provided for devolution and for local governments to be the basis for development with planning and funding mechanisms attached. The decentralisation process aims at taking development to the citizens – at involving the people in the way they are governed. This means that mechanisms should be created to allow citizens to participate in identifying their own problems, setting priorities, planning their implementation and monitoring; ensuring better utilization of resources both financial and human; ensuring value for money through participation, transparency and accountability and sensitisation.<sup>28</sup>

For example, NDP III and the PIAPs provide for civil society organisations and private sector actors to join Programme Working Groups (PWG), to contribute to the implementation and to participate in the monitoring of projects. These PWGs will also include development partners, which are expected to contribute with ideas, new concepts and innovation and financing. The modalities for participation will need to be specified in relation to specific PIAPs and sub-projects within those PIAPs.

The GKMA Economic Development Strategy will draw upon Municipal Development Forums to engage civil society organisations and the private sector actors towards dialogue and possible mobilisation of

<sup>27</sup> Haas, A., "Unleashing the power of urbanisation for Uganda's new cities", February 2021

<sup>28</sup> Elijah Dickens Mushemeza, 2019, "Decentralisation in Uganda Trends, Achievements, Challenges and Proposals for Consolidation", ACODE Policy Research Paper Series No.93

resources. The implementation of that strategy will encourage "Public Private Dialogues" to mobilise the private sector, in particular, in terms of financial and technical resources.

The Jinja City Integrated Physical Development Plan 2020-2040 (Draft) has also understood strong civic leadership as "a critical component in managing urban change and directing the new cities like Jinja towards a sustainable urban future". The Plan proposes to draw upon the existing "City Development Forum" to be able to engage and mobilise partnerships with non-governmental actors, and with private companies that can provide technological solutions and capital for investments. The plan is considering the establishment of different committees to bring in representatives of civil society organisations, local communities, and development partners. Jinja is also aiming at exploring the potential of the private sector as an active partner in the city's development as a contributor in terms of direction but also as a funding partner, and a promoter of cost-effectiveness, technological development, and innovation.

## 9.6 Considerations towards institutional arrangements for implementing the JKM Corridor Plan

### 9.6.1 Key learnings from the institutional implementation arrangements of previous development plans and strategies

The previous sections have described and discussed the structures behind the implementation of key development plans and strategies in Uganda and allowed for reaching initial conclusions regarding institutional implementation arrangements. In general, those implementation arrangements are structured according to three levels: i) political leadership; ii) programmatic and technical coordination across sectors; and iii) delivery of results. Using the example of NDP III and the GKMA Economic Development Strategy, these three levels are discussed below.

#### **Political Leadership of Development Plans and Strategies**

In Uganda, the implementation of major – that is national, regional, or metropolitan - development plans and strategies are politically led at a very high level of government. As previously described, the GoU has now established or is about to establish, the Apex Platform for leadership of major development efforts in the country. The Apex Platform is likely to be placed at the level of the Office of the President and the Office of the Prime Minister and will likely be chaired by the President of Uganda. The Apex Platform will provide overall political leadership to the implementation of NDP III.<sup>29</sup>

Within the different ministries responsible for the implementation of PIAPs, a "Leadership Committee", led by the sector-Minister and other high-level officials, will be established to provide political and policy guidance and advocacy to the PIAP implementation and act as "a clearing stage" for programme policies before submission for approval of programme-based policies to the Cabinet and Parliament. The different PIAPs – and therefore the different "Leadership Committees" across sectors will link directly to the Apex Platform – but the details of this link and how the different PIAPs will be coordinated at the APEX level are still being clarified. Some documents indicate that the Prime Minister will be responsible for overall NDP III implementation and will steer policy engagements with all Ministers in charge of the implementation of the different NDP III programmes.

In relation to the Greater Kampala Strategy, the Apex Platform does not play a role. There is instead a "Greater Kampala High-Level Group", which was previously chaired by NPA and is now chaired by the MKCMA, with high-level representatives from Local Governments, KCCA, Ministry of Works and Transport and MLHUD. The degree to which the GKMA strategy will be linked to the Apex Platform is not clear.

#### **Programmatic and cross-sector coordination**

Below and linked to the level of political leadership, cross-sector and multidisciplinary engagement in the implementation of development plans and strategies in Uganda is ensured by an established structure with the capacity to engage and mobilise inter-ministerial cooperation.

In relation to NDP III, in each Ministry leading the PIAPs, the Leadership Committee provides a high level of political leadership and oversight. Below this Committee, the Programme Working Groups (PWG) provide the broad cross-sector engagement and coordination that is required for the programmatic approach. Although this is not fully clear from the description of the PIAPs to which we have had access, we assume that the PWGs will also ensure the consultation and coordination with local governments for

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<sup>29</sup> Some sources indicate that NPA and MoPFED will be part of APEX, but this has not been confirmed.

appropriate coordination with that level of government and contributions to planning, budgeting and implementation.

The PWGs are the groups that effectively manage the implementation process – they design the PIAPs, they ensure appropriate budget and alignment with national budgeting routines and processes (including BFPs), they strive for and achieve broad consultation and ministerial and inter-ministerial buy-in that will be necessary for the success of programme implementation and reporting. In a way, if the Leadership Committee represents the owners of the PIAP (and therefore of that component of the NDP III), the PWGs are the "Managers" of the PIAPs. Those who should push towards implementation. The PWGs are supported by a Programme Secretariat reinforcing their key role in encouraging implementation and by a Programme Technical Working Group overseeing the technical quality of the PIAP implementation.

In the GKMA economic development strategy, cross-sector coordination is provided through the "Greater Kampala Metropolitan Inter Ministerial Working Group" chaired and co-chaired by the MLHUD and Ministry of Kampala and Metropolitan Affairs. This inter-ministerial working group ensures that the implementation strategy mobilises participation from different sectors and levels of government. The implementation of the strategy will be supported by a Delivery Unit (the Project Management Unit), which will be discussed below.

### **Delivery of implementation**

Development plans and strategies are implemented, that is, delivered, by institutional actors at operational and local levels of governance - be it in terms of sector or territorial administration. In the success of any development plan or strategy, the delivery level is fundamental. The success of the implementation will depend on how much those who are responsible for the delivery of the different dimensions composing the strategy will be able to push activities forward, to make it happen.

In the case of NDP III, the delivery is supposed to be carried out by actors working within the different sectors and at the different levels of state administration – some activities will be managed by departments and sections within the different ministries at the national level, other activities will be led by departments and sections within local governments. The detail behind the different PIAPs will provide that level of definition. The PIAPs reviewed by our team seem to indicate that overall management and coordination of specific PIAP implementation will be ensured by the PWGs supported by the Programme Secretariat. The descriptions of annual plans and budgets – at sector and local government levels – that will compose the PIAP will probably provide more detailed information on how the PIAP (which represents a multisector, multilevel programmatic approach) will be unfolded across sectors and levels of government. However, the interfaces between all these levels to ensure effective delivery are still to be fully understood and detailed.

In the case of the GKMA Economic Development Strategy, a PMU has been set up to ensure efficient implementation. This delivery unit is located within the Ministry of Kampala and Metropolitan Affairs, under the direct supervision of the President, through the Office of the President. Through this link to the Ministry of Kampala and Metropolitan Affairs and the Office of the President, the GKMA Strategy PMU is likely to be located quite close to the Apex Platform described above. Details on the operational workings of the PMU will need to be obtained and can provide useful lessons on the implementation of this level of strategy can although narrow in geographical scope has similarities with the JKM Corridor Plan. Details related to operational linkages across sectors and with the local level of government will provide crucial lessons for the arrangements to sustain the JKM Corridor Plan.

### **Interfaces between different levels**

The information that our team has gathered so far has allowed for devising the three levels of structuring institutional arrangements that are described above. What needs to be further investigated relates to the interfaces and articulations between the different levels – how does the political leadership relate to the level where implementation is effectively managed? How does the delivery level push forward towards implementation – what level of political backup does this level effectively have? How are the different sectors effectively mobilised and their contributions monitored? How is the effective and meaningful participation of local levels of government ensured? The detail of these interfaces and mechanism of articulation will allow for understanding possible obstacles and proposing solutions.

We are aware that many of the mechanisms underlying these articulations relate to annual processes of action planning and budgeting across the Ugandan government sectors and levels of local governments. However, we suggest that discussing these mechanisms in detail will allow for making the structure of implementation arrangements clearer and for the consideration of potential challenges and obstacles.

### **9.6.2 Proposals for the institutional arrangements for the implementation of the JKM Corridor Plan**

Below we offer our reflections towards the institutional arrangements for the implementation of the JKM Corridor Plan. These reflections derive from our analysis of institutional arrangements provided by other development plans and strategies and follow the level or structuring indicated above. Further proposals will derive from further discussions around:

- > whether the proposed levels of the organisation and their composition are appropriate to ensure appropriate political buy-in and adequate mobilisation of capacity (management and technical capacity)
- > the interfaces between levels of the organisation to be able to ensure appropriate coordination and also clarity
- > the engagement of different sectors and different levels of government, in particular taking into account the arrangements provided for the implementation of NDP III and the need to align with the national development plan process
- > how to ensure appropriate alignment, buy-in and coordination with key development and physical plans and implementation processes within the JKM Corridor Plan area, in particular the following:
  - > The Greater Kampala Economic Development Strategy
  - > The Jinja City Physical Development Plan
  - > The current Wakiso District Physical Development Plan
  - > The future GKMA structure plan which is planned to be produced soon
  - > The District Development Plans should also be updated soon as they run to 2019/20.

All these articulation and coordination processes will need to be considered within the implementation of NDP III and its programmatic approach.

### **How to ensure political leadership?**

As we also discussed above, although the JKM Corridor Plan area brings together several districts, it is not one of the four Ugandan major regions. So, it is in a certain way, a "special planning area". As a result, special planning arrangements will need to be provided, although these will follow appropriate Uganda policy and be inspired by previous plans which we have discussed above.

In terms of appropriate political – in effect strategic – leadership for the JKM Corridor Plan, we recommend that the following is considered:

- > Social, economic and spatial development will need to be strongly coordinated and aligned
- > The leadership of the different districts and cities within the Corridor will need to be strongly engaged, and buy-in at that level obtained, so that mobilisation at the local government level is effective
- > The need for strong coordination with the implementation of district/cities development and physical plans as mentioned above.

As a result, we propose a **JKM Corridor High-Level Leadership Group** and recommend that this Group is chaired at a high level by either NPA or MLHUD. Oversight from the Office of the President and that of the prime Minister would also be required. The group – which is analogous to an inter-ministerial steering committee – could also be co-chaired. This proposal is similar to that which was made for the implementation of the NPDP. It is also important to ensure appropriate participation by the leadership of the MoLG.

The other members of the **JKM Corridor High-Level Leadership Group would be the high-level representatives** of the Ministry of Kampala Capital City and Metropolitan Affairs **and the different local government units**: KCCA, Jinja City Council, Jinja District Council, Buikwe District Council, Mukono District Council, Wakiso District Council, and Mpigi District Council.

The reason for ensuring political leadership from the local government units derives from the need to ensure coordination with the local development plans and processes referred to above. It is important to emphasise – and this is a distinction from an inter-ministerial committee – that the group should include representatives from the private sector, such as the Uganda Manufacturers' Association and the Uganda Investment Authority, as well as community sector representatives from women's and youth groups, for example.

### **How to ensure cross-sector and cross-local government effective coordination?**

While the JKM Leadership Group would provide coordination and buy-in at the appropriate political level, a structure below the political level would need to provide the appropriate operational management of plan implementation. We suggest an executive body, at the appropriate civil service level, to provide human resources, supervision, and the impetus for implementation under the authority of the Leadership Group. We suggest a body termed the **JKM Corridor Task Force** to play that role.

As previously mentioned, according to the Physical Planning Act of 2010, national and regional physical plans should be approved by the National Physical Planning Board (NPPB). The NPPB should oversee the implementation of physical development plans by the local government and monitor and evaluate the implementation of those physical development plans, and would thus be a key member of the Task Force

The Task Force would include executive representatives of each key sector and each local government. The sector and local government representatives to the Committee would depend on programmes/strategies to be supported by the JKM Corridor Development Plan and would be, as a result, further detailed in the future.

The Task Force would provide operational leadership to the implementation and should be supported by a Secretariat which would function as a delivery unit. The JKM Corridor Task Force, through this Secretariat, would ensure coordination with the appropriate levels of development plans and strategies within the Corridor (GKMA, district, etc). This would ensure sectoral and local government involvement and participation in practice. The Task Force would approve overall proposals, budgets and reports prepared by the Secretariat to submit to the Leadership Group.

### **How to ensure delivery?**

Delivery will be carried out at the local level or within sectors, depending on the projects to be proposed. However, effective stimulus towards delivery and coordination of delivery would be the responsibility of the JKM Task Force through its Secretariat.

Inspired by the NDP III, the Secretariat would be formed by leaders/project managers for the key projects/programmes proposed by the JKM Corridor Plan. These project managers would come from the different appropriate sectoral Ministries in accordance with the key theme of the projects/programmes proposed by the JKM Corridor Plan. The project managers would be the ones pushing for the delivery of each of the supported projects.

## 9.7 Main conclusions and proposed way forward

The proposed institutional arrangements for the implementation of the JKM Corridor Physical Development Plan constitute the first stage in the establishment of these institutional arrangements. This implementation strategy has expanded on information and reflections that started with previous stages of the production of the JKM Corridor Plan – in particular, the Situation Analysis Report and Working Paper 1, on the Corridor's Vision, Objectives and Planning Principles.

Included here is a review of the policy and institutional basis that should lay the ground for defining a sound model for the management of the JKM Corridor Physical Development Plan. The policy and institutional basis were provided by Uganda's national development planning framework (CNDPF) in a discussion of its application within social, economic, and physical planning in Uganda.

To consider appropriate institutional arrangements for the implementation of the JKM Corridor Plan, this strategy has also assessed institutional arrangements proposed for the implementation of key social, economic and physical development plans in Uganda, such as the NDP III, the NPDP and the GKMA Economic Development Strategy. The considerations, reflections and suggestions offered towards the development of a model for the management of the JKM Corridor Plan follow the logic provided by the institutional and policy basis indicated above.



## 9.8 Appendix 1: Structure for NDP III and PIAP Implementation: List of the key stakeholders/institution and their key roles

Institution/stakeholder	Key roles/responsibilities
<b>APEX and high level of development leadership and coordination</b>	
Office of the President	<p>Take overall leadership and oversight of the implementation of the plan to ensure its attainment.</p> <p>Timely communication of cabinet decisions</p> <p>Mobilizing the population towards the achievement of the plan</p>
Office of the Prime Minister (OPM)	<p>Coordination of the programmes</p> <p>Monitoring the implementation of the programmes</p>
<b>Within MLHUD</b>	
Leadership Committee	<p>Provide political and policy guidance and advocacy; review and act as a clearing house for programme policies before the Cabinet, and advocate for approval of programme-based policies before the Cabinet and Parliament</p> <p>Monitor implementation of programme-based policies and support the PWGs as resolution of impediments to the implementation of such policies</p> <p>Monitor programme implementation based on programme outcome targets and support resolution of political or policy constraints during implementation</p> <p>Approve the Half Annual and Annual programme performance reports provided by the PWGs</p> <p>Advocate for mobilisation of resources to support programme implementation where there are financing gaps.</p>
Programme Working Groups <sup>30</sup>	<p>Ensure broad stakeholder consultation in discussing key issues and harmonize Government and stakeholder positions</p> <p>Formulate Programme Implementation Plans in line with the National Development Plan and the Manifesto of the ruling government</p> <p>Joint clearance of projects for inclusion in the Public Investment Plan, a requirement by the Development Committee</p> <p>Ensure Implementation of Program Based Budgeting (PBB) for proper alignment to the NDP III.</p> <p>Coordinating inter-ministerial and agency budget allocations in a consultative way ensuring transparency and accountability</p> <p>Ensuring that consultations are carried out between line ministries, and external and internal stakeholders on matters related to the programme</p> <p>Examine and review programme related policies and plans, reviewing past performance, emerging policy issues and future spending pressures</p> <p>Identifying key outputs and programme performance targets both annually and in the medium term</p> <p>Undertaking monitoring and assessment of programme interventions</p> <p>Preparing semi-annual and annual programme reviews and reports.</p>

<sup>30</sup> Refer to the Programme Working Group Guidelines, 2020 (MoFPED)

Institution/stakeholder	Key roles/responsibilities
Programme Secretariate	<p>Coordinating the preparation of the Programme Implementation Action Plans (including costing and Monitoring Frameworks) and Programme Budget Framework papers and ensuring alignment with NDP III, Manifesto and Presidential Directives</p> <p>Organising and guiding meetings and activities of management structures</p> <p>Preparation and dissemination of quarterly, semi-annual and annual programme implementation reports</p> <p>Facilitating the annual programme performance reviews.</p> <p>Organising programme monitoring, inspection and other activities to enable the collection of physical data to facilitate evidence-based reporting</p> <p>Promoting cooperation, learning and synergies within and outside the programmes</p> <p>Ensuring timely sharing and dissemination of key information to PWGs and programme institutions to facilitate the implementation of programme activities</p> <p>Facilitating dialogue with partners (DPs, CSOs, etc.) around each programme on emerging policy and technical issues aimed at increasing impact on programme outcomes.</p>
Programme Technical Working Group	<p>Monitoring the implementation of the sub-component programme areas of the PIAP and raising issues for PWGs consideration</p> <p>Reviewing and clearing sub-component programme areas of the Annual and semi-annual programme performance reports before consideration by the PWGs</p> <p>Developing positions papers on policy and strategic issues in the thematic area for consideration by PWG</p> <p>Reviewing new project concept notes and making recommendations to PWG for clearance.</p>
Agencies and actors outside MLHUD	
Ministry of Finance, Planning and Economic Development (MoFPED)	<p>Providing financial resources</p> <p>Providing technical guidance and mentoring on budgeting for the implementation of PIAPs</p> <p>Monitoring utilization of resources disbursed for PIAP implementation.</p>
National Planning Authority (NPA)	<p>Providing overall guidance and technical support to the programme development planning process.</p> <p>Offering capacity building to MDAs, and LGs where necessary</p> <p>Monitoring effectiveness of PAIPs through the issuance of Certificate of Compliance.</p>
Uganda Bureau of Statistics (UBOS)	<p>Providing reliable data for planning,</p> <p>Giving technical advice and capacity building in data collection and management</p>
Other Ministries, Departments and Agencies	<p>Developing their specific MDA Strategic Plans</p> <p>Contributing to the development of the PIAPs</p> <p>Receiving and integrating district programme priorities in their strategic plans</p> <p>Mobilising resources for the implementation of the PIAPs.</p>
Development Partners	<p>Provide technical support to programmes in the planning and implementation of PIAP interventions</p> <p>Supporting PWGs secretariats both through TA and Financial</p> <p>Providing Financial resource</p> <p>Integrating some aspects of PIAPs into their programming.</p>
Local governments	<p>Providing input into the PIAPs</p>

Institution/stakeholder	Key roles/responsibilities
	<p>Aligning their LG plans to the PIAPs</p> <p>Implementing relevant aspects of the PIAPs.</p>
<p>Civil society and private sector organizations</p>	<p>Participating in PWG activities as co-opted members</p> <p>Providing information about their ongoing and planned development activities to the programme for input into the PIAPs</p> <p>Contributing to the implementation of the PIAPs</p> <p>Participating in M&amp;E of PIAPs.</p>