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UGANDA LAND COMMISSION

P.O. BOX 36408

KAMPALA - UGANDA

THE REPUBLIC OF UGANDA

Concept Note

Benchmarking Visit to Ghana and Ethiopia on Lease Administration and Revenue Optimisation: A Strategic Gateway to Transforming Uganda Land Commission's Lease Management

Date: 11th July 2025
Prepared by: Land Management Department
Submitted to: Uganda Land Commission

1. Background

The Uganda Land Commission (ULC) is established under Article 238 of the Constitution of the Republic of Uganda with the core mandate to hold and manage all land vested in or acquired by the Government of Uganda in accordance with the provisions of the Constitution and shall have such other functions as may be prescribed by Parliament. In executing this mandate, ULC is further obligated to generate and safeguard Non-Tax Revenue (NTR) from Government land assets, thereby contributing to national revenue mobilization.

One of the primary instruments through which ULC fulfils this revenue generation role is lease administration. By granting, renewing, and managing leases on Government land, the Commission creates predictable revenue streams critical for financing government programs and sustaining ULC

operations. Effective lease administration directly impacts the Commission's ability to:

- Accurately assess and bill lease obligations to lessees;
- Collect revenue in a timely and consistent manner;
- Enforce lease terms and recover arrears; and
- Ensure sustainable utilisation of Government land assets.

However, despite ongoing reforms, revenue generation from leases remains below potential. Key challenges include:

- Limited integration of digital systems, resulting in inefficiencies in billing, monitoring, and reporting;
- Weak enforcement and arrears recovery mechanisms, leading to high levels of default and delayed payments;
- Inconsistent and delayed lease renewal processes, creating revenue gaps and reducing contractual certainty.

Given these gaps, benchmarking with countries that have successfully reformed their lease administration frameworks presents a strategic opportunity. The Ghana Lands Commission and Ethiopia's Ministry of Urban Development and Construction / Ministry of Agriculture (Land Administration and Use Directorate) have implemented notable innovations in:

- End-to-end digital lease management systems;
- Robust arrears recovery strategies;
- Transparent billing and client engagement platforms; and
- Revenue optimisation models linked to public land management.

By learning from these proven approaches, ULC seeks to strengthen its institutional capacity, modernise lease administration, and maximise NTR from Government land in line with its constitutional and statutory obligations.

2. Justification

Ghana

Ghana's Lands Commission has successfully implemented a **One-Stop-Shop for land administration**, integrating all its divisions (Survey & Mapping, Land Registration, Public & Vested Lands Management, and Land Valuation) into a central digital platform. Key achievements include:

- **Automated lease billing and tracking systems** that have drastically reduced arrears.

- **Integration of payment systems** with banks and mobile money for improved convenience and compliance.
- **Centralised data management** enabling real-time monitoring of lease status and revenue flows.

Benchmarking with Ghana's Lands Commission will expose ULC to practical strategies for:

- Streamlining lease processes through institutional integration.
- Strengthening transparency and customer service in lease administration.
- Leveraging ICT to improve compliance and revenue collection.

Ethiopia

Ethiopia has implemented a robust, centralised **National Rural Land Administration Information System (NRLAIS)** for rural leases and the **urban lease management framework** under the Ministry of Urban Development and Construction. These systems are characterised by:

- **Digital platforms** for recording, billing, and renewing leases.
- **Automated enforcement mechanisms** that link billing with sanctions for non-compliance.
- **Integration of mobile money and banking systems** into the lease payment process.
- The **MASSREG mobile application** for large-scale, accurate lease registration.

Benchmarking in Ethiopia will help ULC to:

- Understand large-scale lease digitisation rollouts.
- Learn effective strategies for arrears recovery.
- Explore integrating rural and urban lease management within a unified national framework.

3. Objectives of the Benchmarking Visit

1. To study and document successful digital lease management systems in Ghana and Ethiopia.

2. To explore innovative strategies for arrears recovery and enforcement.
3. To identify approaches for integrating lease billing with mobile money and banking systems.
4. To develop an action plan for adapting best practices to the Ugandan context.

4. Expected Outputs

- **Comprehensive Benchmarking Report**
  - A detailed report synthesising lessons learned from Ghana's Lands Commission and Ethiopia's Ministry of Urban Development and Construction / Ministry of Agriculture (LAUD).
  - Analysis of institutional frameworks, policies, and operational procedures in lease administration, integrated land information systems (ILIS), and revenue collection.
  - Clear recommendations tailored to Uganda Land Commission's context, focusing on improving efficiency, transparency, and service delivery.
- **Draft Implementation Roadmap for Modernising ULC's Lease Administration and Revenue Systems**
  - Step-by-step plan to adopt best practices in end-to-end lease management, from application processing to renewal and termination.
  - Integration blueprint for digital tools enabling online lease tracking, billing, payments, and performance monitoring.
  - Strategies for aligning lease administration reforms with Uganda's national land policy and fiscal revenue goals.
- **Best Practice Revenue Collection Framework**
  - Documented approaches from Ghana and Ethiopia for maximising government lease revenue through automated invoicing, e-billing, and mobile payment platforms.
  - Arrears recovery models, including penalty regimes, dispute resolution mechanisms, and debt write-off guidelines.
  - Measures for eliminating revenue leakages and improving billing accuracy.
- **Automated Revenue Management System Blueprint**
  - Technical framework for incorporating lease payment tracking into ULC's digital land administration system.
  - Real-time dashboards for monitoring revenue performance, outstanding debts, and compliance rates.
  - Automated reminders and instant receipting to improve client compliance.
- **Revenue Enhancement Action Plan**
  - Short-, medium-, and long-term strategies for boosting revenue from leases, including proactive land development, renewal of expired leases, and utilisation of idle government land.

- Recommendations for synchronising billing cycles with the government's financial year to stabilise cash flow.

- **Capacity Building in Lease Administration and Revenue Management**
  - Training modules for ULC staff in lease covenant enforcement, financial control, customer service, and dispute management.
  - Exposure to client service models that foster compliance and trust between ULC and lessees.
- **Revenue Collection Performance Targets**
  - Benchmarked KPIs for annual collection efficiency, arrears recovery rates, and adoption of digital payments.
  - Targets for year-on-year revenue growth from government leases to strengthen ULC's non-tax revenue contribution to the Consolidated Fund.
- **Strengthened Institutional Relationships**
  - Formalised cooperation channels with Ghana's Lands Commission and Ethiopia's Ministry of Urban Development and Construction / Ministry of Agriculture (LAUD) to exchange technical expertise and joint capacity building.
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5. Proposed Itinerary

Day	Country	Activity	Agency / Institution
1-3	Ghana	Briefing sessions, system demonstrations, and field visits	Ghana Lands Commission
4-5	Ghana	Study mobile money integration & arrears recovery strategies	Banks & Telcos
6-8	Ethiopia	Briefing on NRLAIS & urban lease systems	Ministry of Urban Development and Construction
9-10	Ethiopia	Field visits, MASSREG demos, and enforcement unit interaction	Ministry of Agriculture (Land Administration and Use Directorate)

6. Participants

Serial No.	Ethiopia	Ghana
1	Prof. Pen Mogi Nyeko	Prof. Pen Mogi Nyeko
2	Hon. Christine Hellen Amongin Aporu	Hajji Asuman Kyafu

3	Mr. Nduhura Dennis Mwebazze	Mr. Kasenge Tom John Fisher
4	Hon. Rosemary Bikaako Tumusiime	Mr. Bujara Rukiika Augustine
5	Hajjati Madinah Nsereko	Ms. Stella Acan
6	Mr. Nyumba Andrew	Mr. Andrew Nyumba
7	Mr. Mugulusi Daniel	Mr. Daniel Mugulusi
8	Mr. Musinguzi Denis	Mr. Denis Musinguzi
9	Ms. Awachango Tracy	Mr. Jokene Walter
10	Mr. Eseru Joseph	Ms. Nandugwa Winfred
11	Mr. Bahungule Ronnie	Mr. Otim Chris Jaramogi
12	Mr. Musenze Samuel	Mr. Wamboga Alex
13	Ms. Tasutwa Beatrice	Ms. Kiwala Annet
14	Ms. Marriate Kalibbala Tamale	

7. Estimated Budget (UGX)

7.1 Estimated Budget Estimates for Ethiopia

No.	Name	Per Diem (USD)	Days	Subtotal Per Diem (USD)	Entry Visa (USD)	Air Ticket (USD)	Total (USD)
1	Prof. Pen Mogi Nyeko	560	5	2,800	80	2000	4,880
2	Bujara Rukiika Augustine	560	5	2,800	80	700	3,680
3	Nduhura Dennis Mwebazze	560	5	2,800	80	700	3,680
4	Rosemary Bikaako Tumusiime	560	5	2,800	80	700	3,680
5	Madinah Nsereko	560	5	2,800	80	700	3,680
6	Nyumba Andrew	560	5	2,800	80	2000	4,880

7	Mugulusi Daniel	390	5	1,950	80	700	2,730
8	Musinguzi Denis	360	5	1,800	80	700	2,580
9	Awachango Tracy	360	5	1,800	80	700	2,580
10	Eseru Joseph	360	5	1,800	80	700	2,580
11	Bahungule Ronnie	360	5	1,800	80	700	2,580
12	Musenze Samuel	360	5	1,800	80	700	2,580
13	Tasutwa Beatrice	360	5	1,800	80	700	2,580
14	Marriate Kalibbala Tamale	360	5	1,800	80	700	2,580
	TOTAL						45,270

7.2 Estimated Budget Estimates –Ghana Visit

No.	**Name**	**Per Diem (USD)**	**Days**	**Subtotal Per Diem (USD)**	**Air Ticket (USD)**	**Total (USD)**
1	Prof. Pen Mogi Nyeko	560	5	2800	2700	5500
2	Asuman Kyafu	560	5	2800	850	3650
3	Kasenge Tom John Fisher	560	5	2800	850	3650
4	Aporu Christine	560	5	2800	850	3650
5	Stella Acan	560	5	2800	850	3650
6	Andrew Nyumba	560	5	2800	2700	5500
7	Daniel Mugulusi	390	5	1950	850	2800
8	Denis Musinguzi	360	5	1800	850	2650

9	Jokene Walter	360	5	1800	850	2650
10	Nandugwa Winfred	360	5	1800	850	2650
11	Otim Chris Jaramogi	360	5	1800	850	2650
12	Wamboga Alex	360	5	1800	850	2650
13	Kiwala Annet	360	5	1800	850	2650
	TOTAL					**44300**

8. Conclusion

The proposed benchmarking visits to Ghana and Ethiopia are strategic steps toward modernising ULC's lease administration and maximising NTR collection. Drawing from the tested experiences of these countries will enable ULC to design an integrated, digitally driven, and enforcement-backed lease management framework suitable for Uganda's context.