



## COMPENDIUM OF KEY REFERENCES AND DOCUMENTS

### INTEGRATION OF LOCAL AUTHORITIES OF UGANDA IN THE EUROPEAN COOPERATION PROGRAMMING PROCESS 2021-2027



#### PRESENTED TO

UNITED CITIES AND LOCAL GOVERNMENTS AFRICA (UCLGA)  
RABAT, MOROCCO

On behalf of the National Associations;

UGANDA LOCAL GOVERNMENT ASSOCIATION (ULGA)  
URBAN AUTHORITIES ASSOCIATION OF UGANDA (UAAU)

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## **SUBMISSION NOTE**

This note aims to submit the 1<sup>st</sup> output “a Compendium of key references and documents” on *National Development Policy and Strategies, and Decentralisation policy in Uganda*. Under the service contract signed at the beginning of July 2020 between me and Secretary General of United Cities and Local Governments of Africa (UCLG AFRICA). The purpose of the service contract was to define the terms and conditions under which the Consultant will carry out on behalf of UCLG AFRICA the mission of preparation of the National Associations/Local authorities to be **integrated in the European Cooperation Programming Process 2021-2027**

This output has been reviewed severally by the focal person for UCLG Africa in the region of East Africa and the SG of ULGA whose validation letters are accompanying this output.

Yours faithfully

A handwritten signature in blue ink, appearing to read 'John Max Bwetunge', is written over a faint, light blue rectangular stamp or watermark.

JOHN MAX BWETUNGE  
**Consultant**

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## **LIST of Abbreviations**

|        |   |
|--------|---|
| AU     | African Union   |
| BFP    | Budget Framework Paper  |
| DINU   | Development Initiatives for Northern Uganda                     |
| DP     | Decentralization Plan   |
| DSPF   | Decentralization Policy Strategic Framework                     |
| EU     | European Union  |
| FDS    | Fiscal Decentralisation Strategy                                |
| GAPR   | Government Annual Performance Report                            |
| GEB    | Gender Equity Budgeting   |
| GKMA   | Greater Kampala Metropolitan Area                               |
| GRB    | Gender Responsive Budgeting                                     |
| IGFT   | Inter-Governmental Fiscal Transfers                             |
| IGFTR  | Inter-Governmental Fiscal Transfer Reforms                      |
| KCCA   | Kampala City Council Authority                                  |
| LA     | Local Authorities   |
| LED    | Local Economic Development                                      |
| LG     | Local Government  |
| LGPA   | Local Government Performance Assessment                         |
| LGSIP  | Local Government Strategic Investment Plan                      |
| LGSSP  | Local Government Sector Strategic Plan                          |
| MDA    | Ministries Departments and Agencies                             |
| MoFPED | Ministry of Finance Planning and Economic Development           |
| NDICI  | Neighborhood, Development and Integrated cooperation Instrument |
| NDP    | National Development Plan                                       |
| NGOs   | Non Governmental Organizations                                  |
| NPA    | National Planning Authority                                     |
| NUP    | National urbanization Policy                                    |
| OAU    | Organisation of African unity                                   |
| PFM    | Public Finance Management                                       |
| PFMA   | Public Finance Management Act                                   |
| PIN    | National Indicative Program                                     |
| SDGs   | Sustainable Development Goals                                   |
| SDPs   | Sector Development Plans  |
| SG     | Secretary General   |
| UAAU   | Urban Authorities Association of Uganda                         |
| UCLG   | United Cities and Local Governments                             |
| UCLGA  | United Cities and Local Governments of Africa                   |
| ULGA   | Uganda Local Governments Association                            |
| VNR    | Voluntary National Reviews                                      |

## INTRODUCTION

Compilation of this compendium of reference materials and texts, was commissioned by UCLGA with the aim of assembling source documents that can be relied on in the various write ups for Uganda in the continental body and EU's effort to **integrate Local Authorities in the European Cooperation Programming Process 2021-2027**. The long programming process will see local authorities fully integrated into the cooperation of the European Union as state actors alongside the central government. This option adopted by EU is reinforced by the major change proposed in the cooperation framework which puts **the geographic component at the center of gravity of cooperation** and abandons the thematic line "local authorities" (LAs) established in previous cooperation frameworks. For the LAs to strongly contribute to the process with bankable interventions for the next five years, through the national webinar conference, a report with interventions and clear road map derived from an analysis of the national development policies and strategies, and the national decentralization policy was considered as very necessary step. Also paramount was the assessment of national associations representing LAs at the negotiations, and a reflection of both the international protocols and EU's cooperation with Uganda. Going forward, the compendium will be the main source of information in compiling the analytical report.

## CONTEXT OF THE MISSION

In 2013, the EU commission adopted a communication on “Empowering Local Authorities in partner countries for enhanced governance and more effective development outcomes” this communication is the result of a long process of structures dialogue initiated with representatives of local authorities from the year 200 onwards, after the adoption of the Cotonou Agreement which recognized local authorities as development actors, and continued in 2008 by the adoption by the Commission of the communication on: *Local authorities, Actors for Development*<sup>1</sup>

The 2013 communication marked a major step forward because for the first time, local authorities were recognized as state actors exercising their own rights and capacities, alongside central governments. On July 22, 2013, following the adoption of the Communication, the Council of Ministers of European Union adopted on this subject the conclusions particularly stressing the importance of multi-level governance.

This new step in the implementation of the European cooperation procedures has led the European Commission to sign five (5) framework partnership agreements with international and regional associations of local authorities<sup>2</sup> whose main objectives are:

- 1) Institutional strengthening of associations representing local authorities as strategic partners of the European commission
- 2) The gradual establishment of a political dialogue with the European Commission on the implementation of the 2013 communication in European Union’s cooperation.

The roles and responsibilities of local authorities were emphasized in various political documents of the commission: the European Union adopted in 2017, which underlines the European Union’s commitment to the 2030 Agenda, and the recognition of the role of local authorities in its implementation. The entire above points highlight that local authorities will be fully integrated into cooperation the European Union as a state actor alongside the central government. The cooperation framework puts the geographic component at the centre of gravity of cooperation and abandons the thematic line “local authorities” established in previous cooperation frameworks.

The next programming exercise offers the best opportunity to operationalize the strategic orientations adopted in 2013 and new provisions of NDICI (Neighborhood, Development and Integrated cooperation Instrument), considering that it is at the level of each country and each region that local authorities should be fully involved in the

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<sup>1</sup> Communication from the commission to the Council, the European Parliament, the Economic and Social Commission and the Committee of the Regions and local authorities actors for development (SEC(2008)570

<sup>2</sup> The 5 international and regional associations with which the EC signed the Framework Partnership Agreements (FPAs) for 2015-2020 period are: AIMF, UCLG, UCLG Africa, CLGF, CEMR.



process of consultation alongside national governments, both for the definition and implementation of priority areas of cooperation to support the achievement of the national development plan and of its implementation strategy.

## **SUMMARY READER NOTE:**

For purposes of literature review, below is a compendium of reference materials to guide the national consultant and the National Association leading to a well analyzed report as per the ToR to the consultant. The report will feed into the programming process of the 2012-2027 EU cooperation and readiness of the national association in the dialogue and interaction with central government and the EU delegation. The references include protocols of International importance such as the Paris Agreement 2000, the EU Communication to Local Authorities in partner countries 2013, and Final Declaration of Africa-Europe Forum of Local Regional Governments 2017, The New Urban Agenda, and African Agenda 2063 among others.

The majority of references were locally developed to serve Ugandans through the various processes and undertakings of central government that assign some powers and responsibilities to local governments, define relations and roles of other partners in local development and service delivery. The local references cover National Development Policy and Strategies, National Decentralization Policy, including legal and regulatory frameworks, local government sector strategy, and specifics on autonomous National Associations and responsibilities toward Las, as well as the current EU National Indicative Program (PIN) implemented in Uganda and review reports. The reference documents also include what the EU delegation developed with the Association during the pre-programming exercise.

## **METHODOLOGY USED FOR DATA COLLECTION OF TEXTS AND DOCUMENTS**

### **MEETINGS**

This first part of the assignment involved meeting with the SGs of the National Associations (ULGA and UAAU to discuss the ToRs to get clear understanding of the scope of the assignment and agreeing on the work plan of the consultant. The meetings were also intended to identify and establish relevant sources of existing documentation on key areas of focus of the assignment, identifying key contacts persons and contacts (given the lockdown of public offices and other services due to covid-19 pandemic in the country).

### **DOCUMENTS COLLECTION AND REVIEW**

As part of the methodology to compiling of the compendium, the consultant undertook a comprehensive and detailed study of existing policy and legislative frameworks: National development Policy and strategies looked for main the reference documents on the national development plan and the national sector policies; key milestones and decisions on the implementation of the national development plan and sector strategies; also looked for other documents informing on long term national development perspective among others. under National Decentralization policy; legislation and regulation on decentralization, with special attention on the institutional framework organizing the sharing of powers between the national and the sub national and local levels of governance; - the identification of the general mandate and specific mandates underlying the space and autonomy of the LAS responsibilities; looked for association's documents. Collected and reviewed EU cooperation documents and program/project review documents.

## 1.0 NATIONAL DEVELOPMENT POLICY AND STRATEGIES

([www.nationalplanning.gov.ng,npa.go.ug](http://www.nationalplanning.gov.ng,npa.go.ug))

The country's national development policy and strategies framework is mainly defined by Vision 2014, the long-term strategic perspective for national development and the national development plans, which are its medium-term guiding policy documents that are periodically developed and reviewed, through widely consultative process. Implementation of these policies and strategies is supported by the Constitutional and various Acts of parliament, among the most central of which are the National Planning and Public Finance Management Acts. At the sectoral level, the implementation mechanism of the national development framework is contained in several sectoral policies that are further elaborated, on an annual basis, by respective ministerial policy statements. To facilitate implement of the national development policy and strategies, the country prepares and implements, each financial year, a national budget guided by a framework paper.

The national planning process is on the other hand, also influenced by several long-term international development framework instruments, to which Uganda is a party. Notable among them are the 17 Sustainable Development Goals set in 2015 by the United Nations General Assembly and intended to be achieved by the year 2030; The Paris Agreement, which is an instrument within the United Nations Framework Convention on Climate Change (UNFCCC), dealing with greenhouse-gas-emissions mitigation, adaptation, and finance, signed in 2016;The New Urban Agenda adopted at the United Nations Conference on Housing and Sustainable Urban Development (Habitat III) in 2016 and endorsed in the same year by the United Nations General Assembly and; Agenda 2063, a set of development initiatives adopted in 2015, by the African Union.

### 1.1 Vision 2040 Document

([www.nationalplanning.gov.ng,npa.go.ug](http://www.nationalplanning.gov.ng,npa.go.ug))

In 2007, Government approved the National Vision Statement “***A Transformed Ugandan Society from a Peasant to a Modern and Prosperous Country within 30 years***”. The National Planning Authority in consultation with other stakeholders developed a Uganda Vision 2040 to operationalize this Vision statement and it was launched on 18<sup>th</sup> April 2013.Uganda Vision 2040 builds on the progress that has been made in addressing the strategic bottlenecks that have constrained Uganda's socio-economic development since her independence in

1962, including; ideological disorientation, weak private sector, underdeveloped human resources, inadequate infrastructure, small market, lack of industrialization, underdeveloped services sector, under-development of agriculture, and poor democracy, among others. It is conceptualized around strengthening the fundamentals of the economy to harness the abundant political, socio-economic and natural resource opportunities endowed to the country. The opportunities include; oil, gas and other high value minerals; wide spread tourist attractions; ICT infrastructure and business; abundant labour force; strategic geographical location and trade, water and other natural resources, industrialization infrastructure and potential, and favourable conditions for agriculture. On the other hand, the fundamentals include: infrastructure for (energy, transport, water, oil and gas). The implementation of Vision 2040, which commenced in 2013, remains critically dependent on the actions and measures undertaken by Central and Local Government, private sector, civil society and individuals through short and medium-term National Development Plans. This is addition to the roles played by the academia, cultural and religious institutions whose interventions are key in the country's development process.

## **1.2. NATIONAL DEVELOPMENT PLANS** ([www.nationalplanning.gov.ng,npa.go.ug](http://www.nationalplanning.gov.ng,npa.go.ug))

The National Development Plan (NDP) stipulates the Country's medium term strategic direction, development priorities and implementation strategies. In addition, it details Uganda's current development status, challenges and opportunities. In line with the National Vision Framework, six (6) five-year NDPs are developed and implemented and so far two NDPs have been produced. The first NDP (NDPI) was for the period 2010/11 – 2014/2015 and the second NDP (NDPII) just concluded was from 2015/16 – 2019/2020.

### **1.2.1 National Development Plan of Uganda (NDPIII) - 2020/21-2025/26** ([www.nationalplanning.gov.ng,npa.go.ug](http://www.nationalplanning.gov.ng,npa.go.ug))

The NDP III is the third in a series of plans that aim to implement the Uganda Vision 2040 aspirations. In this regard, it's the approved strategic direction for the Country.

The strategic direction is the principle guiding framework for Sectors and Local Governments in the development of their plans. It also enables National Planning Authority (NPA) to engage the decentralized planning institutions (Sectors, MDAs and Local Governments) to identify priorities that will eventually be consolidated in National Development Plans as required.

The key objectives of the NDP III are to enhance value addition in key growth opportunities, strengthen the private sector to create jobs, consolidate and increase the stock and quality of productive infrastructure, enhance the productivity and social well-being of the population and strengthen the role of the State in guiding and facilitating development. Some of its key development strategies of the NPD III are agro-industrialization, fast-tracking oil, gas and mineral based industrialization, import replacement/ promotion of local manufacturing, export promotion, harnessing the tourism potential, increase local content participation and others. The thrust of the NDPIII will be to reduce the subsistence nature of our economy through industrialization. Therefore, the goal of the NDPIII is “Increased household incomes and improved quality of life” while the theme is “Sustainable industrialization for inclusive growth, employment and wealth”. This will be achieved through 5 key objectives above.

The Public Finance Management Act, 2015 provides that the annual National Budget Framework Paper-NBFP must align with the approved National Development Plan. National Budget Framework Paper FY 2020/21 – FY 2024/2025 is premised on it.

### **1.2.2 NDPIII Paper on Local Government Sector**

([www.nationalplanning.gov.ng](http://www.nationalplanning.gov.ng), [npa.go.ug](http://npa.go.ug))

The Sector brings together Ministry of Local Government, Local Government Finance Commission and all Local Governments. The Sector is mandated to guide, harmonize, mentor and advocate for deepened decentralization while promoting sustainable financing to bring about social-economic transformation.

The Local Government Sector will significantly contribute to the implementation of the Third National Development Plan (NDP III) by providing the requisite institutional framework for its delivery at the Local Government level, in line with the decentralization framework adopted by Government. The Sector will make a strong contribution to all the five proposed objectives of the NDP III namely: i) Enhance value addition in Key Growth Opportunities; ii) Strengthen private sector capacity to drive growth and create jobs; iii) Consolidate and increase the stock and quality of Productive Infrastructure; iv) Increase productivity, inclusiveness and wellbeing of the Population, and; v) Strengthen the role of the State in development.

This Sector issues paper highlights the sector priorities in line with the NDP III objectives, programmes and strategies considered critical for improving democratization, service delivery, and good governance. The Local Government

will therefore contribute to NDP III implementation through a number of actions particularly; addressing issues of regional development through the constitutional mechanism of re-instituting equalisation grants for disadvantaged regions, and scale-up the recently approved presidential initiative on Agro-Industrialisation for Local Economic Development. This is in line with the NDP III findings on poverty reversal in certain regions especially Bukedi, Busoga, Teso, Bugisu and Karamoja among others (Ref: npa.go.ug).

### **2.2.3 National Development Plan of Uganda (NDPII) - 2015/16-2020/21**

([www.nationalplanning.gov.ng.npa.go.ug](http://www.nationalplanning.gov.ng.npa.go.ug))

In line with the National Vision Framework, six (6) five-year NDPs will be implemented and so far two NDPs have been produced. The first NDP (NDPI) was for the period 2010/11–2014/2015 and the second NDP (NDPII) is from 2015/16 – 2019/2020. The NDPII built on the achievements of NDPI which was largely based on strengthening the foundation of the economy to set the stage for future economic growth and social transformation. The thrust of the NDPII was to propel the country to middle income status in five years through prioritizing investment in five key growth drivers with the greatest multiplier effect as identified in the Uganda Vision 2040. In line with the country's Vision, the **theme** for the NDPII was **“Strengthening Uganda's Competitiveness for Sustainable Wealth Creation, inclusive Growth and Employment.”** All eyes, energies of the country are now on NDPIII presented above.

### **1.3 THE NATIONAL BUDGET** (<http://www.budget.go.ug>)

The national budget, which details the allocation of public funds among MDAs and local governments, is developed through a stakeholder consultative process. The budget making process is supposed to be informed by sectoral policies aligned to the national development plan principles and priorities

#### **1.3.1 National Budget Framework Paper (BFP) 2021/2024/25**

(<http://www.budget.go.ug>)

The National Budget Framework Paper (NBFP) for FY2020/21 and the medium-term lays out planned interventions for Uganda's economic transformation, consistent with Government's Macroeconomic Objectives spelt out in the Charter for Fiscal Responsibility and the Strategic Objectives of the third National Development Plan (NDPIII). The NDPIII which has just been finalized has an overall goal of increasing household incomes on improving the quality of life of Ugandans, under the following strategic objectives: -

- i. Enhancing value addition to the productive sectors: - agro-processing, mineral-led industrialization, oil refining, tourism development, and labour-intensive light manufacturing;
- ii. Strengthening the private sector to create jobs;
- iii. Consolidating and increasing the stock and quality of productive infrastructure;
- iv. Enhancing the productivity and social wellbeing of the population: - Increasing the generation of more skilled, better motivated and healthier workforce for all sectors of the economy, but particularly for the industrial sector as well as a modernized agricultural sector; and,
- v. Strengthening the role of the state in guiding and facilitating development.

### **1.3.2 National Budget FY 2020/2021 (<http://www.budget.go.ug>)**

In each FY, the Minister of Finance prepares and presents to Parliament the budget for the following FY. It covers central government votes, budgets on the central government's support to the local government votes. As well as the budgets for applicable state owned enterprises and Public Corporations. Once the budgets have been set government is required to report performance against them throughout the year. Through Quarterly reports, Annual reports and Audited Financial Statements.

There is a long budget process which has multiple stages - the most significant being the Budget Framework, the Draft Budget and the Approved Budget. ULGA has a significant interest in the budget process and its members participate in it and in making their own budgets. Like central government, LGs are also required to report performance against their budgets throughout the year through Quarterly reports, Annual reports and Audited Financial Statements. Additionally, each municipality and district produces their own budget book. These show how locally raised revenues and transfers from the central government are programmed.

## **1.4 PRIORITY SECTOR STRATEGIES FOR DEVELOPMENT PLANNING**

### **1.4.1 Sector Development Plans**

The country's planning and budgeting framework is based on 13 sectors, where each brings together a number of Ministries, Departments and Agencies (MDAs). It is worth noting that effective 2019, the Accountability sector was split to allow for the creation of a distinctive Local Government Sector

The MDAs are required to prepare their respective Sector Development Plans (SDPs) which are consistent with the long term national development goals and



objectives. The SDPs provide strategic directions of the sectors over their plan period which has to be consistent with the time frame and horizon of NDPs, five years. The SDPs further ensure that the sectors are capable of fulfilling the sector roles defined in the National Development Plans and spell out the interventions, including detailed inputs and target indicators, to achieve each objective identified in the sector.

Below is a list of the current sector development plans, all of which are accessible from the National Planning authority website.

- *Accountability Sector Development Plan 2017/18 – 2019/20*
- *Agriculture Sector Development Plan 2015/16 – 2019/2020*
- *Education And Sports Sector Development Plan 2017/18 – 2019/20*
- *Energy And Mineral Development Sector Development Plan 2015/16 – 2019/2020*
- *Health Sector Development Plan 2015/16 – 2019/2020*
- *Information, Communications and Technology Sector Development Plan 2015/16 – 2019/2020*
- *Justice Law And Order Sector Development Plan 2017 – 2020*
- *Legislature Sector Development Plan 2016/17 – 2019/20*
- *Security Sector Development Plan 2015/16 – 2019/2020*
- *Social Development Sector Plan 2015/16 -2019/20*
- *Tourism Sector Development Plan 2015/16 – 2019/2020*
- *Water And Environment Sector Development Plan 2015/16 – 2019/2020*
- *Works And Transport Sector Development Plan 2015/16 – 2019/2020*

All accessible at [www.nationalplanning.gov.ng,npa.go.ug](http://www.nationalplanning.gov.ng,npa.go.ug)

#### **1.4.2 Sector Planning Guidelines**

There is also in place planning guidelines for various sectors and programmes and these include the following, among others.

- *Local Government Development Planning Guidelines 2014*
- *Discretionary Development Equalization Grant (DDEG) 2018/19 Grant, Budget and Implementation Guidelines 2017*
- *Health Sector Planning Guidelines*
- *Education sector Planning Guidelines 2017*
- *Water Sector Planning Guidelines*
- *Physical Planning Guidelines*
- *LED implementation Guidelines*
- *Environmental Planning Guidelines*

## 1.5 KEY MILESTONES IN IMPLEMENTING THE NDPII

The Second National Development Plan (NDPII) expired in June 2020, Preliminary findings of the Midterm review of NDP II and final evaluation of NDP I, as well as synthesis of other studies on performance under NDP era (effective FY 2010/11) highlight several achievements and challenges. These include:

### I. KEY ACHIEVEMENTS:

- 1) The economy expanded more than two times, from GDP of UGX 46.9 trillion in FY 2010/11 to UGX 109.9 trillion in FY2018/19, in nominal terms. GDP has expanded 12 times over a period of 21 years from UGX 9.5 trillion in 1995/96. Likewise, despite an increase in the population from 31.2 million in 2011 to 40.3 million mid-2019, real GDP per capita grew by 16.4 percent from USD 709 to USD 825 over the same period.
- 2) Total exports of goods and services grew from USD 3.8 billion to USD 5.4 billion over the NDP period (2010/11- 2017/18). This is a spectacular increment from USD 347 million in 1986. Personal remittances grew from US\$751.4 million in 2010/11 to US\$ 1,245.7 million in 2017/18. Remittances were equivalent to 23.2 percent of total exports of goods and services in 2017/18. Imports of goods and services increased from USD 6.8 billion to USD 7.8 billion over the period 2010/11–2017/18.
- 3) Electricity generation capacity increased from 610.0MW in FY2010/11 to 1,182MW in 2018/19 and should rise after commissioning of; Agago-Achwa II (42 MW) in October and Karuma (600MW) in December 2019.
- 4) Due to the NRM Government's efforts to attract direct foreign investments, factories have increased from around 86 factories in 1986 to around 4600 currently. Several industrial complexes are emerging in Namanve, Mbalala (Mukono), Kawempe, Matuga and other areas. Factories have been set up in food processing, iron and steel, ceramics, plastics and batteries and many others. The number of cement factories has increased to four (4) operational plants in the Country with a fifth (Sinoma Cement factory in Mbale) being planned. In addition, Government has designated 22 areas for establishment of serviced industrial parks.
- 5) Life expectancy rose from 43 years (men 42.5 and women at 43.5) in 1991 to 63.3 years in 2016. This means that life expectancy in Uganda increased by 20 years in one generation.

- 6) Maternal mortality ratio (per 100,000 live births) reduced from 506 in FY1986/87 to 336 in FY 2016/17.
- 7) Under 5 mortality rate (per 1000) reduced from 147 in FY 1986/87 to 64 in FY 2016/17.
- 8) Average years of schooling increased from 2.5 in FY1986/87 to 6.1 in FY2016/17.
- 9) Following the introduction of Universal Primary Education, gross enrolment in primary school increased from 3.1 million in 1996 to 7.6 million in 2003 and to 8.8 million in 2018.
- 10) Significant progress has been made in delivering key NDP II flag ship projects. For instance;
  - The Isimba hydro power plant has been completed and launched,
  - Karuma is undergoing testing before it becomes operational,
  - Entebbe Expressway is 95.6 percent completed,
  - The Albertine region roads, Olwiyo-Gulu-Kitgum-Musingo and Kapchorwa-Suam roads are on schedule,
  - Uganda Airlines is flying,
  - National Grid Extension including the Regional Power Pool is on schedule,
  - Road Construction (Earth Moving) equipment has been completed and launched,
  - Phosphate Industry in Tororo is on schedule with phase 1 completed and launched,
  - Markets and Agriculture Improvement Project is on schedule with Phase 1 subprojects completed & launched,
  - Farm Income Enhancement and Forest Conservation is on schedule,
  - The Entebbe Airport Rehabilitation is on schedule,
  - ICT National Backbone Project is on schedule with Phase 4 completed,
  - Entebbe Expressway is 95.6 percent complete,
  - Renovation of 25 Selected General Hospitals is on schedule and due for completion by 2019,
  - Construction of Kabale international airport-Hoima is 5 months ahead of schedule.

## **1.6 National SDGs Road Map** (<http://www.opm.go.ug>)

In 2016, Government of Uganda developed a framework to guide the coordination of the implementation of the 2030 Agenda under the leadership of the Office of the Prime Minister (OPM). The framework is anchored within the existing coordination structures of implementing government business and provides strategic guidance on the roles and responsibilities of key institutions, steered by a multi-stakeholder SDG National Taskforce. To operationalize the coordination framework, the Office of the Prime Minister in liaison Ministry of Finance, Planning and Economic Development; Ministry of Information, Communications Technology and National Guidance; National Planning Authority and Uganda Bureau of Statistics developed a costed roadmap to create an enabling environment for delivering on the SDGs but also act as a resource mobilization tool for the Agenda during the Second National Development Plan (NDP II) implementation period. The Roadmap does

not assume the roles and responsibilities of Ministries, Departments and Agencies (MDAs), sub-national institutions and non-state actors in implementing the Agenda but rather creates an enabling environment to empower all relevant actors to contribute to the realization of the Goals

### 1. 6.1 National Voluntary Report on SDGs

([www.ohchr.org](http://www.ohchr.org), [sustainabledevelopment.org](http://sustainabledevelopment.org))

Voluntary National Review (VNR) is a process through which countries assess and present progress made in achieving the **global goals** and the pledge to leave no one behind. The purpose of VNRs is to present a snapshot of where the country stands in SDG implementation, with a view to help accelerate progress through experience sharing, peer-learning, identifying gaps and good practices, and mobilizing partnerships. In 2020, Uganda was among the 51 countries and signed up for VNR - Voluntary National Review 2020 (first VNR report: 2016). To assist the country to integrate human rights data, analysis and approaches in the VNRs.

### 1.6.2 Roadmap for Localizing the SDGs: Implementation and Monitoring at Sub national Level

This is a document prepared by Global Taskforce of Local and Regional Governments, UNDP and UN Habitat. The road map is a document that covers a range of strategies that can be adapted to the specific contexts, and needs of different cities and regions. The roadmap is part of the actions for localizing the SDGs, whose purpose is to support local and regional governments and other local stakeholders in implementing the 2030 Agenda at local level. The roadmap provides tangible apparatus/tools and practices to: Raise awareness and advocate for the active role of local actors in the localization of the SDGs, Support them to make decisions that contribute towards the achievement of the SDGs.

This roadmap intends to support local and regional governments and their associations to implement and monitor the SDGs and to influence national policy-making with a view to creating an enabling environment for action at local and regional level. The roadmap will also be a useful resource for national policy makers, international organizations, civil society organizations, academia and anyone involved in the implementation and monitoring of the SDGs **“Localizing” is the process of taking into account subnational contexts in the achievement of the 2030 Agenda**; from the setting of goals and targets, to determining the means of implementation and using indicators to measure and monitor progress. Localization relates both to how local and regional governments can support the achievement of the SDGs through action from the bottom up and

to how the SDGs can provide a framework for local development policy. The SDGs in caption are 17 and include: elimination of poverty, elimination of hunger, good health and wellbeing, quality education, gender equality, sustainable cities, & communities, responsible consumption and production, climate action, life below water, life on land, peace justice and strong institutions, partnerships for the goals

## **1.7 LEGISLATIVE FRAMEWORK ON NATIONAL DEVELOPMENT POLICY**

While national development planning is a concern of various laws and regulations, the Constitution, National Planning Act and Public Finance Management Act are key documents in defining Uganda's development policies and plans and their implementation.

### **1.7.1 Constitution of the Republic of Uganda, 1995** (<https://www.parliament.go.ug>)

Under the National Objectives and Directive Principles of State Policy, the constitution recognizes balanced and equitable development among the human rights and freedoms. It also provides for the establishment of the National planning authority, by the parliament, as well as designates the local governments as planning entities.

### **1.7.2 National Planning Act, 2002** (<http://www.npa.go.ug/about-npa/npa-act/>)

In accordance with Article 125 of the 1995 Constitution of the Republic of Uganda, the National Planning Act (2002) establishes the National Planning Authority, whose primary function is to produce comprehensive and integrated development plans for the country elaborated in terms of the perspective vision and the long term and medium term plans and other related matters. The Authority, among others co-ordinates and harmonises development planning in the country; advises on policies and strategies for the development of Uganda; supports local capacity development for national planning and in particular, to provide support and guidance to the national and local bodies responsible for the decentralised planning process and; designs and implements programmes to develop planning capacity in local governments.

### **1.7.3 Public Finance Management Act 2015** (<https://www.finance.go.ug>)

The Act to provides for fiscal and macroeconomic management and the Charter for Fiscal Responsibility; the Budget Framework Paper; the roles of different stakeholders in budget planning, implementation, monitoring, reporting and accountability. The Act generally puts in place systems and measures for the

management of public finances, which are central in driving the national development policy and strategies, at the various levels of implementation.

## **2.0 NATIONAL DECENTRALIZATION POLICY**

### **2.1 BRIEF HISTORICAL REMINDER**

The Government of Uganda (GoU) recognized the importance of decentralization as a policy paradigm when it was enshrined in both the Constitution (1995) and the ensuing Local Government (LG) Act CAP2 43. Both the constitution and the LG Act were intended to redress past injustices. Both sought to establish the sovereignty of the people by returning power to them. By the constitution affirming that the form of government will be decentralization not only aimed at establishing democratic institutions and processes which ensures good governance, transparency and accountability, but also popular participation of the population in their own affairs through local councils. Cutting the red tape between the central government and local administrations was intended to enable the population to participate in initiating, implementing and monitoring development projects in their localities. The pillars of this framework are accountability, efficiency, and tailor made solutions in the political, economic, social and administrative fields.

### **2.2 LEGISLATIVE FRAMEWORK (<http://www.parliamentofuganda.go.ug>)**

In Uganda like most countries, the rules, rights and obligations of governments, companies and citizens are set forth in a system of legal documents known as a legal framework. Key documents in the legal framework include the country's constitution, legislation, policy, and regulations. Laws and policy have authority for execution and compliance. Below we explicitly present the decentralization policy through the laws and regulations on which it is anchored.

#### **2.2.1 National Constitution (of the Republic of Uganda 1995)**

The Constitution reflects the values, interests and aspirations of the people of Uganda. It establishes the sovereignty of the people as a repository of political power. It is the fundamental law of Uganda and acts as a basis for constitutionalism and democracy. It establishes democratic institutions and processes which ensures good governance, transparency, accountability, popular participation and peaceful change of government. It provides a form of government in which democratic local self-government is guaranteed (decentralization). Subject to article 178, the system of local government in Uganda is based on the district as a unit under which there are local governments and administrative units.

A number of principles of control and subsidiary were set in the Constitution that applies to the Local Government system which gives it local autonomy. The system of local government is based on democratically elected councils on the basis of Universal adult suffrage in accordance with article 181(4) of the Constitution. Following below are Laws, Regulations, Circulars, Speeches of the Head of State relating to decentralization. The LG Act elaborates institutional framework, showing how power is organized and shared between the national and local levels of governance.

### **2.2.3 The Local Governments Act (CAP 243)**

(<http://www.molq.go.ug>.)

It gives effect to the decentralization and devolution of functions, powers and services; to provide for decentralization at all levels of local governments to ensure good governance and democratic participation in, and control of, decision making by the people; to provide for revenue and the political and administrative setup of local governments; and to provide for election of local councils and for any other matters connected to the above.

### **2.2.4 Administrative set up of Local Governments under the LG Act CAP 243**

The system of LG is based on the district as a unit under which there are lower local governments and administrative units. 2) The LG in a district rural area has: a) the district council; b) the sub county councils. 3) The local governments in a city are; a) the city council) the city division councils. 4) The local governments in a municipality are: a) the municipal council; b) the municipal division councils. 5) The local government in a town is the town council. <sup>3</sup>

### **2.2.5 Functions, Powers and Services of a Council**

1. The LG Act Cap 243 (5), a local government council shall, within its area of jurisdiction:
  - a) Exercise all political and executive powers and functions
  - b) Provide services as it deems fit with the exception of the functions, powers and services listed under part 1 of the second schedule to the act. (the functions and services for which the LGs are responsible for including: primary education, primary health care, water and sanitation, feeder roads, production and environment protection).

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<sup>3</sup> A city is equivalent to a district, and a city council exercises all functions and powers conferred upon a district council within its area of jurisdiction, a city division is equivalent to a municipality; and a municipal division and a town councils equivalent to a sub county in a district.

- c) Protect the constitution and other laws of Uganda and promote democratic governance; and
  - d) Ensure the implementation and compliance with government policy.
2. A district council shall perform and carry on the functions and services specified under part 2 of the second schedule to the act.
  3. Urban councils shall have autonomy over their planning and financial management when carrying out the functions and services specified under part 3 of the second schedule to the act
  4. In rural areas, a local government council may devolve to a lower council some of the functions and services specified under part 4 of the second schedule to the act and, in urban areas, functions and services specified under part 5B of the second schedule.

Thus, management and operational structures at national level have been elaborated for an efficient and effective decentralized service delivery system. There are other laws and regulations for smooth running of LGs in Uganda as listed below.

#### **2.2.6 Other Related Laws and Regulations to Local Governments (LGs)**

Other regulations related to LG Act include but not limited to: The Local Authorities Loans Fund Act, Cap 239, The Land Act, Cap 277; The Preservation of Amenities Act, Cap 244; The National Audit Act, 2008; The Education (Pre-Primary, primary and post primary) Act 2008; The Public Health Act, Cap ; The Market Act, Cap 94; The Provident Fund (Local Governments) Act, Cap 287; The Municipalities and Public Authorities Provident Fund Act, cap 285; The Public Procurement and Disposal of Public Assets Act, 2003; The Public Finance and Accountability Act, 2003; The Local Council Courts Act, 2006; The Local Government Finance Commission Act, 2003; The National Planning Authority Act, 2002; The Local Governments (Rating) Act, 2005; The Anti Corruption Act, 2009 and The Physical Planning Act, 2010; The Local Governments (Financial and Accounting Regulations), 2007; The PFM Act, 2015; Physical Planning Act 2010, Town and Country Planning Act and Kampala City Council Authority Act.

#### **2.2.7 Resources Allocated to Local Governments**

Part VIII of the LG Act Cap 243. The fifth schedule of the LG Act further elaborates the revenue and financial and accounting regulations for example powers to levy taxes. Fiscal decentralization in Uganda as elaborated in the Fiscal



Decentralization Strategy (FDS), Decentralization Policy Strategic Framework (DPSF) and Local Government Sector Investment Plan (LGSIP).

FDS was intended to improve LG funding available for LG mandatory functions, strengthen the targeting of funding to the most needed areas, improve objectivity and transparency in the allocation of resources, increase LG autonomy and flexibility in utilization of funding, improve LG own resources, increasing funding transferred to LLG, strengthen the downward accountability and financial management, reporting, monitoring and auditing with the aim to move towards an efficient, accountable and sustainable system of LG service delivery.

Relevant to this assignment is fiscal decentralisation, the Constitution in its Article 193 provides for the approach to be applied in transferring resources from the centre to the sub-national levels of governments. This was followed by the establishment of a series of grants in the form of conditional, equalization and unconditional, which underpins the introduction of the Discretionary Development Equalization Grant (DDEG) in the FY2016/17,

DDEG was established as way of reducing the number of existed conditional grants, provide some discretionary powers to the LGs and harmonizes the numerous guidelines. Its objectives are fourfold including enhancing discretionary powers of the LGs to allocating resource based on priority needs. Secondly, to ensure adequacy in terms of funds available to the LGs. Thirdly, is to promote horizontal equity across the entire LGs systems. Lastly but not the list, is the object to further both capacity and quality of services delivered to the benefiting LGs.

The LGA Cap 243 provides for the mandates of the District Council to prepare budgets; where priority activities are presented by respective departments and discussed by district councils. The budget framework completion sets the foundation on which the planning and budgeting process is based. This gives the opportunity to the Local Governments (LGs) to identify priorities to address service delivery gaps. The GoU has established mechanisms and structures that promote coordinated and harmonized policy, planning, budgeting, monitoring and evaluation at national and LG levels.

### **2.3 The DECENTRALIZATION POLICY**

(<http://www.molg.go.ug>.)

Uganda introduced the decentralization policy in 1992, and promulgated the operating mechanism in 1997 under the Local Government Act (Cap 243) as amended. The policy inherently decentralized service delivery institutions and their

governance in order to improve access to services for the rural poor. The LGA Cap 243 Section 77(1-5) provides for the decentralization framework that mandates the District Council to prepare comprehensive, realistic and balanced budgets; LGs prepare a Budget Framework Papers where priority activities to be implemented are presented by respective departments and discussed at length.. The completion of the Budget Framework process sets the foundation on which the planning and budgeting process would be based and thus gives the opportunity to the Local Governments to identify priorities which have a poverty focus approach and which are in harmony with the SDGs. LGs have to harmonize the District priorities with the National ones, taking into consideration the result oriented management principal. Discussing the BFP by Council as an annual exercise is a reliable mechanism which provides a yard stick for realistic planning and budgeting in the LGs and also provides a basis of comparison of the District achievements compared to National Standards and or expectations.

### **2.3.1 DECENTRALIZATION POLICY STRATEGIC FRAMEWORK PAPER**

(<http://www.molg.go.ug>)

Decentralization Policy Strategy Framework (DPSF) was developed to constitute the primary reference point for implementing Decentralization in Uganda with a more elaborate interpretation of the policy and other stakeholders for consolidating and deepening Decentralization. The DPSF has already led to better coordination, improved systems, reporting and more coherent implementation of the Decentralization policy within the framework of the National Development Policy (NDP) and the Local Governments Act. It has been able to embrace the visions, strategies and activities of all the development partners, the Governments, Local Governments Associations, NGOs and the Local Governments themselves into the Local Government sector's development process.

### **2.3.2 Local Government Sector Strategic Plan 2020/21-2024/25.**

(<http://www.molg.go.ug>.)

Local Government Sector Strategic Plan unleashes the opportunity to express the development intentions for the five year implementation period FY 2020/21-FY2024/25. The plan aims at scaling up on the achievement registered by the sector institutions and address challenges the sector faced in NDP II implementation. It attempts to align to the Strategic direction of the Third National Development Plan, to which objectives and programs the sector will enormously contribute to achievement of 'Increased household incomes and improved Quality of life". The sector prioritized twelve programmatic areas of NDP III, where it has

great involvement. The plan is intended to achieve improved Service delivery and livelihood of all citizens, Sustainable Local Government Financing and empowered local governments that can drive Local Economic Development agenda.

## **2.4 NATIONAL LOCAL ECONOMIC DEVELOPMENT POLICY (LED)**

(<http://www.nationalplanning.gov.ng,npa.go.ug>)

Local Governments in Uganda have specific mandate to carry out their roles, competences and responsibilities, with a focus on Local Economic Development (LED) (encouraging economic growth through local resources). This is done through participatory planning, budgeting, cooperation and working with the private sector.

In a bid to promote a more proactive role in reducing real household poverty challenges, Government introduced Local Economic Development (LED) as objective number 6 of the National Development Policy. Further LED has been incorporated into the Decentralization Policy Strategic Framework developed in 2006 and consequently the Local Government Sector Strategic Plan 2013-2023. LED is specifically addressed as a chapter on sub-national and rural development within the National Development Plan (NDP II and NDPIII). The Ministry of Local Government launched the LED guidelines for local governments to facilitate the smooth implementation of the LED policy. The aim of the policy is to provide new approach to promoting local economic development and growth of local economies.

## **2.5 Key Milestones and Decisions taken on the Implementation of Decentralization Policy in Uganda**

The decentralization structure follows a LG system with the district being the highest tier in the structure, below the district there are LLGs. Implementation of decentralization policy is guided by the LG Act (enacted in 1997 and has undergone a series of amendment – 16 amendments, to reflect and rhyme with the dynamic nature of decentralization in Uganda). The policy sought to meet two main goals; a) Promotion of popular participation, empower local people to make own decisions and enhance accountability and responsibility, b) Introducing effectiveness and efficiency in the generation and management of resources as well as delivery of service.

Numerous studies and reviews on decentralization in Uganda (more specifically the Joint Annual Review of Decentralization – JARD) revealed a number of benefits realized from implementation of decentralization key of which were 1) entrenchment of the LG system, 2) citizen participation in governance, and 3)

increment in delivery of social services in quantitative terms. The same studies have also presented challenges affecting implementation of the decentralization policy. However, the achievements and challenges are discussed in detail in the proceeding output- the analytical report.

### **2.5.1 Annual LG Performance Assessment Reports FY 2017/18, 2018/19, 2019/2020**

(<http://www.molq.go.ug>)

This is a government designed system that ensures public resources for service delivery are properly accounted for. The system assesses the performance of LGs to establish adherence to budgeting and accountability requirements as well as compliance to crosscutting, sector systems and processes. The LGPA is conducted under a new framework of the Inter-Governmental Fiscal Transfer Reforms (IGFTR) introduced by Government to increase the adequacy, improved equity and ensure efficiency of local government financing. The LGPA has three dimensions: (i) accountability and budget requirements; (ii) crosscutting and sector functional processes/systems for LGs; (iii) service delivery results. The LGPA results are used to inform among others; appointment of LG accounting officers for the falling FY, allocation of development grants, and the Government Annual Performance Report (GAPR). The results also are used to devise strategies to address identified areas of weakness at both LG and MDA levels.

### **2.6 SPEECHES BY HE President Yoweri Kaguta Museveni on Decentralization**

We mention here below some of the speeches but more can be got on:  
[www.go.ug](http://www.go.ug),

1. “Decentralization is best policy says Museveni” Kampala, Uganda on 14 May,2013
2. Museveni launch of the Local Government Decentralization Programme, 1992
3. State of the Nation Addresses: key issues for strategic development outlined (Decentralization and Development); June 1993, June 1998, June 2011, June 2013, June 2014, June 2015, June 2016, 2017.

### **2.7 URBAN PLANNING AND DEVELOPMENT UNDER DECENTRALISATION**

Uganda is pursuing implementation and realization of global protocols and development goals on urbanization. SDG 11 focuses on cities as hubs for ideas, commerce, culture, science, productivity, social development, among others. The Millennium Development Goals endorsed the ‘cities without slums’ which is an alternative way of mainstreaming the notion of urban and physical planning. In recent years Uganda has formed through upgrading first urbanizing areas into gazzetted urban councils and has developed an urbanization policy. To date there

are 8 functional Cities (7 from the recently created 14 cities), 35 Municipalities, 124 Municipal Divisions 19 City Divisions and 587 Town Councils. Other approved cities municipalities and town councils will come on board in a phased manner in the next 3 years.

### **2.7.1 NATIONAL URBANISATION POLICY 2013**

(<http://www.mlhud.go.ug>)

The Uganda National Urbanization Policy is a pro-poor policy, key issues in the policy. It addresses urban food security and gender as critical factors for full integration in the National Urban Policy (NUP), to address the needs of the poorest residents of Uganda's cities. Elaborates the inequalities of power and the subsequent gradations of poverty within communities, Uganda's NUP is effective in reaching marginalized groups within the poor. A focus on economic opportunities, better administration and slum upgrades to meet the larger challenges of urban food.

### **2.7.2 KAMPALA CITY COUNCIL AUTHORITY (KCCA) ACT 2010**

(<http://www.Kampalacitycouncilauthority>)

An Act to provide, in accordance with article 5 of the Constitution 1995, for Kampala as the Capital City of Uganda; to provide for the administration of Kampala by the Central Government; to provide for the territorial boundary of Kampala; to provide for the development of Kampala Capital City; to establish the Kampala Capital City Authority as the governing body of the city; to provide for the composition and election of members of the Authority; to provide for the removal of members from the Authority; to provide for the functions and powers of the Authority; to provide for the election and removal of the Lord Mayor and the Deputy Lord Mayor; to provide for the appointment, powers and functions of an executive director and deputy executive director of the Authority; to provide for lower urban councils under the Authority; to provide for the devolution by the Authority of functions and services; to provide for a Metropolitan Physical Planning Authority for Kampala and the adjacent districts; to provide for the power of the Minister to veto decisions of the Authority in certain circumstances and for related matters.

### **2.7.3 KCCA STRATEGIC PLAN 2014/15-2018/19**

*<http://www.Kampalacitycouncilauthority>*

The Strategic Plan 2014/15-2018/19 provides a snapshot of the pertinent issues affecting the City residents, and its businesses. The plan was further aligned to the National Vision 2040 and the Greater Kampala Metropolitan Area (GKMA) Development Framework 2040. This strategic plan addressed the need to transform Kampala, rebuild key institutional, infrastructural and social structures that drive the delivery of goods and services, and respond to the challenges of increasing urbanization influenced by a younger population and influx of rural-urban migration.

#### **2.7.4 THE PHYSICAL PLANNING ACT, 2010** (<http://www.mlhud.go.ug>)

An Act to provide for the establishment of a National Physical Planning Board; to provide for the composition, functions and procedure of the Board; to establish district and urban physical planning committees; to provide for the making and approval of physical development plans and for the applications for development permission; and for related matters.

### **3.0 THE NATIONAL ASSOCIATIONS**

In Uganda two national associations bringing together local authorities exist. These are the Uganda Local Government Association (ULGA) and the Urban Authorities Association of Uganda (UAAU). Below are the details for each national association.

#### **3.1 THE UGANDA LOCAL GOVERNMENT ASSOCIATION OF UGANDA (ULGA)**

([http:// www.ulga.com](http://www.ulga.com))

##### **3.1.1 ULGA CONSTITUTION** (establishing an Association, amended 2016)

The CONSTITUTION is the main document establishing an Association known as “UGANDA LOCAL GOVERNMENTS ASSOCIATION” (hereinafter to be referred to as “the Association”). Through the Constitution, the Association accomplishes its purposes through the following principal organs:

1. The General Meeting
2. The ethics and accountability committee
3. The Executive Committee and its selected and appointed Sub Committees
4. General Secretariat as the Headquarters of the Association

ULGA’s key strategic objectives are:

- a) To discuss matters of mutual interest to the members of the association and to hold meetings from time to time where the members can exchange views and experiences and give mutual advice and consultations to each other.
- b) To prepare and issue to the members of the Association and Stakeholders reports and memoranda dealing with matters affecting Local Government Councils in Uganda.
- c) To formulate common policy where uniformity of aims and conditions appear to exist and, to implement any such common policy or to present the same to the Central Government or to such other authority as the Association may deem necessary.
- d) To consider legislative, administrative and other policies and proposals of the Central government and other bodies relating to the structure, rights and duties, responsibilities, status, financial capacity or other matters affecting Local Government Councils and to make appropriate representation thereon to the bodies concerned.
- e) To discuss the improvement of the quality of services rendered by the Local Government Councils to the people of Uganda.
- f) Upon request to assist member Local Governments in the task of negotiating with foreign or local financiers' loans, donations or aid to finance their

In the articles and section, of the Constitution, roles and responsibilities are elaborated.

### **3.1.2 ULGA Certificate of Incorporation**

This is the official document which confirms that the Association was duly registered as per the laws of Uganda and operates legally. The certificate of incorporation is dated July 12<sup>th</sup>, 2006. The Association functions through the Secretariat and the executive Committee and its working Sub Committees. The Association has a corporate plan 2015/16 – 2019/20 adopted by the AGM, meetings take place, minutes produced and annual reports including management reports are produced.

### **3.1.3 Executive Report to AGM February, 2019**

Cover the association's performance for the FY 2017/18, guided by the ULGA's Annual Work Plan & Budget against planned outputs and targets drawn from the Strategic Corporate Plan. Actions reported on guided by the policy issues that required ULGA's immediate intervention in terms of advocacy and engagement with Central Government for appropriate response. Outstanding successes for the Association under the current Executive leadership included working closely and

with the technical support and guidance of Secretariat; Direct engagement with His Excellency the President of the Republic of Uganda on key issues and concerns of Local Governments which have been pitched at the level of Cabinet under the overall co-ordination of the prime Minister and the Minister of Local Government. Championed the re-awakening and advocacy for the creation of the Local Government Sector. Attracting Government's attention to the need to address and improve the welfare and remuneration of Local Government leaders. Strengthening partnership and engagement with key actors at national level and in particular entering into Memorandum of Understanding with Operation Wealth Creation, a critical programme for transforming the livelihoods local people.

#### **3.1.4 ULGA Annual Reports - FYs 2018/19, 2019/2020** ([http// www.ulga.com](http://www.ulga.com))

These contain the Association's performance for the period in caption in relation to the targets set at the beginning of the year derived from the association's approved corporate strategy.

#### **3.1.5 ULGA Strategic Corporate Plan 2015/16 – 2019/20** ([http//www.ulga.com](http://www.ulga.com))

The strategic Plan emphasise positioning ULGA to become bolder and a leading player in setting the policy and programme agenda of decentralisation in Uganda. The association intends to build on its past achievements and reposition itself to respond to new demands in the sector alongside other government-wide service delivery and economic development needs. Learning from the past 20 years, ULGA sought to focus on lobbying and advocacy to yield desirable outcomes in decentralisation while at the same time building its institutional strength to respond to member needs better. Though the plan ends this year, the planned period 2015 -2020 was also earmarked to drive local governments towards financial self-sustenance through local economic development. In this vein, emphasis was laid on how to make local governments drivers of economic growth within their localities and throughout the country. By implication, LED was to be used to cause local governments to become principle initiators and facilitators of investments and business promotion within their localities.

In the plan, ULGA recommitted itself to enhancing collaboration with other institutions that share the conviction of a stronger decentralized dispensation and promoting partnership with regional and international agencies, in support of the Association's key strategic areas of intervention, namely: lobbying and advocating for ULGA members' interests, strengthening the institution of the association and local governments, providing better and targeted services to members and encouraging practical local economic development by local governments.



### 3.1.6 The Association's Resources

The national LAs association (ULGA) has key resources available to it which includes;

1. Funds - ***ULGA's Sources of funding:***  
The sources of funds to the Association include the following:
  - a) Membership contributions and Annual Subscriptions;
  - b) Grants from Development Partners; and
  - c) Cost sharing (Logistics) during meetings.
2. *Tools and equipment:* The offices are equipped with basic tools like office furniture and equipment, a library and functional wi-fi internet, office vehicles.
- 3) *Permanent address:* has a permanent office building with good location (Entebbe Rd) with spacious offices.
- 4) *Human resources:* the Association has key staff to the tune of 50% of the 21 staff provided in the structure are present'

### 3.1.7 Relationship with Central Government

ULGA as an association enjoys good working relations with government since inception. ULGA has engaged government on number of occasions to get through LAs demands on; laws, regulations, policy, as well as budget negotiations at the Local Government Finance Commission (LGFC). ULGA was key in negotiating to fruition the Local Government Sector. ULGA has presented a number of position papers to central government to adopt or to address some issues in district local government. Some of them are listed below.

### 3.1.8 ULGA Paper of April 2019 (<http://www.ulga.com>)

The paper is a response to the ministerial policy statement FY 2019/2020 for the Ministry of Local Government. The paper was delivered to Committee on Public Service and Local Government of the Parliament of Uganda. The paper shade light against the increasing of or the looming recentralization project, the unrelenting threat to the discretionary power of Local Governments, a key anchor and pillar of the Decentralization Policy. At policy level, it called on Government to comply with the National Objectives and Direct Principles of State Policy (Democratic principle (iii)) and Chapter 11 (Local Government) of the Constitution of the Republic of Uganda. The Local Governments were strongly rejecting any proposed investments by the health Ministry seeking to re-centralise Local Government Health Sector staff and the corresponding mandate.

### **3.1.9 Proposed Priority Areas and Issues Critical for Service Delivery, Jan. 2020** (<http://www.ulga.com>)

These were strategic areas presented to the new Local Government Minister for his attention. They included; policy and legal issues, Institutional Development, Organization and Administrative Issues both at national and sub national levels, financial issues, Investments Specific to the Local Economic Development Policy as well as Specific ULGA Institutional Concerns.

### **3.1.10 ULGA's Response to The National Budget Framework Paper For FY 2020/21** (<http://www.ulga.com>)

The paper was delivered to Parliamentary Committee on Public Service and Local Governments. In the paper, ULGA acknowledged and appreciated the identified priority interventions for FY2020/21, which incidentally not only resonate with the Sixth Pillar of Decentralization, which is **Local Economic Development**, but also will require the vital and critical contribution of Local Government Institutions as key vehicles from National policy and Programme implementation and service delivery to the people of Uganda.

### **3.1.11 ULGA PAPER January 2019**

It was presented to parliament of Uganda. It reiterated reinforcement of initiatives of ULGA to engage parliament on matters critical to Local Governments which is in the form of our Local Government Parliamentary Forum. It focused discussion on financing Local Service Delivery. Emphasized the need for continued dialogue and engagement between Parliament and Local Government Leaders. Pointed out the missing link in enhancing the service delivery function of Local Governments. It discussed critical issues affecting Local Government service delivery described in four key areas; weakened and almost obsolete policy of decentralization, lack of proper coordination of service delivery, weak institutions, and inadequate resourcing affecting programme implementation,

### **3.1.12 ULGA PAPER: Policy Recommendations To H.E JULY 2018**

The paper contained policy recommendations targeted at repositioning Local Governments for Improved Service Delivery. The proposals there in to the Patron of ULGA HE the President of the republic of Uganda were guided by the existing Constitutional and Legal framework, as well as National and Local Policies driving the Country's development agenda and were clustered in three key focus areas:

Improving Co-ordination at National and Local Government level, strengthening and improving the enabling environment, and defining appropriate change driven Implementation Strategies. The paper informed the President that the early intentions of devolution arrangement was gradually being distorted through the increasing trend to RECENTRALISE functions, powers and responsibilities, by Government as seen by the character of recent policies and laws enacted.

### 3.2 URBAN AUTHORITIES ASSOCIATION OF UGANDA (UAAU)

([http// www.uaau.com](http://www.uaau.com))

This is a national organization created in 1959; UAAU is an Umbrella cover Organisation for all Urban Authorities in Uganda. It is union of all cities, municipalities and towns of Uganda. It advocates for equitable and sustainable urban development. The Union's current strategic plan focuses on advocacy to solve the ubiquitous urban challenges of congestion, pollution, overpopulation and proliferation of informal settlements in Uganda and Africa's capital cities, It has pushed for developing secondary cities and this has been achieved when cabinet recently approved the creation of 15 new secondary cities and 7 seven of them have started operating this FY 2021/2022.

Strategic objectives of UAAU include among others:

- i. To build a strong UAAU, uniting and representing the interests of its member urban authorities;
- ii. To establish a forum for urban authorities to discuss and exchange views, knowledge and information on issues of common interest;
- iii. To progressively contribute to a conducive policy, legal and regulatory framework for decentralization for the operation of local government business.
- iv. To prepare and issue reports and memoranda dealing with matters affecting urban administration.

The **mission** is “to promote the development of strong self-sustaining democratic and accountable urban LGs capable of delivering public services efficiently and effectively”.

The **goal (impact)** is “to build democratic and accountable urban authorities capable of delivering efficient and sustainable public services”.

#### 3.2.1 Relevant Documents Concerning UAAU

### 3.2.2 UAAU CONSTITUTION (establishing Association) (<http://www.uaau.com>)

This is the main document establishing an Association known as “URBAN AUTHORITIES ASSOCIATION UGANDA” (hereinafter referred to as “the Association”).

Through the Constitution, the Association accomplishes its purposes through the following principal organs: The General Meeting

1. The Executive Committee and its selected Sub Committees
2. General Secretariat as the Headquarters of the Association
3. The General Assembly.

In the articles and section, of the Association’s Constitution, roles and responsibilities are elaborated.

### 3.2.3 Association’s Resources

The national LAs Association (UAAU) has key resources available to it which includes;

1. Funds - ***UAAU’s Sources of funding:***

The sources of funds to the Association include the following:

- d) Membership contributions and Annual Subscriptions;
  - e) Grants from Development Partners; and
  - f) Cost sharing (Logistics) during meetings.
2. *Tools and equipment:* The offices are equipped with basic tools like office furniture and equipment, a mini library and functional internet, office vehicle.
3. *Human resources:* the association has key staff to the tune of 40% of the staff provided in the structure are present.

However, the Association has no permanent physical address; the association is lent office space

### 3.2.4 UAAU Relationship with Central Government

The association enjoys good working relations with government since inception. UAAU has engaged government on policy and budgetary issues on several occasions to get through urban authorities demands on taxation, urban management, taxi and parks issues, urban regulations, made policy recommendations, as well as budget negotiations at the Local Government Finance Commission (LGFC). UAAU played a pivotal role in negotiating with central government to upgrade selected municipalities to secondary city status. UAAU has presented a number of position papers to government to address its

member's concerns. UAAU Annual Reports and accounts for actions, are contained in the UAAU Activity Reports among those to refer to during this assignment will include the following: (<http://www.uaau.com>)

- HIGHLIGHTS OF UAAU FUNCTIONS IN THE IMPLEMENTATION OF DINU PROGRAMME
- UAAU REPORT ON THE TRAINING OF URBAN LEADERS IN NORTHERN UGANDA.
- DINU. PROJECT ATTACHMENT
- UAAU NEWSLETTER JUNE 2019
- UAAU Certificate of incorporation
- AGM reports
- PARTNERSHIPS REPORTS as well as the
- GUIDELINES FOR THE OPERATIONALISATION OF CITIES IN UGANDA JUNE 2020<sup>4</sup>

## **2.0 COOPERATION WITH EUROPEAN UNION (EU)**

The current European Union cooperation in Uganda is based on the EUACP Cotonou Partnership Agreement (CPA) signed on 23<sup>rd</sup> June 2000 with an anticipated closure for February 2020 – the closure has been extended to end of December 2020 (Decision No. 3/2019). The objectives of the partnership are to; reduce poverty towards its eradication, promote sustainable economic, cultural and social development of the partner countries, and help the progressive integration of their respective economies into the World economies.

To actualize the CPA, GoU and EU formulated a multi-year National Indicative Program (NIP) to guide implementation of EU intervention in the Country (signed on 17<sup>th</sup> Dec 2014). The NIP focuses on three sectors; a) Transport and infrastructure (EUR 230m), b) Food security and agriculture (EUR 130m), and Good governance the following are documents to refer to assess implementation in the country.

### **4.1 EU Partnership Approach to Uganda (<http://www.ulga.com>)**

This document identified barriers to local government engagement in the National Policy Dialogue and how these could be overcome. The document proposed to shift the dialogue to direct engagement of institutions that are responsible for Local

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<sup>4</sup> These guidelines were issued by the Ministry of Local Government as per section 95 of the Local Government Act Cap 243. They are intended to smoothen the setting up and operationalisation of the new Cities. The guidelines provide for a number of political, technical and social areas that will affect the running of the cities in the short and medium term.

Government interests after realizing that, engagements on support to Local Government happen through other entities particularly Ministry of Finance and Office of the Prime Minister which presents a threat to the level of prioritisation and protection of the interests of Local Government besides the approach lays emphasis on the centralization of co-ordination as opposed to promoting the devolution principle within the meaning of the Decentralization Policy. Also barriers to local government access to EDF funding and how to overcome them, prioritized for future Local and Regional Government funding support.

#### **4.2 EU Programme Implementation Document**

This document has a number of projects such as Development Initiative for Northern Uganda.(DINU), which intended to consolidate stability in Northern Uganda, reduce poverty and under-nutrition and strengthen the foundations for sustainable and inclusive socio-economic development. Under the specific objective, and in line with Goal 5 and 16 of SDGs to achieve gender equality and empower all women and girls, and build effective, accountable and inclusive institutions at all levels respectively, the programme aims to strengthen capacity and accountability of Local Authorities in their core functions including the promotion of good governance and rule of law, empower communities and civil society organisations to participate in oversight for improved local service delivery.

EU provides the humanitarian development nexus in Uganda with the overall objective to increase the effectiveness of the EU's contribution to the Comprehensive Refugee Response Framework (CRRF) roll-out. EU is Supporting Policy Engagements For Evidence-based Decisions (SPEED) for Universal Health Coverage in Uganda the Supporting Policy Engagement for Evidence-based Decisions (SPEED), is a five year European Union-supported initiative implemented by six partners in Africa focusing on Universal Health Coverage.

Support Programme for Refugee Settlements in the Northern Uganda (SPRS - NU) is a key EU project in Uganda. Since the beginning of the SPRS-NU programmes, the refugee situation in the Northern Uganda has taken a dramatic turn. With the incessant fighting in South Sudan and the continuous influx of south Sudanese refugees, Uganda has now become the top refugee-hosting country in Africa and host of the largest refugee settlements in the world, and Uganda has experienced the fastest growing refugee crisis in the world. The influx from South Sudan is now reducing due to the EGAD brokered peace agreement being implemented in Juba.

### **4.3 Support for Implementation of Components of the Development Initiative for Northern Uganda (DINU) – FED/2017/387-048**

The document presents a project that provides an implementation vehicle for a number of activities of the Development Initiative for Northern Uganda (DINU), the EU flagship programme in Uganda that is part of the 11th European Development Fund (EDF). The project was designed to support the GoU in achieving national targets for SDG 1 to "End poverty in all its forms everywhere" and SDG 2 to "End hunger, achieve food security and improved nutrition, and promote sustainable agriculture". In addition, the project is aligned with two Strategic Intents of the Uganda UN Development Assistance Framework's (UNDAF): Strategic Intent number 1 Governance and Strategic Intent number 3 Sustainable & Inclusive Economic Development". The project design and approach are further aligned with the Second National Development Plan (NDPII), 2015/16 – 2019/20.

#### **4.3.1 UNCDF - DINU Consolidated Progress Report - Revised EU JB**

The report presents progress on the implementation of planned activities, outputs and results achieved. It also describes challenges, measures undertaken, and lessons learned during the period, 21st December 2017 to 31<sup>st</sup> October 2019.

### **4.4 EU Action Document for Uganda 2019**

This is an Action document among the series that EU develops each year aiming at:

- a) Improved fiscal decentralization in Uganda,
- b) Increased quality and quantity of service delivery,
- c) Strengthened social cohesion,
- d) Expanded Gender Equity Budgeting (GEB) and Gender Responsive Budgeting (GRB), and
- e) Increased creation of employment opportunities.

The above will be attained through enhanced Public Finance Management (PFM) reforms as detailed in the country's Resource Enhancement and Accountability Programme (REAP) strategy housed in the Ministry of Finance Planning and Economic development (MoFPED).

### **4.5 INTERNATIONAL INSTRUMENTS**

#### **4.5.1 The Paris Agreement /EU-ACP Cotonou Agreement 2000 (and multiannual financial framework 2014–20) <http://www.eu.org>**

The Treaty establishing the European Community, on the one hand, and the Georgetown Agreement establishing the Group of African, Caribbean and Pacific

States (ACP), on the other. It is a renewed commitment to work together towards the achievement of the objectives of poverty eradication, sustainable development and the gradual integration of the ACP countries into the world economy. The Agreement further elaborated a significant contribution to the economic, social and cultural development of the ACP States and to the greater well-being of their population, helping them facing the challenges of globalisation and strengthening the ACP–EU Partnership in the effort to give the process of globalisation a stronger social dimension; the parties to the treaty reaffirmed their willingness to revitalise their special relationship and to implement a comprehensive and integrated approach for a strengthened partnership based on political dialogue, development cooperation and economic and trade relations; Under Article 4 (General Approach) “...under the conditions laid down in this Agreement, non-state actors, ACP national parliaments and local decentralized authorities, shall, where appropriate:

— be informed and involved in consultation on cooperation policies and strategies, on priorities for cooperation especially in areas that concern or directly affect them, and on the political dialogue;

— be provided with capacity-building support in critical areas in order to reinforce the capabilities of these actors, particularly as regards organization and representation, and the establishment of consultation mechanisms including channels of communication and dialogue, and to promote strategic alliance”.

#### **4.5.2 EU Communication to Local Authorities in Partner Countries 2013**

([www.eu.org](http://www.eu.org))

Key theme of the communiqué: “*Empowering Local Authorities in partner countries for enhanced governance and more effective development outcomes*”. The communication underscored the importance of Local Authorities in development, unlocking the development potential of local authorities, determining EU support for improved governance and sought for more effective development outcomes at local level. It further looked at decentralization process and capacity development of Local Authorities, sustainable urbanization and Associations of Local Authorities.

It suggested EU to adapt its support to the growing role, potential, and needs of Local Authorities and Associations of Local Authorities in partner countries. It looked at more efficient and flexible modalities of support, the use of innovative funding modalities facilitating flexible, transparent and cost-effective access to resources at local level to be explored in the context of support to decentralization processes; this could include performance-based grants for local service delivery based on the results of annual assessment of Local Authorities institutional



performance. The EU envisaged support initiatives allowing citizens to identify discuss and prioritise public spending projects (e.g. participatory budgeting).

#### **4.5.3 The New Urban Agenda** (<http://www.weforum.org>)

The New Urban Agenda is an action oriented document that provides the global principles, policies and standards required to achieve sustainable urban development, to transform the way we construct, manage, operate and live in our cities. It is intended to guide the efforts around urbanization for a wide range of actors including nation states, city and regional leaders, funders of international development, the private sector, the United Nations programmes and civil society for the next 20 years. It calls on city authorities to take into account the needs of women, youth and children, people with disabilities, marginalized groups, older persons, indigenous people, among other groups. Tackling air pollution in cities is good both for people's health and for the planet, Oct 20, 2016. The agreement provides the road-map for sustainable urban development in our cities over the next 20 years. The New urban Agenda was adopted by national governments at the United Nations Conference on Housing and Sustainable Urban Development, commonly referred to as as Habitat III, on 20 October 2016, in the city of Quito, Ecuador.

The New Urban Agenda takes into account the synergies that exists with other global agreements namely the Sustainable Development Goals (SDGs), the global climate agreement reached at COP21 in Paris, Addis Ababa Action Agenda, Sendai Framework for Disaster Risk Reduction 2015-2030, the Vienna Programme of Action for Landlocked Developing Countries, SAMOA and the Istanbul Programme of Action for the Least Developed Countries to provide a holistic transformation approach for addressing urbanisation. It has three key principles: leave no one behind to ensure urban equity and eradication of poverty, achieve sustainable and inclusive urban prosperity and opportunities for all, faster ecological and resilient cities and human settlement.

#### **4.5.4 Agenda 2063**

(<http://www.au.int>)

**“Agenda 2063”** is a strategic framework for the socio- economic transformation of the African continent over the next 50 years. It builds on, and seeks to accelerate the implementation of past and existing continental initiatives for growth and sustainable development. ” A Changing Global and African Context.. It's a master plan for transforming Africa into the global powerhouse of the future. It is the continent's strategic framework that aims to deliver on its goal for inclusive and sustainable development and is a concrete manifestation of the pan-African drive

for unity, self-determination, freedom, progress and collective prosperity pursued under Pan-Africanism and African Renaissance. The genesis of Agenda 2063 was the realisation by African leaders that there was a need to refocus and reprioritise Africa's agenda from the struggle against apartheid and the attainment of political independence for the continent which had been the focus of The Organisation of African Unity (OAU), the precursor of the African Union; and instead to prioritise inclusive social and economic development, continental and regional integration, democratic governance and peace and security amongst other issues aimed at repositioning Africa to becoming a dominant player in the global arena.

#### **4.5.5 Final Declaration of the African-Europe Forum of Local and Regional Governments**

[www.eu.org](http://www.eu.org)

Among the many points in this document were: developing and maintaining a structured and continuous dialogue of the highest level between Europe and Africa, through the organization of African Union/European Union summits was prioritized. The declaration emphasized AU-EU political partnership that brings shared, innovative, and sustainable solutions to the increasingly complex challenges and issues faced today and tomorrow. Envisaged AU/EU Summit in Abidjan in 2017 as a key moment in the history of the two regions, particularly the reintegration of Morocco within the African Union, and the reopening of discussions on the post Cotonou Agreement which shall provide an overall guiding framework for the Africa/Europe relations from 2020 onwards. Declared to mobilize the vital forces of cities and territories, especially young people and women, to participate more actively in the dynamics of structural transformation promoted by the African Union's Agenda 2063, the new European consensus on development, and global agenda adopted by the international community, with the aim of leaving no one behind.

On the social dimension, it committed itself to include a gender approach at all the steps of territorial development and decentralized cooperation activities, so as to better answer the needs of women and men in both regions, so that development cooperation contributes effectively to reduce gender inequalities. Emphasized partnership to be organized in a framework of the two regional Unions, which governance structure allows for a fair, inclusive and multi-stakeholders dialogue (national governments, parliaments, local and regional governments, civil society, private sector). Called for the launch of an ambitious programme 'Youth Employment' that mobilizes African and European youth creativity, fosters the creation of economic activities and job creation within our territories and encouraging exchanges and natural learning between young people from Africa

and Europe. Appreciated the support from European Union and the African Union for the organization of an Africa-Europe Forum of Local and Regional governments and call for Local and Regional governments and their representative organizations, to be systematically included and involved in the dialogue on AU/EU political partnerships.