



1. Project Data

Project ID P130471	Project Name UG-Competive. & Enterprise. Dev. Project	
Country Uganda	Practice Area(Lead) Finance, Competitiveness and Innovation	
L/C/TF Number(s) IDA-52690,IDA-65380	Closing Date (Original) 31-Mar-2019	Total Project Cost (USD) 182,407,598.32
Bank Approval Date 09-May-2013	Closing Date (Actual) 30-Nov-2024	
	IBRD/IDA (USD)	Grants (USD)
Original Commitment	199,800,000.00	0.00
Revised Commitment	177,913,620.00	0.00
Actual	181,194,608.42	0.00

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2. Project Objectives and Components

a. Objectives

As per the Financing Agreement (FA) on page 5, the development objective of the project was " to improve the competitiveness of enterprises in Uganda by providing support for: (i) the implementation of business environment reforms, including land administration reform; and (ii) the development of priority productive and service sectors". The statement of the project development objective (PDO) in the Project Appraisal Document (PAD) on page 11 was identical.



In the context of the March 2020 restructuring and Additional Financing (AF), the PDO was revised as follows: "to support measures that facilitate increased private sector investment in the tourism sector and strengthen effectiveness of the land administration system". The statement of the project development objective (PDO) in the Project Paper on page 11 was identical.

Because the PDOs were revised during the March 2020 restructuring, this review will conduct a split assessment as follows: (i) achievement of the original PDOs will be assessed against the RF adopted in 2019, and (ii) achievement of the revised PDOs will be assessed against the RF adopted during the 2024 restructuring. March 2019 and June 2024 PDO indicators and targets reflected the expected results for the original and revised PDOs in the context of extended implementation timelines. Moreover, the efficacy assessment will unpack the revised PDOs in two specific PDOs as follows:

- (i) Revised PDO-A: To support measures that strengthen effectiveness of the land administration system, and
- (ii) Revised PDO-B: To support measures that facilitate increased private sector investment in the tourism sector

b. Were the project objectives/key associated outcome targets revised during implementation?

Yes

Did the Board approve the revised objectives/key associated outcome targets?

Yes

Date of Board Approval

02-Mar-2020

c. Will a split evaluation be undertaken?

Yes

d. Components

Component 1: Land Administration Reform (Cost at approval: US\$54 million; additional cost at restructuring: US\$53.7 million; Disbursed amount of US\$91.14 million).

Original project. This component was to fund the continuation and scale-up of the land reform process carried out under the previous Second Private Sector Competitiveness Project PSCP II. This component had five subcomponents aimed at (i) Improving land administration. (ii) Undertaking systematic registration of communal and individually owned land; (iii) Implementing a program of actions for strengthening institutions and mechanisms for land dispute resolution; and (iv) Implementing a program of actions for strengthening land administration and management institutions.

2020 Revised project (AF): The AF was to use an Investment Project Financing (IPF) with DLIs approach to encourage the implementing partners to focus on performance and sustainability and increase disbursement at the beginning of project implementation. The AF was to further strengthen the land administration system in Uganda through a combination of: (a) systems' improvements and physical infrastructure; (b) systematic registration of communal and individually owned land; (c) enhancements in land valuations capacity; and (d) strengthening of institutional and dispute resolution capacity and human



capital. Key revised activities were as follows: (i) Improving and Consolidating Land Administration Infrastructure and System, (ii) Systematic Registration of Communal and Individually Owned Land, (iii) Strengthening the Ministry of Lands on Land Valuation, Land Acquisition, Property Taxation and the development and implementation of the Land Valuation Management Information System (LAVMIS); (iv) Strengthening the Judiciary, Office of Administrator General (OAdG) and (v) Mechanisms to Resolve Land Disputes, and Strengthening Land Administration and Management Institutions .

2024 Revised project: The 2024 restructuring entailed the cancellation of a number of land sector activities due to delays, including: (i) the construction of the Entebbe Archival Center and the National Land Information Center (NLIC); and (ii) the preparation of comprehensive human development plan for land sector. For the remaining period, the outputs of the Systematic Land Adjudication and Certification SLAAC activity were to amount to 250,000 titles for all 6 lots.

Component 2: Business Registration and Business Licensing Reforms – Cost at approval: US\$10 million; Disbursed amount of US\$20.86 million.

Original project: This component aimed to reduce the burden for businesses in dealing with registration and licenses procedures by creating an online one-stop-shop for business registration and a registry for business licensing, and by implementing measures aimed to simplify and streamline business registration and business licensing procedures. Key activities were as follows: (i) Strengthening business registration institutions and processes, (ii) Implementing capacity building activities for URSB and other relevant regulatory, agencies' staff (iii) Developing and implementing an information, education and communications strategy for purposes of this component of the project.

Component 3: Tourism Competitiveness Development – Cost at approval: US\$25 million; additional cost at restructuring: US\$43.10 million; Disbursed amount of US\$49.8 million.

Original project. The goal of this component was to provide support to the tourism sector through strengthening public and private sector stakeholders and their collaboration to develop a competitive tourism offering. The activities to be implemented in this component were as follows: (a) Development of labor force for the tourism sub-sector (b) Strengthening the capacity of the Ministry of Tourism, Wildlife and Antiquities (MoTWA) and UTB, and (c) Tourism product planning, packaging, and promotion

2020 Revised project: The CEDP-AF identified activities to further strengthen Uganda's core tourism offerings and more effectively leverage tourism assets and biodiversity endowments for private sector-led growth. Two key activities were as follows: (i) Upstream Support to Enable Market Growth in providing timely and accurate information will allow for evidence-based policy making in the public sector and market-based investment decisions in the private sector, and (ii) Product Development and Investment. The CEDP-AF intended to use a PPP approach or other financing models for greater sustainability and more professional management of tourism sites. Public investments were essential to catalyze private sector participation as basic infrastructure was lacking in many key sites.

2022 Revised project: This restructuring brought in changes in three areas as follows: (i) Community Tourism Enterprises aimed at expanding support to include MSMEs through competitive selection, helping viable firms recover from COVID-19 and invest in growth, (ii) Destination Planning & Investment focusing on one Integrated Destination Development Plan (instead of three) to mobilize investments and operationalize the Uganda Business Facilitation Center for streamlined business registration, and (iii) Brand Development



intended to reallocate funds from Market Destination Representatives to create and launch a new national destination brand, strengthening Uganda's global tourism identity.

2024 Revised project: Because of insufficient time to complete them, some of the activities were cancelled under the tourism component as follows: (i) provision of technical advisory services for destination planning and identification of investment opportunities; (ii) development of regulations and codes of conduct for the tourism sector in line with international best practice; (iii) building tourism regulation/oversight capacity in the appropriate organizations; and (iv) census of tourism establishments and the domestic tourism household survey. Moreover, there was a change in the approach to gathering information on domestic tourism for the Tourism Information Management System (TIMS), from conducting domestic tourism household survey to more sustainable and practical measures to obtain data on domestic tourism.

Component 4: Matching Grant Facility – Cost at approval: US\$8.0 million; Disbursed amount of US\$7.25 million.

Original project: This component entailed provision of Matching Grants to Matching Grant Beneficiaries for implementing business development services (BDS), including, among others, technology improvement, management training, record keeping, quality certification and marketing, in priority sub-sectors namely: tourism; coffee; grains and pulses; horticulture; edible oils; fisheries and information technology/business process outsourcing.

There were no changes in this component during the 2020, 2022 and 2024 restructurings.

Component 5: Project Implementation – (Cost at approval: US\$3.0 million; additional cost at restructuring: US\$3.0 million; Disbursed amount of US\$13.33 million).

Original project: Strengthening the capacity of the Private Sector Foundation Uganda (PSFU) for overall coordination and management of activities (including procurement, financial management, environmental and social safeguards, monitoring and evaluation, supervision and reporting aspects) (b) Strengthening the capacity of the Ministry of Lands, Housing and Urban Development (MLHUD) for overall coordination and management of activities; (c) Strengthening transparency and governance arrangements for the project, (d) Developing and implementing an information, education and communications strategy for the project.

2020 Revised project: The existing arrangements to implement the project at both the PSFU for the tourism component and at the MoLHUD for the land component were to continue through the following activities: (a) strengthening the capacity of the PSFU for overall coordination and management of activities and (b) strengthening the capacity of the MoLHUD for overall coordination and management of land activities, and (c) reassessing the performance of the PSFU and MoLHUD as project implementers. The AF also included activities related to gender, which was a crosscutting priority for the project, and climate risks, primarily through an adaptation-focused approach.

There were no changes in this component during the 2022 and 2024 restructurings.

e. Comments on Project Cost, Financing, Borrower Contribution, and Dates



Project Cost. Actual cost of the project is US\$181,2 million or 90.7 percent of the approved amount. The undrawn balance was canceled.

Financing. The project was funded by an International Development Association (IDA) credit in the committed amount of US\$199.8 million equivalent, which was reduced to US\$177,9 million.

Borrower Contribution. The Government of Uganda was to contribute US\$2.5 million in local currency for local costs during implementation, but no contribution was reported in the ICR.

Dates. The project was approved on May 09, 2013, and made effective on June 06, 2014, and set to close on March 31, 2019. It was restructured five times, on (i) February 26, 2019, (ii) March 02, 2020, (iii) May 31, 2022, (iv) June 26, 2024, (iv) June 11, 2025, and closed on November 30, 2024, 68 months (e.g., 5 years and 8 months) after the original closing date. A Mid-Term Review (MTR) took place in June 2018 but was not reported in the ICR.

Restructurings: There were five project restructurings, including one level 1 and four level 2 restructurings as presented below.

First restructuring: The February 2019 restructuring included three key changes: (i) The project's closing date of March 31, 2019, was extended until June 30, 2020, to allow additional time for the completion of ongoing activities and achievement of revised targets, (ii) The implementation schedule was updated to reflect current progress and future activity timelines. Disbursement estimates were revised based on actual disbursements to date and updated forecasts aligned with the revised implementation plan, and (iii) The results framework was modified to align with the extended implementation period, including adjusting indicator target dates and values to reflect the revised project timeline and scope.

Second restructuring: In May 2020, the project underwent a restructuring that included the approval of Additional Financing (AF) and a revision of the Project Development Objective (PDO). The revised PDO was: "To support measures that facilitate increased private sector investment in the tourism sector and strengthen effectiveness of the land administration system." The AF adopted an Investment Project Financing (IPF) approach with Disbursement-Linked Indicators (DLIs), building on the project's experience in managing input-based implementation. This shift aimed to incentivize implementing partners to focus on performance and sustainability, while also enabling accelerated disbursement at the start of implementation. The AF was designed to complete planned activities and scale up the sustainability and impact of the project, particularly in the **land and tourism components**. For the **land component**, the AF supported: (i) enhanced capability of the land administration system, (ii) contributions to policy and legal framework improvements, (iii) strengthening of land dispute resolution mechanisms, and (iv) scaling up the issuance of land titles. In the **tourism sector**, the AF aimed to complete ongoing activities and enhance public sector coordination in destination planning, investment, and management across key hubs—Kampala, Jinja, and Entebbe. The AF also encouraged the Government to address medium- and long-term priorities in the land agenda. The restructuring included modifications to the PDO and project design, resulting in a revised Results Framework to better align indicators with the investments supported under the AF. Additionally, the AF incorporated measures to address climate risks, primarily through an adaptation-focused approach.

Third restructuring: The May 2022 Level II restructuring included the following changes: (i) extension of the closing date of the credit for 24 months from May 31, 2022, to May 31, 2024., (ii) revision in activities, (iii) reallocation between disbursement categories, (iv) changes in results framework and PBCs, and



(v) update of the disbursement estimates to align with the proposed new closing date. The revision of the results framework aimed to better respond to COVID-19 challenges and amend indicators to reflect changes introduced in response to COVID-19 economic impact.

Fourth restructuring: The June 2024 restructuring included the following changes: (i) extension of closing date from May 30 to November 30, 2024; (ii) changes to components and costs; (iii) reallocation between disbursement categories and schedules; and (iv) changes in results framework, which included a new indicator and increased targets for several indicators to factor in the extended implementation timeline. The revised results framework and amended indicators aimed to reflect changes introduced by adjustment of activities and end-targets. The proposed changes aimed at measuring the recalibrated activities to reflect and reset targets more accurately.

Fifth restructuring: The Project had been under implementation for over 11 years and it legally closed on November 30, 2024. The June 2025 restructuring sought for prior cancellation of SDR 5,327.609.96 equivalent to US\$7 million of the IDA credit proceeds. This prior cancellation of funds were to enable recommitment of those funds into the Country IDA allocation before June 2025

3. Relevance of Objectives

Rationale

Country Context.

The Project aimed at addressing challenges hindering productivity and constraining the private sector's ability to generate employment and drive inclusive growth. In 2013, Uganda faced structural barriers to inclusive growth, including an agriculture-dependent economy, poor infrastructure, limited financial access, and inefficiencies in land administration and tourism. These constraints hindered productivity and private sector job creation, leaving rural poverty and youth unemployment high despite prior progress. The Competitiveness and Enterprise Development Project (CEDP) was launched to address these challenges by improving land governance, streamlining business registration, and developing tourism. As part of Uganda's economic transformation agenda, the CEDP aimed to enhance competitiveness, attract investment, and lay the foundation for equitable growth.

The Project supported land reform and tourism development as strategic levers for economic transformation and job creation in Uganda. The project prioritized land reform and tourism to drive investment and job creation. At inception, only 11% of Uganda's land was registered under a slow, partially digital system. Building on earlier digitization efforts, the project expanded the Uganda National Land Information System and introduced Systematic Land Adjudication and Certification (SLAAC) to accelerate first-time registrations and strengthen tenure security. In tourism, the project aimed to build a competitive and resilient sector by improving workforce skills, modernizing institutions, and enhancing Uganda's global visibility through strategic branding and marketing.



The PDO was consistent with the Borrower's priorities throughout the project implementation until closure.

The Project Development Objective (PDO) remained aligned with Uganda's development priorities, supporting inclusive growth through land administration and tourism development. The Competitiveness and Enterprise Development Project (CEDP) complemented the National Development Plan III (2020/21–2024/25) and Vision 2040, which emphasize a private sector-led approach to reduce poverty and address youth unemployment. CEDP advanced objectives such as lowering business costs, strengthening regulatory frameworks, unlocking investments, and building institutional capacity. In tourism, it aimed to promote domestic and inbound travel, improve infrastructure and product diversity, develop skilled personnel, and enhance sector regulation and coordination.

The PDO was consistent with the WBG's strategies in Uganda throughout the project implementation until closure.

Uganda's Country Assistance Strategy (2010–2015) prioritized private sector growth, land reform, tourism development, and youth employment—objectives reflected in the original PDO of the Competitiveness and Enterprise Development Project (CEDP). Under the 2020 Additional Financing, the PDO was refined to focus on facilitating private investment in tourism and strengthening land administration, remaining relevant under the Country Partnership Framework (FY16–FY21). The CEDP aligned with national and international priorities by addressing bottlenecks in land governance, business registration, and tourism, supporting goals to improve the business environment, unlock strategic investments, and create jobs through better land use, skills development, and sector modernization.

Previous World Bank's operations lay the ground for the Project's pitch toward expanding reforms in the land and tourism subsectors.

With World Bank support, Uganda began modernizing its land registration system and strengthening land management policies. Under the Second Private Sector Competitiveness Project (PSCP II), the land subcomponent rehabilitated 13 local land offices, digitized records in six zonal offices covering 70% of formal transactions and upgraded the Institute of Surveying and Land Management. PSCP II supported the development of Uganda's policy and legal framework for land administration, addressing equitable access and productive land use. Key achievements included adoption of the National Land Policy (2013), National Land Use Policy (2007), and enactment of laws such as the Physical Planning Act (2010), Mortgage Act (2009), and Land (Amendment) Act (2010) to curb illegal evictions. The project adopted a value chain approach to concentrate resources on high-impact clusters rather than spreading them thinly. It targeted five priority agricultural clusters—coffee, grains and pulses, horticulture, edible oils, and fisheries—and two non-agricultural clusters: tourism and Information Technology and Business Process Outsourcing (IT/BPO). Funding was to support technical assistance for management and production improvements in high-potential subsectors, continuing the successful matching grant model from PSCP I and II. In tourism, macro-level interventions were to be complemented by matching grants for individual businesses to strengthen competitiveness and resilience.

Revised PDOs

Sector context. The private sector issues discussed at appraisal under the original PDOs were still prevailing when the AF was approved in March 2020. The Competitiveness and Enterprise Development Project (CEDP) was expanded in Uganda to overcome structural barriers to inclusive growth by improving



land governance, streamlining business registration, and developing a competitive tourism sector to attract investment, create jobs, and drive economic transformation.

Revised PDOs consistency with the Borrower's priorities. The revised PDOs were aligned with the Uganda's Vision 2040 and National Development Plan III by promoting inclusive growth through land administration reforms and tourism development, aiming to lower business costs, strengthen regulatory frameworks, unlock investments, and build institutional and workforce capacity to drive private sector-led economic transformation.

Revised PDOs consistency with the World Bank's strategies. The revised PDOs were aligned with Uganda's Country Assistance Strategy and later the Country Partnership Framework, refining its objectives under 2020 Additional Financing to strengthen land administration and facilitate private investment in tourism, while addressing governance and infrastructure bottlenecks to improve the business environment, unlock investments, and create jobs.

Revised PDOs alignment with the sector experience. The formulation of the revised PDOs relied on and reflected achieved results in terms of outputs and outcomes completed during the project implementation over the period 2013-2020.

Overall, both at appraisal, and during the 2020 AF, the PDOs were highly relevant, based on the congruence between the Borrower's priorities, the WBG's strategies in Uganda throughout the project implementation until closure, and the Project's pitch toward expanding key reforms supporting enterprise competitiveness and development, particularly in the land and tourism subsectors.

Rating

High

4. Achievement of Objectives (Efficacy)

OBJECTIVE 1

Objective

To improve the competitiveness of enterprises in Uganda by providing support for (i) the implementation of business environment reforms, including land administration reform; and (ii) the development of priority productive and service sectors.

Rationale

Theory of change: There was no theory of change in the 2013 PAD. During the March 2020 Project Paper, a theory of change was introduced and intended to establish a logical chain by which activities of the project were to be transformed into the expected outputs and outcomes. This review summarizes below the results



chain implicit in the PAD, and in the 2019 Project Paper and discussed in the ICR, and by which the identified activities were to contribute to the project development objectives.

Toward achieving the above-captioned PDO, the project focused on two major reform areas as follows: (a) land administration reforms and (b) Business Registration and Licensing Reform through streamlining and modernizing processes for registering and licensing businesses to improve the business environment. Three other components aimed to (i) provide support to the tourism sector through strengthening public and private sector stakeholders and their collaboration to develop a competitive tourism offering, (ii) provide Matching Grants to Matching Grant Beneficiaries for implementing business development services, and (iii) strengthen the capacity of the Private Sector Foundation Uganda (PSFU) and the capacity of the Ministry of Lands, Housing and Urban Development (MLHUD) for overall coordination and management of activities.

Expected outputs included: (i) the number of communal Land Associations formalized & registered, (ii) URSB & other agencies staff trained, (iii) the number of land parcels with rights recorded, (iv) the population with rights recorded, (v) the land area with rights recorded (Ha), (vi) the UHTTI accreditations acquired, and (vii) the registered businesses on which data have been entered into the online business register.

Expected outcomes included the following: (i) the reduction of days to register a business, (ii) the reduction of cost to register a business, (iii) the rate of customer satisfaction with land registration services, (iv) the people directly employed in the tourism sector, (v) the increase in exports of non-traditional products, (vi) the cumulative direct project beneficiaries, (vii) the MoTWA staff trained in tourism issues, (viii) the new tourism MSMEs created, (ix) the increase in sales of firms supported (matching grants), and (x) the number of Tourism arrivals.

Overall, there was a logical chain linking the identified activities and expected outputs and outcomes, and there was a consistency between this theory of change and the Results Frameworks (RFs) developed to assess the performance of the project's efficacy.

Below are the achieved results measured against the RF adopted during the March 2019 Project restructuring.

Outputs

- The target of the number of communal land Associations formalized and registered was exceeded (154 percent), reaching the number of 924 against the target of 600.
- The target for the number of URSB staff and other agencies trained in business registration and business licensing new procedures reached 232.00, exceeding by 65 percent the target of 150.
- The target of 3 for the number of industry and educational bodies that UHTTI acquires accreditation from was partially achieved as two educational bodies provided accreditation as follows: (i) The National Council for Higher Education and (ii) International Hotel Institute of Salzburg Austria.
- The target for the number of registered businesses on which data have been entered into the online business register was exceeded by 40 percent, reaching 209,539 against a target of 150,000.
- The target land area with use or ownership rights recorded as a result of project (Hectare-Ha) was partially achieved by 35.2 percent as it reached 200,956.40 Ha against a target of 571,000 Ha, and a baseline of 0 Ha.
- The target for the target population with use or ownership rights recorded as a result of the project was partially achieved (53 percent) and reached 1,404,000, against the target of



2,666,000 following the rollout of SLAAC activities to the additional 14 districts, the launch of the Uganda National Land Information System mobile application.

- The target of the number of land parcels with use or ownership rights recorded as a result of the project was partially achieved, as it reached 397,000 against a target of 800,000, and a baseline of 0.

Outcomes

- The target for the number of people directly employed in the Tourism sector was exceeded (204 percent) reaching 610,806, against a target of 300,000, and a baseline of 225,300.
- The target for the increase in exports of non-traditional products was slightly exceeded, reaching 10.70 percent, against a target of 10 percent. The matching grants targeting promotion of non-traditional products for export, such as fish, flowers resulted in increase of their exports.
- The target for the cumulative direct project beneficiaries was exceeded, and more than tripled, reaching 3,091,502, against a target of 1,000,000.
- The target of the percentage of customers reporting satisfaction with land registration services was exceeded, reaching 78.50 percent, against a target of 70 percent.
- The target for the number of staff at all levels across MoTWA who completed project-provided training in tourism sector issues reached 183, exceeding the target of 130 by 41 percent.
- The new target for the number of new tourism MSMEs reached 1,661, largely exceeding by the target of 125.
- The target for the number of tourism enterprises supported through project activities was exceeded by 67 percent, reaching 334, against a target of 200.
- The new target for the increase in sales of firms supported under the matching grants facility amounted to 17.5 percent, thus exceeding the target of 10 percent.
- The target for the reduction of the cost to register a business (as % of income per capita) was exceeded, decreasing significantly from the target of US\$70 to US\$40, and a baseline of US\$76.70, following Project interventions targeting URBS operations' efficiency.
- The target for the reduction in number of days to register a business was exceeded, reaching 1 day against a target of 5, and a baseline of 33 days.
- The target for the number of tourism arrivals was partially achieved, reaching 1,274,210, or 85 percent of the target of 1,500,000, and a baseline of 945,000.
- The target for the number of new employees hired by MSMEs benefitting from the matching grant facility was partially achieved, reaching only 2,460.0 or 25 percent of the target of 11,000.00. Budget resources for these activities were significantly reduced from US\$8 million to US\$3 million and the activities, while the indicator was not revised, causing shortfall in results achieved.
- The target for the number of tourism enterprises supported through project activities, of which women-led, was partially achieved (41 percent), reaching only 33 against a target of 80.

In summary, targets were exceeded regarding (i) the number of people directly employed in the tourism sector, (ii) the increase in exports of non-traditional products, (iii) the cumulative direct project beneficiaries, (iv) the percentage of customers reporting satisfaction with land registration services, (v) the number of staff at all levels across MoTWA who completed project-provided training in tourism sector issues, (vi) the number of new tourism MSMEs created, (vii) the number of tourism enterprises supported through project activities, (viii) the increase in sales of firms supported under the matching grants facility, (ix) the reduction of the cost to register a business, and (x) the reduction in number of days to register a business.



Achievements related to the number of tourism arrivals, the number of new employees hired by MSMEs benefitting from the matching grant facility, and the number of tourism enterprises supported through project activities led by women were partially achieved and the PDO indicator for the reduction in the number of days to register land was not monitored and reported in the ICR.

On balance, Project's results compared to the 2019 revised indicators and targets were substantially achieved.

Rating

Substantial

OBJECTIVE 1 REVISION 1

Revised Objective

To support measures that facilitate increased private sector investment in the tourism sector and strengthen effectiveness of the land administration system

Revised Rationale

PDO-A: To support measures that strengthen effectiveness of the land administration system.

Theory of change

During the March 2020 Project Paper, a theory of change was introduced and intended to establish a logical chain by which activities of the project were to be transformed into the expected outputs and outcomes. This review summarizes below the results chain presented in the 2020 Project Paper and in the ICR which underpin the process by which the identified activities contributed to the project development objectives.

Toward achieving the PDO-A, the project focused on two major reform areas as follows: (a) land administration reforms through (i) improving land administration systems, (ii) systematic registration of both communal and individually owned land, (iii) strengthening institutions and mechanisms for land dispute resolution, and (iv) enhancing land administration and management institutions; and (b) Business Registration and Licensing Reform through streamlining and modernizing processes for registering and licensing businesses to improve the business environment. Additional activities introduced during restructuring included (i) the systems improvements and physical infrastructure for land administration, and (ii) continued systematic land registration.

Expected outputs included: (i) the number of land parcels with use or ownership rights recorded as a result of the project, (ii) the target land area with use or ownership rights recorded as a result of project, (iii) the number of communal land Associations formalized and registered, and (iv) the number of Parish Physical Development Plans produced.

Expected outcomes included the following: (i) the revised target for the number of land parcels with use or ownership rights registered as a result of the project, (ii) the average number of days taken to verify ownership of property, (iii) the number of direct beneficiaries (population) with use or ownership rights



recorded as a result of the project, (iv) the percentage of customers reporting satisfaction with land registration services,

Overall, there was a logical chain linking the identified activities and expected outputs and outcomes, and there was a consistency between this theory of change and the project's Results Framework (RF).

Below are the results achieved assessed against the RF adopted during the June 2024 adoption of the Project restructuring. Because of the extended implementation timeline (2020-2024), the June 2024 RF override the 2020 and 2022 RFs as it brought in new PDO indicators and reflected and reset targets more accurately.

Outputs

- The new target of the number of communal land Associations formalized and registered was slightly exceeded (3 percent), reaching the number of 924 against the target of 900.
- The revised target land area with use or ownership rights recorded as a result of project (Hectare-Ha) was partially achieved by 66.6%, as it reached 200,956.40 Ha against a target of 300,000 Ha, and a baseline of 0 Ha.
- The original target for the percentage of reported land disputes under SLAAC that have been resolved was partially achieved, reaching 88 against a target of 95 percent. The MoLHUD is supporting the Alternative Dispute Resolution Mechanism to be utilized during SLAAC implementation and streamline and eventually decentralize handling of land dispute cases.
- The new target for the disposal rate of land cases was achieved by 104.3%. The project supported the clearance of above 773 cases under High Court Land, Commercial, and Family Divisions.
- The new target for the number of Parish Physical Development Plans produced exceeded by 37 percent and reached 653 against a target of 566.

Outcomes

- The target for the land parcel with use or ownership rights recorded as a result of the project was exceeded (105 percent) reaching 397,000 against a target of 375,000.
- The target for the number of land parcels with use/ownership rights registered as a result of female-owned projects individually or jointly was exceeded, as it was multiplied by more than 3, as it reached 135,000, against a target of 40,000.
- The revised target of the percentage of customers reporting satisfaction with land registration services reached 78.50 percent, exceeding the target of 70 percent.
- The revised target for the number of direct beneficiaries with use or ownership rights recorded as a result of the project was partially achieved (88 percent) and reached 1,404,000, a little lower than the target of 1,500,000 following the rollout of SLAAC activities to the additional 14 districts, the launch of the Uganda National Land Information System mobile application.
- The revised target for the number of land parcels with use or ownership rights registered as a result of the project was partially achieved by 28.4%, reaching 35,841, against a target of 125,000.

Results toward the PDO-A were generally achieved or exceeded for (i) the number of land parcels with use/ownership rights registered, (ii) the number of land parcels with use/ownership rights registered as a result of female-owned project individually or jointly, and (iii) the percentage of customers reporting satisfaction with land registration services. Achieved results were partially achieved regarding (i) the



number of land parcels with use or ownership rights registered, and (ii) the number of direct beneficiaries with use or ownership rights recorded as a result of the project. On balance, efficacy performance toward PDO-A assessed against the 2024 RF was Modest.

PDO-2: To support measures that facilitate increased private sector investment in the tourism sector.

Theory of change:

Toward achieving PDO-2, key activities included the following: (i) Development of labor force for the tourism sub-sector (ii) Strengthening the capacity of the Ministry of Tourism, Wildlife and Antiquities (MoTWA) and UTB, and (c) Tourism product planning, packaging, and promotion. Added activities during restructuring included the following: (i) Develop capacity-building programs for MSMEs (business skills, digital marketing). (ii) Facilitate access to finance through microcredit or tourism investment funds, (iii) Create linkages with larger operators for market access, (iv) Identify the region with highest potential, (v) Map investment opportunities (lodging, transport, attractions), (vi) Engage private sector and development partners for co-investment, and (vii) Implement destination management structures for sustainability.

Expected outputs included the following: (i) Enhanced and modern skills for hospitality and tourism professionals, (ii) Improved service quality across the tourism sector, (iii) Improved Tourism Services in Protected Areas, (iv) Enhanced Uganda's global visibility, (v) Enhanced Capacity of UWRTI and Modernization of UWEC.

Expected outcomes included the following: (i) the reduction in number of days to register a business, (ii) the reduction of the cost to register a business, (iii) the number of new employees hired by MSMEs benefitting from the matching grant facility, (iv) the number of tourism arrivals, (v) the number of people directly employed in the tourism sector, (vi) the increase in exports of non-traditional products, (vii) the number of staff at all levels who completed project-provided training in tourism sector issues, and the number of new tourism MSMEs, (viii) the number of new employees hired by MSMEs benefitting from the matching grant facility, and (ix) the additional private investments in tourism.

However, neither the PAD nor the ICR discussed the assumptions that were essential to achieving the PDO, nor the attribution of the achieved outcome. Overall, there was a logical chain linking the identified activities and expected outputs and outcomes, and there was a consistency between this theory of change and the project's Results Framework (RF) adopted in June 2024.

Below are the results achieved assessed against the RF adopted during the June 2024 adoption of the Project restructuring. Because of the extended implementation timeline (2020-2024), the June 2024 RF override the 2020 and 2022 RFs as it brought in new PDO indicators and reflected and reset targets more accurately.

Outputs

- The new target for the number of new tourism MSMEs was multiplied by more than 13 times, reaching 1,661, higher than the target of 125.
- The target for the number of tourism enterprises supported through project activities was exceeded by 66 percent, reaching the number 332, against a target of 200.00
- The target for the number of new tourism MSMEs which were female-owned was partially achieved (41 percent), reaching the number of 33 against a target of 80.



- Additional achievements were completed with the project support as follows: (i) enhanced workforce skills, (ii) Training Programs developed for tourism staff, (iii) improved tourism services in protected areas, (iv) increased participation sector staff in International Tourism Markets, (v) enhanced support to tourism MSMEs & communities, (vi) enhanced capacity of Uganda Wildlife Research and Training Institute (UWRTI), and (vii) UWEC modernized.

Outcomes

- The revised target of the percentage of lodged transactions completed was exceeded, reaching 91 percent against a target of 75 percent, and a baseline of 51 percent, due to the backlog cleanup and commitment exercise conducted in several MZOs.
- The revised target of the average days taken to transfer property was exceeded, being reduced down to 11 days against a target 15, and a baseline of 52 days, due to improved efficiency of operations within the MZOs and streamlining of the workflows within the UgNLIS.
- The revised target related to the cost to register a business (as % of income per capita) was exceeded, as it decreased significantly from the target of US\$70 to US\$40, and a baseline of US\$76.70, following Project interventions targeting URBS operations' efficiency.
- The revised target for the number of tourism arrivals was exceeded, reaching 1,274,210, or 156 percent of the target of 818,579, and a baseline of 473,085.
- The revised target for the overall direct beneficiaries of the project was exceeded (124 %), reaching 3,091,502 against a revised target of 2,500,000.
- The target for direct beneficiaries as a result of the tourism component activities was exceeded, reaching 1,687,502, against a target of 1,000,000.
- The target for the number of registered businesses on which data have been entered into the online business register was exceeded by 40 percent, reaching 209,539 against a target of 150,000.
- The revised target for the number of URBS staff and other agencies trained in business registration and business licensing and new procedures reached 232.00, exceeding by 65 percent the target of 150.
- The revised target for the number of staff at all levels across MoTWA who completed project-provided training in tourism sector issues reached 183, exceeding the target of 130 by 41 percent.
- The target for the increase in sales of firms supported under the matching grants facility was exceeded (177 %), reaching 17.7 percent, against a target of 10 percent, as the economic recovery of tourism sector after Covid was faster than had been expected.
- The revised target for the increase in exports of non-traditional products was exceeded, reaching 10.70 percent, against a target of 10 percent. The matching grants targeting promotion of non-traditional products for export, such as fish, flowers resulted in increase of their exports.
- The revised target of 1 day for the average number of days taken to verify ownership of property was fully achieved against a baseline of 3 days, due to operations of backlog cleaning, operationalization of the one- stop center, and development of the online search set up by the MoLHUD.
- The revised target of the reduction in number of days to 1 day to register a business was fully achieved, against a baseline of 33 days, due to online Ugandan Business Registration System (UBRS) and One Stop Center enabled achievement.
- The revised target for the number of people directly employed in the tourism sector was substantially achieved (97 percent) reaching 610,806, against a target of 615,564, and a baseline of 386,200.
- The target for additional private investments in tourism was fully achieved (US\$10.0 million). However, the project team indicated that the private sector investments triggered by the project



activities was estimated beyond US\$10 million, without the possibility to get a precise number due to the confidentiality of the private investment deals.

- The target for the number of new employees hired by MSMEs benefitting from the matching grant facility was partially achieved, reaching only 2,460.0 or 25 percent of the target of 11,000.00. Budget resources for these activities were significantly reduced from US\$8 million to US\$3 million and the activities, while the indicator was not revised, causing shortfall in results achieved.

Results toward the PDO-2 were predominantly exceeded as follows: (i) the percentage of lodged transactions completed, (ii) the average days taken to transfer property, (iii) the cost to register a business, (iv) the number of tourism arrivals, (v) the direct beneficiaries as a result of the tourism component activities, (vi) the overall project direct beneficiaries, (vii) the number of registered businesses on which data have been entered into the online business register, (viii) the number of URSB staff and other agencies trained in business registration and business licensing new procedures, (ix) the number of staff at all levels across MoTWA who completed project-provided training in tourism sector issues, (x) the increase in sales of firms supported under the matching grants facility, (xi) the increase in exports of non-traditional products, (xii) the average number of days taken to verify ownership of property, (xiii) the reduction in number of days to register a business.

While the target for additional private investments in tourism was fully achieved and more likely exceeded, the number of people directly employed in the tourism sector was substantially achieved. One Project outcome related to the number of people directly employed in the tourism sector was substantially achieved.

On balance, the outcomes toward the revised PDOs assessed against the 2024 RF were substantially achieved, with moderate shortcomings.

Revised Rating
Substantial

OVERALL EFFICACY

Rationale

Efficacy toward the original PDOs was substantially achieved as summarized below. Targets were exceeded for key indicators, including employment in the tourism sector, growth in non-traditional exports, cumulative project beneficiaries, customer satisfaction with land registration services, MoTWA staff training, creation of new tourism MSMEs, support to tourism enterprises, increased sales of firms under the matching grants facility, and reductions in both business registration costs and processing time. Achievements related to tourism arrivals, new employees hired by MSMEs benefitting from matching grants, and women-led tourism enterprises were partially achieved, while the indicator on reducing land registration time was not monitored in the ICR.

Overall Efficacy Rating



Substantial

OVERALL EFFICACY REVISION 1

Overall Efficacy Revision 1 Rationale

Efficacy toward the revised PDOs were on balance highly achieved with moderate shortcomings as summarized below. Performance toward supporting measures that strengthen effectiveness of the land administration system (PDO-A) showed mixed results. Targets were met or exceeded for: (i) land parcels registered with use or ownership rights, (ii) parcels registered under female ownership (individual or joint), (iii) customer satisfaction with land registration services. However, results were partially achieved for: (i) Overall number of parcels registered, and (ii) Direct beneficiaries with rights recorded through the project. Based on the 2024 Results Framework, overall efficacy toward PDO-A is rated Modest. Efficacy toward supporting measures that facilitate increased private sector investment in the tourism sector (PDO-B) was predominantly exceeded across most indicators, including transaction completion rates, property transfer time, business registration costs, tourism arrivals, direct beneficiaries, business registration data entry, staff training, firm sales growth, and export increases. Targets for additional private investment in tourism were fully achieved and likely exceeded, while employment in the tourism sector was substantially achieved.

Overall Efficacy Revision 1 Rating

Substantial

5. Efficiency

Economic efficiency. This economic analysis focused only on the AF as a similar analysis was not conducted in 2013 when the original project was started. The economic analysis focused on the Land Administration Reform and Tourism Competitiveness Development components. The benefits from the business registration and business licensing reforms and the matching grant program could not be quantified and hence the economic analysis did not cover these components. The fifth component supported the project implementation and developed capacity at all levels of project implementation and respective government departments in general. For land administration, the estimated Internal Rate of Return (IRR) amounted to 23.8%, with a Net Present Value (NPV) of US\$8.46 million and a Benefit-Cost ratio of 1.21 at a 6.4% discount rate. For tourism development, the IRR stood at 25.5%, with an NPV of US\$22.8 million and a Benefit-Cost ratio of 1.49 at the same discount rate.

Administrative efficiency. Administrative efficiency was constrained by procurement delays and weak contractor performance early in implementation, compounded by COVID-19 restrictions. Corrective measures, including procurement tracking and oversight, improved performance in later years, but could not reduce the implementation timeline which was extended by 68 months (i.e. 5 years and 8 months) after the original closing date. This is a significant delay.

While administrative efficiency had shortcomings, strong economic returns in the land and tourism sectors, coupled with the benefits arising from (i) the business registration and licensing reforms, (ii) the matching grant program, (iii) the developed capacity at all levels of respective government departments, and (iv) the



unintended impacts in tax revenue, safeguards and gender areas, underpin an overall Efficiency rating of Substantial with shortcomings.

Efficiency Rating

Substantial

a. If available, enter the Economic Rate of Return (ERR) and/or Financial Rate of Return (FRR) at appraisal and the re-estimated value at evaluation:

	Rate Available?	Point value (%)	*Coverage/Scope (%)
Appraisal		0	0 <input type="checkbox"/> Not Applicable
ICR Estimate		0	0 <input type="checkbox"/> Not Applicable

* Refers to percent of total project cost for which ERR/FRR was calculated.

6. Outcome

As summarized in the table below, the relevance of the original and the revised PDOs is rated High, reflecting good alignment between the original and the revised PDO, the Borrower development priorities, and the WBG strategies in Uganda. On balance, the weighted efficacy of the original and the revised PDOs was substantially achieved. Efficiency was Substantial, resulting in an overall Satisfactory rating of the project outcome.

Variables	Original objectives and targets without AF	Revised objectives and/or targets with AF
Relevance of PDO	High	High
Efficacy (PDO)	Substantial	Substantial (with shortcomings)
Original PDOs	Substantial	
Revised PDOs		Substantial (with shortcomings)
Efficiency	Substantial	Substantial
Outcome ratings	Satisfactory	Satisfactory
Numerical value of the outcome ratings	5	5
Disbursement in US\$M	92.53	88.67
Share of disbursement in %	0.51	0.49
Weighted value of the outcome rating	2.6	2.4
Overall Outcome rating	5.00 (Satisfactory)	

a. Outcome Rating



Satisfactory

7. Risk to Development Outcome

The project faces moderate risks to achieving its intended development outcomes, primarily due to sustainability and institutional capacity constraints. These risks span technical, financial, social, economic, political, and environmental dimensions, as discussed below.

Technical Risks. Rapid technological advancements may render existing systems and tools obsolete, requiring continuous updates and investments to maintain efficiency. Sustaining the functionality of digital platforms like UgNLIS will depend on ongoing technical support and funding, which may be challenging post-project. Additionally, continuous training and capacity building are essential to ensure stakeholders remain aligned with evolving technologies and methodologies.

Financial Risks. Long-term financial sustainability requires maintaining and expanding project activities, particularly in land administration and tourism infrastructure. Insufficient government budget allocations after project completion could undermine the impact of CEDP reforms. To mitigate this, reforms should be integrated into national financing frameworks, and partnerships with private sector investors should be explored to ensure continuity.

Social Risks. Initial resistance to land reforms may arise due to cultural beliefs or mistrust of government initiatives. However, evidence of growing acceptance—such as increased uptake of systematic land adjudication and certification and rising use of UgNLIS services—indicates positive momentum. Continued community engagement and sensitization will be vital to sustaining trust and ensuring widespread adoption.

Economic Risks. Reduced financial support from government or donors could stall progress in land administration and tourism development. External shocks—including pandemics, geopolitical instability, economic downturns, and climate-related events—pose additional risks to Uganda's tourism sector, which relies heavily on international visitors and stable global market conditions. Inflation and fluctuations in global markets may further impact business profitability and competitiveness.

Political Risks. Changes in government priorities or policies could reduce support for CEDP initiatives. Political instability or conflict may disrupt implementation, causing delays and loss of progress. Frequent regulatory changes create uncertainty for businesses, deterring investment and undermining sustainability. Corruption remains a significant risk, as misallocation of resources and lack of accountability can erode public trust and hinder project outcomes.

Environmental Risks. Environmental changes and natural disasters could negatively affect tourism, a critical component of the project. Sustainable management of natural resources is essential to prevent overuse and degradation, which could compromise long-term benefits.

8. Assessment of Bank Performance



a. Quality-at-Entry

Project design was underpinned by sectoral assessments, stakeholder consultations, and lessons from similar projects. A comprehensive sectoral assessment, grounded in Uganda’s national development strategies and analytical studies, identified priority areas for intervention—such as land administration, business registration, tourism, and MSME development. This evidence-based approach ensured strong alignment with national priorities and secured stakeholder support from the outset. Extensive stakeholder consultations were held with government agencies, private sector representatives, and local communities, which revealed key barriers to economic growth, including bureaucratic inefficiencies, limited MSME access to financing, and untapped tourism potential. By identifying these challenges early, the project team designed targeted interventions to address them directly. Lessons from similar projects in the region and globally were incorporated during preparation. Insights from these initiatives helped the team identify best practices and anticipate potential challenges.

The Bank relied on a multidisciplinary team with expertise in tourism, land administration, financial management, procurement, and monitoring and evaluation. This enabled the design of a project addressing key challenges such as limited business registration services, weak land administration, and untapped tourism potential. Drawing on regional and international experience, the team developed a flexible framework to adapt to evolving needs. Key risks—capacity constraints, procurement delays, and land reform challenges—were identified early. Mitigation measures included technical assistance, institutional capacity-building, phased implementation, and strong procurement planning. Early engagement with government agencies ensured readiness, while the Results Framework allowed mid-course adjustments based on progress and stakeholder feedback.

However, there were weaknesses in designing the land component and delays in project approval. During the preparation phase, the land component of the project lacked a fully developed design, resulting in uncertainties regarding its scope and implementation strategy. Moreover, although the Bank approved the project in 2013, the Government of Uganda only granted its approval in 2014, after a delay of one year and two months. This lag coincided with Uganda entering an election period, which diverted governmental attention away from the project. Further compounding the delays were challenges in identifying and recruiting key government personnel, and frequent changes in senior leadership at the Ministry of Lands, Housing and Urban Development (MoLHUD).

Overall, the quality-at-entry was satisfactory. The project launch relied on adequate sector analytics, buy-in by key stakeholders and lessons learned. The Bank team was multidisciplinary and competent, although the design of the land component had shortcomings.

Quality-at-Entry Rating

Satisfactory

b. Quality of supervision

The World Bank supervision was generally effective, but turnover of technical staff during implementation created periodic gaps. While the ICR did not report on the number of supervision missions, eight aide-memoires and 24 Implementation Status and Results Reports (ISRs) were archived, reflecting that the Project team undertook on average two in-person or virtual supervision missions per



calendar year during the period of project implementation. Bank team provided consistent technical and supervisory support throughout the project, particularly during key phases such as restructuring and Additional Financing (AF). The Bank team facilitated timely restructuring in response to emerging challenges, including COVID-19. However, turnover of technical staff during implementation created periodic gaps in continuity, requiring new Bank teams to familiarize themselves with project complexities. The adoption of Disbursement-Linked Indicators (DLIs) under the AF phase added a layer of transaction complexity that posed administrative challenges for the client, especially during early implementation.

While the Bank provided proactive and responsive supervision and contributed to institutional strengthening and sustainable capacity gains, implementation delays persisted. Capacity-building initiatives included training sessions and workshops, complemented by technical assistance to address unforeseen challenges such as the impacts of COVID-19 on tourism and MSME operations. Despite these efforts, delays occurred in legislative reforms and procurement, which affected the pace of implementation. The Bank mitigated these challenges through adaptive management, supporting project adjustments in response to issues like delayed contract signings that limited disbursements. While some delays persisted, the Bank's consistent guidance and capacity-building laid a strong foundation for long-term success, contributing to institutional strengthening and sustainable capacity gains.

The World Bank's supervision demonstrated a strong commitment to results and transparency through the Implementation Status and Results Reports (ISRs) and Aide-memoires. The Bank team consistently provided objective assessments of project progress, identifying implementation challenges and recommending corrective actions. When necessary, the Implementation Progress (IP) rating was downgraded to reflect emerging risks, ensuring that both the government and stakeholders remained informed of critical issues requiring attention. This candid approach enabled timely interventions, helping the project maintain steady progress toward its development objectives.

In all, World Bank performance during supervision was satisfactory, based on consistent technical and supervisory support, proactive and responsive supervision and contributed to institutional strengthening, commitment to results and transparency.

Quality of Supervision Rating

Satisfactory

Overall Bank Performance Rating

Satisfactory

9. M&E Design, Implementation, & Utilization

a. M&E Design

The project's Monitoring and Evaluation (M&E) function was consistent with the theory of change outlined under Section 4. It featured clear baselines, annual and end-of-project targets, and measurable indicators across core areas: land administration, business registration, tourism, and MSME development. The system integrated national data sources such as Uganda Bureau of Statistics (UBOS)



and sector reports and incorporated beneficiary feedback through satisfaction surveys and stakeholder consultations to assess service delivery improvements.

M&E arrangements were overall adequate. A dedicated M&E team within PSFU managed data collection, validation, analysis, and reporting, enabling real-time progress tracking and timely adjustments. The Project Steering Committee, chaired by the Permanent Secretary of the Ministry of Finance, Planning and Economic Development (MoFPED), provided strategic oversight throughout implementation. The Committee was meeting regularly for quality assurance and alignment with agreed objectives. Environmental and social safeguards were systematically monitored by designated officers, particularly in land and tourism interventions, ensuring compliance throughout implementation.

The RF had an unnecessarily elevated number of PDO and intermediate indicators. The list of indicators could have been shortened to facilitate monitoring. The multiple restructurings did not correct that weakness, and the ICR had difficulties to correctly use the RFs in the efficacy assessment of the project performance.

b. M&E Implementation

Monitoring and Evaluation (M&E) played a pivotal role in tracking project progress and adapting to emerging challenges, notably during the COVID-19 pandemic. The M&E team quickly adjusted data collection methods to maintain continuous oversight while complying with pandemic-related restrictions. Virtual data collection and remote progress assessments replaced in-person evaluations where necessary, ensuring uninterrupted monitoring despite lockdowns. Furthermore, Gender Equality Monitoring (GEM) was integrated to capture gender-disaggregated impacts across key project components—particularly in land administration, business registration, and MSME support—promoting inclusivity and equity in project outcomes.

Regular progress report was instrumental in identifying areas most affected by the pandemic, such as tourism and small business operations, enabling timely adjustments. For instance, MSME support was adapted to address economic hardships by reallocating resources toward digital skills training and financial resilience programs. The M&E system remained highly responsive by actively incorporating beneficiary feedback, leveraging national data sources, including UBOS and sector reports. These measures ensured that the project-maintained momentum and achieved key outcomes despite unprecedented challenges.

The June 2018 Medium-Term Review underpinned the 2020 Restructuring. While the ICR did not discuss the MTR phase, the MTR's findings, recommendations, and follow-up actions provided significant information which underpinned the AF and subsequent restructurings. However, the four restructurings and associated RFs reflected difficulties of the M&E function. For instance, with the extended project implementation timelines, several original and revised PDO indicators and targets became obsolete and had to be changed.

c. M&E Utilization

Data from the M&E system informed key decisions, including: (i) scaling up training in land administration and tourism, (ii) tailoring MSME support based on beneficiary feedback, and (iii)



revising timelines and priorities in response to legislative delays. Beneficiary feedback, collected through satisfaction surveys and community assessments, ensured interventions remained responsive to target group needs. This participatory approach strengthened the project's effectiveness in reducing poverty and fostering economic resilience. By embedding M&E within the institutional framework, the project promoted transparency, accountability, and continuous learning. This structured design enhanced adaptability to challenges and opportunities while consistently tracking progress toward improving Uganda's business environment and economic development.

Overall, the project's Monitoring and Evaluation (M&E) function played a pivotal role in guiding implementation, enabling timely adjustments and informed decision-making. Regular quarterly and annual progress reports provided real-time insights, allowing the team to respond to emerging challenges and reallocate resources effectively. However, the multiple restructurings reflected shortcomings in the design of activities and the extended period of project implementation.

M&E Quality Rating

Substantial

10. Other Issues

a. Safeguards

Environmental Safeguard Compliance: The project was classified as a Category B project, since it involved activities with limited readily predictable adverse environmental impacts that were short-term, site-specific, and could be adequately avoided, mitigated, or managed. The project triggered three environmental safeguard policies as follows: (i) Environmental Assessment (OP 4.01); Pest Management (4.09); and Physical Cultural Resources (OP 4.11). Safeguard policies were integrated into project design through an Environmental and Social Management Framework (ESMF), which guided environmental and social assessments and Environmental and Social Management Plans (ESMP) preparation. While performance was mostly Moderately Satisfactory, ratings declined to Moderately Unsatisfactory near project close due to inadequate ESMP training and implementation during SLAAC activities.

The project mitigated site-specific E&S risks through ESMF-based screening, site-specific ESIA's, and ESMPs, supported by NEMA approvals and CESMP compliance monitoring. Despite strong safeguards integration, one fatality occurred under the tourism component, prompting a corrective action plan. Remaining activities were incorporated into a post-closure action plan.

Social Safeguard Compliance: Social safeguard risks were moderate for most of the project but escalated to high in the final year due to ESMP delays, grievance backlogs, and staffing gaps. The project responded with corrective action plans and prioritized inclusion through targeted support for vulnerable groups and an operational GRM to enhance accountability. The project established grievance redress mechanisms under MoTWA and MoLHUD to ensure timely resolution of issues related to land, tourism, and infrastructure, fostering transparency and trust. However, 532 land-related grievances remained unresolved at closure, prompting MoLHUD to develop a post-project action plan.



Overall, social and environmental compliance had shortcomings at the time of project closure. Consequently, the World Bank project team ensured that a post-project action plan be prepared to address the pending safeguards compliance issues.

b. Fiduciary Compliance

Financial Management (FM): The project maintained sound fiduciary compliance throughout implementation, with timely annual work plans, budget approvals, and Interim Financial Reports (IFRs) that consistently met World Bank standards. Final audit reports were unqualified, and while PSFU regularly submitted internal audit reports, those from MoLHUD remained pending—though no accountability issues were identified.

Procurement: Procurement followed World Bank guidelines, ensuring compliance and transparency. Despite capacity-building efforts, delays in civil works and late contract signing—especially for major activities—affected implementation. Nonetheless, most contracts were completed, enabling delivery of core results. Initially, procurement was managed by MoFPED and the PIU, following a capacity assessment that identified key risks and led to targeted mitigation measures and training. Procurement plans were updated regularly, and standardized bidding documents and RFPs were introduced mid-project.

While training and transparency strengthened the procurement function, the project faced significant challenges in contract management, including delays in civil works, contract negotiations, and conclusion. Despite these constraints, the procurement framework enabled successful contracting of most activities and delivery of key results in land, tourism, and institutional capacity building.

c. Unintended impacts (Positive or Negative)

Increased revenue generation. Although revenue generation was not an explicit project objective, the Uganda National Land Information System (UgNLIS) generated over US\$75 million from land transactions between 2019 and 2024. This achievement fully offset upgrade costs and demonstrated financial sustainability. The Uganda Registration Services Bureau (URSB) increased its annual income from US\$2 million to US\$15 million, resulting in a cumulative increase of US\$570 million between 2012 and 2020. Similarly, annual land-related revenue grew from US\$13 million to US\$30 million, with a cumulative increase of US\$230 million over the same period. These gains highlight the strong financial impact of institutional reforms and improved service delivery.

Climate Co-Benefits: The project fostered greater environmental awareness and conservation. Local communities engaged in eco-tourism activities began adopting sustainable practices to protect natural surroundings, benefiting biodiversity and strengthening ecosystems. These efforts demonstrate how tourism development can align with environmental stewardship. The project also integrated climate-conscious measures into its design, delivering tangible environmental benefits. Key interventions included rainwater harvesting systems in all constructed buildings, enabling rooftop water collection and storage in underground or above-ground tanks to reduce reliance on traditional water sources and promote conservation. Additionally, solar lighting systems were installed, lowering the carbon footprint while



providing a sustainable and renewable energy source. For structures located within wildlife habitats, the project adopted environmentally sensitive construction practices to minimize ecological disruption.

d. Other

The ICR did not report any other impacts.

11. Ratings

Ratings	ICR	IEG	Reason for Disagreements/Comment
Outcome	Satisfactory	Satisfactory	
Bank Performance	Satisfactory	Satisfactory	
Quality of M&E	Substantial	Substantial	
Quality of ICR	---	Modest	

12. Lessons

The ICR identified several findings, recommendations and lessons discussed on pages 33-35. This review has identified five lessons which are rephrased below.

Benchmarking against international standards can contribute to calibrating reform ambition, incentivizing institutional performance, and credibly demonstrating results. The Project's success in reducing the time and cost of land registration illustrates this principle. According to the *Doing Business 2020* report, registering property in Sub-Saharan Africa averaged 51.6 days and cost 7.2% of the property value. By project close, Uganda had reduced transaction time to 11 days and costs to approximately 3% of property value, as documented in the 2024 Results Framework. These achievements, enabled by digitized records, streamlined workflows, and enhanced transparency, underscore the strategic value of global benchmarking in shaping reform trajectories, sustaining momentum, and achieving results.

Reinforcing institutional coordination and system integration can help in managing complexity. Managing complexity in multicomponent projects requires strong coordination and strategic integration of interdependent components. This project demonstrated this by linking land tenure security to tourism development—where clarifying property rights and establishing transparent governance rules were essential for enabling land acquisition for tourism investments. Key challenges included overlapping mandates, uneven readiness among agencies, and the absence of unified systems for data sharing and monitoring. Future complex operations should prioritize upfront agreements on institutional roles, deploy shared digital platforms or interfaces, and establish joint accountability frameworks to enhance coherence, efficiency, interoperability, and learning across components.



Upfront planning may facilitate parcel demarcation and title Issuance. One of the key challenges in the Systematic Land Adjudication and Certification program was the gap between demarcated parcels and issued titles, driven by delayed feasibility studies, underestimated follow-up logistics, and limited district-level capacity. A stronger project design needs to anticipate these bottlenecks by frontloading feasibility assessments, clarifying regulatory procedures for mass titling, and securing dedicated operational funding for issuance. These design-level improvements are critical for future land formalization efforts to ensure that physical demarcation translates into secure tenure.

Legal and Institutional readiness can help to successful achievement of digital reforms. The Project experience demonstrates that digital transformation in land administration must be properly sequenced and legally enabled. The Uganda National Land Information System was initially designed and piloted under the parent project, offering real-time search functionality and public access features. Under the Additional Financing (AF), these capabilities were scaled up through expanded digitization, decentralized service delivery, and increased user uptake. However, full end-to-end digitalization remained incomplete due to the absence of a statutory framework for electronic signatures, which continued to require physical title printing. This experience underscores that foundational digitization must be followed by enabling legislation, institutional capacity building, and performance incentives to realize the full benefits of digital reform.

Strengthening the M&E system and indicator design can improve results tracking. The project experience highlights the need to establish a robust M&E framework from the outset, with indicators that are realistic, time-bound, and clearly linked to project outcomes. Weaknesses in indicator definitions—particularly regarding the timing of land registration and disaggregation of tourism beneficiaries—limited the ability to track performance and demonstrate results. A stronger M&E framework would have ensured clearer attribution, supported adaptive management, and improved accountability and build institutional capacity for routine data collection and use.

13. Assessment Recommended?

No

14. Comments on Quality of ICR

The ICR is comprehensive, results-oriented and supported by evidence which is sufficiently documented. Key strengths of the ICR include (i) a thorough storyline covering the project design and implementation, as well as expected and unintended impacts, and (ii) the identification of several actionable lessons and recommendations. However, the ICR had some shortcomings including the following: (i) the internal consistency among and within chapters was weak, particularly regarding the efficacy and efficiency chapters, and the Annex 1, (ii) the efficacy assessment did not include an adequate split assessment of the project efficacy, despite a change in the PDO and in the PDO indicators and targets four times, and (iii) the ICR main text (35 pages) is more than double the OPCS guidelines of 15 pages. Overall, the quality of the ICR is rated as Modest.



a. Quality of ICR Rating
Modest