



THE REPUBLIC OF UGANDA

**MINISTRY OF INFORMATION AND
COMMUNICATIONS TECHNOLOGY AND NATIONAL
GUIDANCE**

**DRAFT NATIONAL POSTCODE AND ADDRESSING SYSTEM
POLICY 2017**

MARCH 2017

FOREWORD

This century is witnessing a fundamental change in our way of life; for the first time in history, half of the world's population lives in towns and cities. Urban areas are growing faster in developing countries, mostly through informal settlements; it is the responsibility of Governments to ensure that nobody is left behind in this new urban era. Governments must support urban development through all possible means in order to guarantee adequate living conditions and poverty reduction.

Urban development, economic growth and the provision of basic services are inextricably linked to the existence of sound ICT driven Postcode and addressing infrastructure, in urban and rural areas alike. As a matter of fact, addresses appear to be a key element in aiding the delivery of policies at national and international levels in support of the Millennium Development Goals (MDGs), particularly with regard to governance, rule of law, poverty reduction, disease prevention and the provision of basic services such as electricity, sanitation and water.

Uganda has responded to the Millennium Development Goals through the country's broad national development goals like through the Uganda Vision 2040 which identifies ICT, among others as an industry with enormous opportunities that can be exploited to transform the economy and people's lives through job creation, accelerated economic growth and significantly increased productivity. With the World changing priorities there is now need for Uganda to respond to the new Sustainable Development Goals (SDGS) whose main aim is to address the root causes of poverty and the universal need for development that works for all people.

The National Postcode and Addressing Policy 2017 enlists a number of interventions, which, if funded and implemented, can improve on people's

lives in Uganda and bring about drastic and rapid change in the economy. The Policy elaborates on the required actions in areas of development of an enabling Policy, Legal and Regulatory Framework; national rollout of Postcode and addressing system infrastructure; human resource capacity development; innovation; and national participation in development of Postcode and addressing systems for the country.

The Government is committed to translating the Policy objectives into action. To this end, priority programs will be established for the Government to take the lead in adopting a Postcode and Addressing System within the framework of the country's development framework and the Universal Postal Union regulations.

By adopting National Postcode and Addressing Policy 2016 Government is renewing its commitment to achieve Vision 2040 and the SDGs to make Uganda a poverty free country.

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ABBREVIATIONS

EAPTC	East African Posts and Telecommunications Corporation
GIS	Geographic Information System
ICT	Information and Communications Technology
KCCA	Kampala City Council Authority
LG	Local Government
MDGs	Millennium Development Goals
MoFPED	Ministry of Finance, Planning and Economic Development
MoICT&NG	Ministry of Information and Communications Technology and National Guidance
PPP	Public Private Partnerships
PAPU	Pan African Postal Union
PEST	Political Economic Social Technological
PWD	People With Disabilities
SDGs	Sustainable Development Goals
SIP	Sector Investment Plan
SWOT	Strengths Weaknesses Opportunities Threats
UPL	Uganda Post Ltd
UPTC	Uganda Posts and Telecommunications Corporation
UPU	Universal Postal Union

EXECUTIVE SUMMARY

Today, an address is considered part of a person's identity. According to the United Nations Development Programme's Commission on the Legal Empowerment of the Poor, 4 billion people are excluded from the rule of law because they do not have a legal identity. This lack of identity is often a barrier to the enjoyment of their rights as citizens. Setting up a Postcode and addressing infrastructure is one step towards tackling this issue.

Since the launch of the "Addressing the world – An address for everyone" initiative in 2009 by the UPU, there have been a series of international activities to raise awareness of the value of address infrastructure as a key infrastructure of countries. These activities demonstrated unequivocally that it is almost impossible for individuals to be part of society without a legal identity, and that establishing such an identity often depends on having an official address. They also stressed that urban development, economic growth and the provision of basic services are inextricably linked to the existence of sound address infrastructure, in urban and rural areas alike. Addresses are a key element in aiding the delivery of policies at national and international levels in support of the Millennium Development Goals (MDGs), particularly with regard to governance, rule of law, poverty reduction, disease prevention and the provision of basic services such as electricity, sanitation and water.

Aware of the importance of addresses as highlighted above, the National Postcode and Addressing System Policy has been developed to guide in development of a Robust Postcode and addressing System. It should be noted that the different components of the System fall under several sectors and different mandates in Government; this policy also aims at creating working synergies and harmonizing human and material resources from the different sectors.

The guiding principles for Policy include: Provision of an address for all; Promotion of collaboration between all stakeholders; Promotion of Public Private Partnerships; Promotion of environmental protection; Promotion of policy synergies; and Ensuring mainstreaming of gender, needs of persons with disabilities and other marginalized groups; among others.

The contents of the policy are structured in a number of chapters as shown below:

Chapter One is an Introduction. It highlights the importance of a quality Postcode and Addressing System as part of the socio-economic infrastructure of a country. It further expounds on how the system contributes not only to improving the efficiency and quality of public services, but also to facilitating business, trade activities and, consequently national development. In this chapter there is also a justification of the Policy to Government, Business and the people. The chapter concludes with a situational analysis using SWOT and PEST methodologies.

Chapter Two states the Vision, Mission and guiding principles of the Policy. It also mentions the broad policy objectives and proposes strategies to be used in achieving the broad objectives.

Chapter Three is the implementation framework. It states and defines the roles, responsibilities and functions of all stakeholders both public and private in implementation of this policy.

Chapter Four is the Legal Framework. The chapter states the pertinent issues needing legal intervention. It also analyses the existing legal framework and goes ahead to make proposed changes in the existing legal framework.

Chapter five is about monitoring and evaluation. It explains the three methodologies that will be used to monitor and evaluate implementation of the Policy; these include: Assessment of impact; Monitoring and assessment of outputs; and Monitoring and assessment of Implementation.

The Ministry of Information and Communications Technology shall monitor and evaluate the Policy together with other relevant stakeholders as mentioned in the implementation framework of the Policy. The Office of the Prime Minister shall also play its Constitutional role of monitoring and evaluation of the implementation of this Policy.

Lastly, the policy contains an Appendix. The Appendix illustrates the monitoring and evaluation framework and financial implications of the Policy.

CHAPTER 1: INTRODUCTION

1.0 Background

The establishment of a quality Postcode and Addressing System is an essential part of the socio-economic infrastructure of countries, which contributes not only to improving the efficiency and quality of public services, but also to facilitating business and trade activities and, consequently, national development.

Identifying and addressing individuals the world over has moved from the Post Office to a physical location of the addressee. This applies to mail, parcels, or any other deliverable. The migration to physical location has enhanced the ability of Governments, commercial entities, utility and emergency service providers to identify and tailor messages in the most suitable form to reach the intended persons.

The Universal Postal Union in keeping with its mission, which is to develop social, cultural and commercial communication between peoples of the world, is working with its member countries to develop and to improve National Addressing and Postcode systems around the world, and more specifically in developing countries.

In most industrialized countries, addresses are physical, electronic or postal, and they are used to communicate, virtually or physically. Just like roads, running water, physical addresses are considered a given in developed countries. On the other hand, in many developing countries physical addresses do not exist outside the centre of major Cities.

It is for the above reality that the Ministry of Information and Communications Technology in collaboration with Uganda Communications

Commission and Uganda Post Ltd has initiated the adoption of Postcodes and for the country.

To implement a Postcode system in Uganda it was agreed that the project approach be used starting with a pilot project that would be used as a learning phase before rolling out to the rest of the country. Entebbe Municipality was chosen as the Pilot area and as such the project was initiated there. One of the lessons learnt in the Pilot project was that there was need for an enabling Policy, legal and regulatory framework to support national rollout of Postcode and Addressing systems.

1.1 Justification for the Policy

Throughout the world, it has been accepted that a National Postcode and Addressing system is an essential tool for facilitating socio-economic development. The system is beneficial to Governments, business and the people as follows:

1.1.1 Governments

- a) Facilitates planning and implementation of public policies and services;
- b) Facilitates fight against national disasters like fires and diseases;
- c) Reinforces national and international security;
- d) Makes collection of taxes and licenses more efficient and effective; and
- e) Essential for functioning of emergency services.

1.1.2 Businesses

- a) Facilitates easy access to clients for services providers like utility companies and hospitals;
- b) Facilitates marketing and development of new products;
- c) Enables development of data bases for customer management; and
- d) Facilitates delivery of products ordered online.

1.1.3 People

- a) Provides platform for formal recognition as members in their communities;
- b) Provides easy access to social, emergency and security services; and
- c) Facilitates home delivery of products sold nationally and internationally.

To fully enjoy the above benefits the Postcode and Addressing System brings there is need for a robust enabling Policy, Legal and regulatory framework to guide its rollout and management. The framework will also provide for how stakeholders will work together to achieve a fully-fledged and functional National Postcode and Addressing System.

1.2 Situational Analysis

To determine the situation analysis, the SWOT analysis technique was used to analyse the current State of the Postal sub-sector, ICT sector in general and other sectors affected by the Policy. The SWOT technique analyses the Strengths, Weaknesses, Opportunities and Threats.

1.2.1 SWOT Analysis

1.2.1.1 Strengths

The key strengths in the Ugandan environment in general and the ICT sector in particular have been identified as follows:

- i) Strong political will to support development:*** Uganda has strong development plans as enshrined in the Uganda Vision 2040 and the National Development Plan (NDP). These plans, among others recognize ICT as a pinnacle for socio-economic transformation and development as well as a channel for improving efficiency and effectiveness in service delivery. The Ministry has also developed a five year Sector Invest plan which recognizes Postcode and Addressing System infrastructure as a pillar which can support Government,

businesses and people in bring about socio-economic transformation in Uganda.

ii) Availability of prerequisite legal and regulatory framework: The prerequisite policy, legal and regulatory framework is in place to facilitate private sector activity and investment. The Government also recognizes the value of research and innovation in the development ecosystem. To this end, a National Science and Technology Innovation (STI) Policy was developed to guide the STI agenda.

iii) A conducive ICT governance environment in place: It comprises both a well elaborate ICT institutional set up, specifically the postal subsector with a fairly clear articulation of the roles and responsibilities of key actors, as well as a favourable policy, legal and regulatory environment for private sector participation and investment in the sector.

iv) Liberalisation of the Postal Industry

The postal industry shall be one of the major beneficiaries of the new Postcode and Addressing System. The opening up of the postal subsector to competition started in 1987 when UPTC licensed DHL and other similar companies to carry out courier services. Thereafter, the Government's policy of liberalisation led to the enactment of the Uganda Communications Act of 1997. The Uganda Communications Act 1997 provided for restructuring the communications industry in Uganda and also, among others, the liberalisation and introduction of competition in the industry. Uganda Post Ltd (UPL) was subsequently incorporated in March 1998 as a limited liability Company that now holds a Major Operator's license. With a fully liberalized Postal sector consisting of both public and private players, there will be great and immediate use of the new system.

v) Entebbe Pilot Project

In March 2008 the Universal Postal Union (UPU) carried out a study on the feasibility of deployment of Postcodes in Uganda. The report from the study made several recommendations and subsequently, a

pilot project has been implemented in Entebbe Municipality in collaboration with Ministry of Local Government, Ministry of Lands, Housing and Urban Development; Uganda Communications Commission; Uganda National Bureau of Standards; Posta Uganda and Entebbe Municipality and achieved the following:

- a) Sensitization of leadership and locals;
- b) Development of Postcode and Addressing Standards;
- c) Development of market strategy for the Postcode and addressing System; and
- d) Installation of road signage and house labels.

This, therefore, implies that the experience gotten from this pilot will be vital in the development of the National Postcode and Addressing System Policy.

vi) Existence of the East African Community Organisation (EACO) and the Northern Corridor Integration Projects (NCIP) Initiative:

The two regional organisations have among other areas prioritised the Postcode and addressing system. This means that with the blessing of our political heads, there lies a bright future for Postcode and addressing system.

1.2.1.2 Weaknesses

- i) Weak Sector Working Group (SWG):*** Going by best practices in other sectors, the ICT-SWG needs to be strengthened in order to provide stewardship for implementation of the ICT-SIP. The SWG has been lacking a common vision and purpose, clear definition of membership terms and conditions, roles and responsibilities of members, as well as articulation of a working calendar. A strong ICT-SWG is a prerequisite for a concerted advocacy and lobby for the rightful share of the sector from the national coffers as well as building strong networking with development partners. At the beginning of this year (2015), the National Postal Working Group (NPWG) was formed but its operations haven't taken off fully because there is no proper working calendar.

ii) Inadequate staffing in the sector: None of the agencies in the sector has had their approved established structures fully operationalized. The overall staffing level for the sector is about 40% (according to the ICT-SIP), and this acute shortage of human resource negatively affects sector performance.

iii) Low capacity to attract and retain highly performing ICT professionals: World over, ICT personnel are highly marketable and attract higher remuneration. Due to non-competitive remuneration especially at the Ministry, the sector continues to grapple with the challenge of attracting and retaining quality staff. Despite continuous placement of advertisement, the Ministry has failed to attract and recruit a certain cadre of public officials. The problem is compounded by high attrition rate of staff leaving the sector for greener pastures elsewhere. There is need to boldly realign the remuneration of the Ministry staff with that of the ICT industry so as to attract, maintain and retain motivated and skilled manpower in the Ministry.

iv) Existence of best practices in remuneration of ICT public employees: Countries such as Kenya pay a discretionary remuneration to Government ICT employees, which is over and above the normal civil service salary. The Uganda public service salary scale for Judges and other categories of staff in the Judiciary is also over and above the normal civil service salary. In addition, under the support to Scientists scheme, scientists including ICT personnel are provided a salary top-up but this has not solved the problem. Drawing from such initiatives, an optimal remuneration for MoICT staff could be adopted.

v) Low Postal Services promotion and public awareness: Whereas the policies, laws regulations and standards have been put in place, in most cases, public awareness about them is hardly done due to inadequate resources yet this would automatically lead to their adoption and usage. Therefore a concerted Postal services promotion and awareness creation effort to create demand would go a long way to improve the situation.

1.2.1.3 Opportunities

i) The existence of legal frameworks that enable addressing. These include among others:

- a) Kampala City Council Authority Act, 2011;
- b) Roads Act, Cap 358;
- c) Building Control Act, 2013;
- d) The Penal Code Act, Cap 120; and
- e) **The Registration of Persons Act, 2015**

1.2.1.4 Threats

i) Vandalism and theft of ICT infrastructure and installations: this is largely due to weak enforcement of laws and regulations, and to some extent a weak governing infrastructure.

ii) Ineffective National Postal Working Group: Despite the fact that the NPWG was formed at the beginning of 2015, its operation has not been effective. This has largely been due to the absence of a working calendar for the group.

CHAPTER 2: THE POLICY

2.0 Introduction

This National Postcode and Addressing System Policy mission, vision and guiding principles are laid in this chapter. The chapter also lays out the Policy objectives, Strategies and targets of the Policy.

2.1 Policy Vision

The Vision of the Policy is “A prosperous and fully addressed Uganda”.

2.2 Policy Mission

The Mission of the Policy is “To develop and rollout a sustainable National Postcode and addressing System to facilitate socio-economic transformation of Uganda”.

2.3 Guiding Principles

To enhance national socio-economic growth and transformation, National Postcode and addressing System Policy shall be guided by the following principles:

- a) Promotion of collaboration between all stakeholders at National and Local Government levels;
- b) Provision of an address for all;
- c) Promotion of Public Private Partnerships for optimal utilization resources;
- d) Support of local participation in national rollout of the Postcode and Addressing System;
- e) Promotion of environmental protection for sustainable socio-economic development;

- f) Promotion of policy synergies between the National Postcode and addressing System Policy and other relevant Policies;
- g) Ensuring mainstreaming of gender, needs of persons with disabilities and other marginalized groups in standardization and rollout of the Postcode and Addressing System; and
- h) Participation and contribution to regional and international initiatives aimed at consolidating Postcode and Addressing Systems both at policy and operational levels.

2.4 Policy Objectives

The objectives of this Policy are to:

- a) Provide a Policy, Legal and Regulatory Framework necessary to support development of a National Postcode and Addressing System for Uganda;
- b) Promote national rollout of Postcode and addressing system infrastructure;
- c) Promote human resource capacity development in Postcode and Addressing Systems;
- d) Promote innovation in an environment created by use of Postcode and addressing systems;
- e) Engage all stakeholders and promote participation in development of Postcode and addressing systems for the country.

2.5 Policy Strategies

Policy objective 1: Provide a Policy, Legal and Regulatory Framework necessary to support development of a National Postcode and Addressing System for Uganda.

Strategies:

- a) Review existing legal framework to provide a conducive environment for national rollout a National Postcode and Addressing System for Uganda;

- b) Harmonize the existing legal framework to the requirements of UPU and PAPU to ensure that Uganda moves in tandem with other countries regionally and internationally;
- c) Develop and Enforce laws that will protect Postcode and addressing infrastructure against destruction and vandalism; and
- d) Develop a framework that harmonises roles and functions Central Government, Local Government and private citizens in rollout of Postcode infrastructure.

Policy objective 2: Promote national rollout of Postcode and addressing system infrastructure.

Strategies:

- a) Create a Geo-mapped database of all properties in the country;
- b) Compel all stakeholders to budget for installation and maintenance of Postcode and Addressing Infrastructure;
- c) Empower the people and law enforcement agencies to protect Postcode and Addressing Infrastructure;
- d) Encourage Public Private Partnerships (PPP) in rollout and utilization of Postcode and Addressing Infrastructure; and
- e) Upgrade existing infrastructure of the National Postal Operator to international standards

Policy objective 3: Promote human resource capacity development in Postcode and Addressing Systems.

Strategies:

- a) Promote and encourage the youth to be the drivers of Postcode and Addressing System through the early integration of Postcode and Addressing System technologies training in the education curricula at post-primary levels;
- b) Encourage companies deploying Postcode and Addressing System technologies to play a significant role in capacity building through internship and industrial training schemes; and

- a) Ensure equal opportunity in Postcode and Addressing System technologies training at all levels taking into consideration special interest groups like Women, Youth and PWDs; and
- b) Continuously sensitize the people about the opportunities the Postcode and Addressing System can bring to their lives.

Policy objective 4: Promote innovation in an environment created by use of Postcode and addressing systems.

Strategies:

- a) Promote and encourage collaboration between Industry and educational Institutes in research and development of products that can benefit from the environment created by the Postcode and addressing system;
- b) Promote the participation of Industry in the development of relevant curricula in educational Institutes;
- c) Promote a framework which protects and respects Intellectual Property Rights; and
- d) Encourage and promote Inter-institution collaboration on a national, regional and global basis in research and development.

Policy objective 5: Engage all stakeholders and promote participation in development of Postcode and addressing systems for the country.

Strategies:

- a) Establish interactive communication channels between all stakeholders where information can be shared in real time;
- b) Put in place champions who can promote the Postcode and Addressing System at political, local and institutional levels; and
- c) Mobilize and sensitize stakeholders about the importance of usage of the Postcode and Addressing System usage of ICT in their day-to-day economic, political and social activities.

CHAPTER 3: IMPLEMENTATION FRAMEWORK

3.0 Introduction

The successful achievement of the National Postcode and Addressing System Policy mission and objectives will depend on an integrated approach during implementation supported by developing strategic synergies and partnerships between the public and private sector as well as the people. This implies that clear definition of the roles, responsibilities and functions of all the stakeholders must be made.

Developing this mutual understanding requires a deliberate and open process of broad-based consultations and participation among all major stakeholders to define their role developing a National Postcode and Addressing for Uganda.

3.1 Institutional Framework

The following institutions are important in creating a favourable and enabling institutional framework that will drive the coordination and implementation of the Policy.

3.1.1 Ministry of Information and Communications Technology

The Ministry of shall be responsible for the overall coordination of formulation, implementation, review, target setting and oversight of all National Postcode and Addressing System Polices, strategies and programmes. Specifically the Ministry shall:

- a) Coordinate the review, development and implementation of relevant laws and standards related to the National Postcode and addressing System and ensure that the standards are in tandem with regional and international best practices;
- b) Spearhead resource mobilisation from Government, Development Partners and other stakeholders for the successful implementation

and sustainability of the National Postcode and addressing System policy;

- c) Providing good leadership and direction to support the implementation especially from local Governments and other stakeholder institutions in National rollout of the National Postcode and addressing system programme;
- d) Harmonizing the National Postcode and addressing System policy with other policies in the sector and other related sectors;
- e) Establishment of a National GIS System and addressing database;
- f) Undertake public awareness at all levels through expos, forums, conferences and other forms of stakeholder consultations.

3.1.2 Uganda Post Limited

Uganda Post Limited (UPL) is the National Postal Operator charged with the responsibility of providing universal postal services nationally through an extensive network of postal delivery outlets down to sub-country level. In implementation of this policy, UPL shall be responsible for the following:

- a) Upgrade equipment in all Post offices to make them compliant with door to door mail delivery;
- b) Management of the National GIS system in collaboration with a strategic partner from the private sector;
- c) Training of postal personnel in postal operations which require door to door mail delivery;
- d) Development and assignment of Postcodes in collaboration with Ministry of Works and Transport to all locations in Uganda up to Ward or Parish level;
- e) Management of Postcode and addressing system database; and
- f) Facilitate the commercial use of postcodes and addresses through appropriate mechanisms.

3.1.3 Uganda Communications Commission

The Uganda Communications Commission (UCC) is an independent organisation established under the Communications Act of 1997. It is

mandated with the responsibility of promoting and regulating communications services in the country. In implementation of this policy, UPL shall be responsible for the following:

- a) Provision of an enabling regulatory framework for the National Postcode and addressing system programme;
- b) Provision of funds for developing core infrastructure (GIS system and databases for National Postcode and addressing system programme; and
- c) Licensing and monitoring of quality of service of postal operators doing door to door mail delivery.

3.1.4 Ministry of Lands, Housing and Urban Development

The Ministry of Lands, Housing and Urban Development the Ministry responsible for all matters concerning lands, housing and urban development. The ministry is also tasked to put in place policies and initiate laws responsible for sustainable land management aimed at promoting sustainable housing for all and fostering orderly urban development in the country.

In regard to the is Policy, the Ministry will be responsible for provision of digital maps for plots surveyed and mapped to facilitate ease and quick update of the GIS system.

3.1.5 Ministry of Local Government

Ministry of Local Government is the Ministry responsible for guidance and overall vision of Government in local Governments. The Ministry oversees the Government structures and operations at local levels in Uganda such that they are harmonized and supported to bring about socio-economic transformation of the whole country.

In implementation of this Policy, the Ministry shall:

- a) Provide for opening and naming of streets and roads and labeling of houses countrywide; and

- b) Ensure ongoing assigning of addresses to new developments in all urban areas and maintenance of street name and address database in the whole country.

3.1.6 Local Governments

Uganda introduced the decentralization policy in 1997 under the Local Government Act of 1997 that has since undergone four amendments. The policy inherently decentralized service delivery institutions and their governance in order to improve access to services for the rural poor. Decentralization has led to creation of local Governments which provide local governance and also provide services previously provided by the Central Government.

In implementation of this Policy, local governments shall be responsible for the following:

- a) Provision of data (Names of property owners, Plot numbers and Street names) and continuously update the GIS system with new and relevant information;
- b) Marking of any newly opened streets and number the new property; and
- c) Maintain street and house signage;
- d) Continuously sensitizing the masses on the benefits of the Addressing system; and
- e) Development and implementation of business models in consultation with other key stakeholder to ensure sustainability of the system.
- f) Provide update of newly allocated addresses to the central database Managed by UPL.

3.1.7 Ministry of Works and Transport

Ministry of Works and Transport is a Government Ministry responsible for planning, development, and maintenance of transport infrastructure and engineering works in the country.

In implementation of this Policy, the Ministry shall be responsible for the following:

- a) Ensuring that there is a provision for road reserves during road construction;
- b) Development of Postcodes in collaboration with relevant stakeholder;
- c) Ensuring that citizens respect the road reserves ; and
- d) Sensitization of the citizens on the importance of road reserves.

3.1.8 Finance, Planning and Economic Development

The Ministry of Finance represents Government as the Shareholder in most Government owned business ventures such as parastatals. The coordination of planning activities as well as resource mobilization and allocation in the country also falls under the same portfolio. Therefore, any efforts aimed at integrating postcode and addressing in national development requires the active participation of the Ministry of Finance and National Planning.

3.1.9 Uganda National Bureau of Standards

The Uganda National Bureau of Standards (UNBS) is a statutory body under the Ministry of Trade, Industry and Co-operatives established by the UNBS Act Cap 327 and became operational in 1989 with the mandate, among others, to formulate and promote the use of Standards. UNBS shall be responsible for the following:

- a) Coordination of the development of any standards relevant to Postcodes and the National Addressing System;
- b) Ensure Technical Standards and other coherent Standards are developed; and
- c) Harmonization of standards at regional and international level.

3.1.10 National Information Technology Authority – Uganda

The National IT Authority (NITA-U) is Government body established by the NITA-U Act 2009 to coordinate, promote, regulate and monitor the development of Information Technology (IT) in the context of social and

economic development of Uganda. In implementation of this policy, NITA-U shall be responsible for the following:

- a) Provision of an enabling IT regulatory framework to support the implementation of the Policy;
- b) Provision of core infrastructure (Government Network and National Data Centre) as a channel for communication, storage and hosting of the national postcode and addressing system services;
- c) Provision of a shared platform over which the national postcode and addressing system shall be arrayed;
- d) Provision of guidance, support and conformance assessment in regard to Information Security for the national postcode and addressing system;
- e) Integration of national postcode and addressing system services with other e-Government services; and
- f) Provision of other IT related technical support to support national postcode and addressing system services.

3.1.11 Parliament

The liberalization of the economy in general and the ICT sector in particular has opened new requirements for transparent and effective legal and regulatory instruments of governance. Therefore, the role of Parliament in the effective implementation of this policy shall include among others:

- a) Enacting appropriate and effective legislations that will create a flexible, dynamic and responsive legal and regulatory system to support the implementation of the Policy;
- b) Creation of legal framework to support the establishment of Policy, coordinating and implementation institutions and the amendment of relevant legislative provisions to facilitate the creation of dynamic regulatory agencies;
- c) Facilitate the allocation and approval of financial resources for implementation of the Policy;

- d) Monitor the effective utilization of financial resources allocated to public sector institutions for the implementation of the Policy; and
- e) Ensuring that good governance principles are applied and adhered to in the implementation of the Policy by public sector institutions.

3.1.12 Cabinet

Cabinet is the highest policy making organ of Government and is therefore responsible for determining, formulating and implementing the policy of Government. Cabinet collectively, and Ministers individually, have a primary duty to ensure that Government policy best serves the public interest.

In this regard, Government shall:

- a) Provide visionary and catalyzing leadership at the highest level of Government to Support the implementation of the Policy
- b) Become the model user of postcode and addressing services as part of an ambitious program to drive improved service delivery;
- c) Develop and implement rolling sector-based Implementation/Action Plans to mainstream the provisions of the policy in National Development Plans and other strategic frameworks;
- d) Mainstream postcode and addressing system programmes and projects in all sectors and ensure that this reflects in the national budget as means of commitment to Government; and
- e) Resource mobilization, especially for programmes targeted to implement this Policy.

3.1.13 Private Sector

The private sector as a key partner to Government is recognized as having a critical role in the process of developing Uganda's economy. The private sector is expected among other things: to serve as the key driver for the development of the economy by providing domestic and foreign investments in Postal services and infrastructure development; and facilitate the mobilization of investments to implement initiatives outlined in this policy.

Other roles envisaged for the private sector include:

- a) Working closely with the Ministry of ICT and relevant stakeholders to develop implementation plans and strategies for private sector and civil society participation in the policy implementation process;
- b) Supporting and participating in innovative and productive ways of establishing a competitive local postal sub-sector industry so as to guarantee Uganda's effective participation in the global economy;
- c) Taking advantage of business opportunities resulting from the implementation of this policy;
- d) Supporting the development of the nation's human resources including promoting private sector investment in education as well as in R&D in relation to this policy; and
- e) Investing in projects related to this policy (especially through PPPs);
- f) Active participation in policy formulation, implementation and review process on an on- going basis.

3.1.14 Media

Uganda today has a vibrant media industry. The media is composed of print, radio, television and most recently the Internet.

In implementation of this Policy, the following is expected of the media:

- a) Report objectively; and
- b) Appreciate that the National Addressing and Postcode project is a national good and give it the attention it calls for.

3.1.15 Academia

Uganda has a wide range of academic institutions teaching various disciplines. The academia shall be responsible for the following:

- a) Developing Uganda's human and technical expertise as well as its scientific and industrial research capacity in Postcodes and Addressing Systems technologies; and
- b) Assuming leadership in testing new technologies and recommending to Government, the private sector and society in general on the appropriate use of the technologies.

3.1.16 The people

Uganda is a country with diverse races and cultures. The people of Uganda shall be responsible for the areas below during the implementation of the Policy:

- a) Respect of road reserves and taking responsibility to register land properties for easy allocation of house numbers;
- b) Working with relevant authorities to facilitate development of well-planned and formal human settlements;
- c) Liaison with relevant authorities to ensure all unnamed roads are named; and
- d) Protection of Postcode and addressing infrastructure.

3.2 Management of the Geographic Information System (GIS)

A National Geographic Information System (GIS) shall be established by the Ministry of ICT and National Guidance. The GIS shall contain the following information among others:

- a) All households in Uganda with details of ownership and occupancy;
- b) Physical and geographic addresses of all households in Uganda;
- c) A postal layer and other relevant layers to serve other sectors like Electricity sector, Water sector, Health sector and security sector; and
- d) Linkages to existing GIS systems in the public and private sectors.

The established GIS shall be managed by UPL and a private sector player through a PPP or any other relevant model. The chosen model should be capable of leveraging the private sector efficiency, capacity, and technical know-how for the delivery of public services.

3.3 Postcode development Framework

Uganda shall adopt a five digit numerical Postcode. The first digit shall represent the zone, the second and third digits shall represent the District, and the third and fourth digits shall represent a Parish, Ward, Sub-Ward or village depending on the administrative structure of the District. The

Postcode zones shall be numbered anti-clockwise from 1 to 8. Kampala shall be Zone 1.

The Ministry of ICT and National Guidance, Uganda Post Ltd and the Ministry of Works and Transport shall develop Postcodes for the entire country. These Postcodes shall be included in the Building Code of the Building Control Act, 2012.

CHAPTER 4: LEGAL FRAMEWORK

4.1 Background

In development of Postcodes and addressing, systems many countries have gone through similar phases. All countries have used a projectized approach which goes through certain phases. The common phases the countries have gone through are: project setup; information gathering; development of addressing standards; mapping; development of Postcodes; actual addressing and numbering; development of GIS solutions; development of IT databank; marketing; and evaluation.

To go through the ten phases successfully there is need for a robust legal and regulatory framework supporting the whole process. The legal and regulatory framework should cover the following pertinent issues:

- a) Compulsory registration of house owners and tenants;
- b) Linking of physical addresses with National Identification information;
- c) National address planning;
- d) Protection of addressing infrastructure in road reserves;
- e) Mandatory use of Postcodes by Government, all service providers and citizens;
- f) Mandatory identification and labeling of building; and
- g) Identification and mandatory naming of roads.

In Uganda there are a number of existing laws relevant to implementation of a robust and a ubiquitous National Postcode and Addressing System. These laws include the following:

- a) Kampala City Council Authority Act, 2011;
- b) Roads Act, Cap 358;
- c) Building Control Act, 2013;

- d) The Penal Code Act, Cap 120; and
- e) **The Registration of Persons Act, 2015.**

The laws individually cover some of the issues needed to be addressed. The matrix below shows an analysis of how the pertinent above issues are catered for in the existing laws.

No.	ISSUES	LAWS				
		Kampala City Council Authority Act, 2011	Roads Act, Cap 358	Building Control Act 2013	The Penal Code Act, Cap 120	The Registration of Persons Act, 2015
1.	Mandatory registration of house owners and tenants	No provisions	No provisions	No provisions	No provisions	Section 54 provides for mandatory registration of citizens
2.	Linking of physical addresses with National Identification information	No provisions	No provisions	No provisions	No provisions	No provisions
3.	National address planning	Section 22. Functions of the Metropolitan Physical Planning Authority, under sub-section 1(b) the Metropolitan Authority shall be responsible for handling and addressing planning issues within the Capital City and the neighbouring districts of Mukono, Mpigi and Wakiso.	No provisions	No provisions	No provisions	No provisions
4.	Protection of addressing infrastructure in road reserves	No provisions	<p>Section 2: Declaration of road reserve: The Minister may by statutory instrument declare an area bounded by imaginary lines parallel to and distant not more than fifty feet from the centre line of any road to be a road reserve.</p> <p>Section 3: Road reserves to be kept clear: Subject to any order which may be made under section 4, no person shall, except with the written permission of the road authority, erect any building or plant any tree or permanent crops within a road reserve.</p>	No provisions	<p>Section 261 General Punishment for theft Any person who steals anything capable of being stolen commits the felony called theft and is liable, unless owing to the circumstances of the theft or the nature of the thing stolen some other punishment is provided, to imprisonment not exceeding ten years.</p> <p>Section 254, Definition of Theft. It describes theft under Sub sections (1) to (6)</p>	No provisions

No.	ISSUES	LAWS				
		Kampala City Council Authority Act, 2011	Roads Act, Cap 358	Building Control Act 2013	The Penal Code Act, Cap 120	The Registration of Persons Act, 2015
5.	Mandatory use of Postcodes by Government, all service providers and citizens	No provisions	No provisions	Section 46. National Building Code, Subsection 2(i) "The National Building Code shall include matters relating to postal code numbering".	No provisions	No provisions
6.	Mandatory Identification and marking of roads	Section 22. Functions of the Metropolitan Physical Planning Authority, under sub-section 7. The Metropolitan Physical Planning Authority shall Identify streets and other public places by assigning names to them and to cause those names to be exhibited on posts or pillars or to be painted or otherwise exhibited on any building or other erection fronting.	No provisions	No provisions	No provisions	No provisions
7.	Mandatory identification and labelling of building	Section 22. Under sub-Section 8. The Metropolitan Physical Planning Authority Number shall identify any buildings fronting on any street or other public place, and cause that identification to be exhibited on the buildings or require the owner of the building, at his or her own expense, to cause that identification to be exhibited on a building.		Section 46. National Building Code, Subsection 2(i) "The National Building Code shall include matters relating to postal code numbering".	No provisions	No provisions

4.2 Analysis

4.2.1 Compulsory registration of house owners and tenants

The Registration of Persons Act, 2015 under section 54 provides for Compulsory registration of Citizens of Uganda resident in or outside Uganda. The Act also provides for registration of alien residents issued with a permit, certificate or pass under the Uganda Citizenship and Immigration Control Act. However the registration only captures the area of residence up to the Parish level. The actual residence of the registered persons is not captured. There is no existing law which compels linking of citizen information to residential information.

Furthermore, there is no law that compels registration of house owners and tenants to register. In some areas in Uganda, the Local Council leadership registers people residing in their areas of jurisdiction. But this is not backed up by any law. There is need for a law compelling residents to register with the authorities.

4.2.2 Linking of physical addresses with National Identification information

The National Identification programme was launched and implemented by Government countrywide. The programme captured the location one resides in up to Parish or Ward level with no provisions for update when one changes location. There is need to have a law which compels the authorities to tag one's address to his identification. This will facilitate provision of services like banking, health and emergency.

Conserving the integrity of the national territory so as to ensure the authority of the government is a pillar of statehood and a fundamental factor in national security. Development cannot occur in a state of constant fear, as robbery, drugs, violence and murder impede the integrity of the state and community life. Data on the spatial organization of territory and an understanding of the composition of the nation, including knowledge of

the population, allows the state to ensure social stability, prepare itself against threats and respond to them.

4.2.3 National address planning

In Uganda address planning is done solely by Local authorities, they do their planning according to local bi-laws and some best practices. Authorities like KCCA do their planning backed up by the KCCA Act. There is need for a law which provides for address planning at a National level. The law should encompass lessons learnt from current addressing systems and also incorporate international and regional best practices.

4.2.4 Protection of addressing infrastructure in road reserves

Physical addressing infrastructure on road reserves and buildings needs to be protected. In Uganda the Roads Act and Penal code provide adequate cover to handle theft or destruction of the infrastructure.

4.2.5 Mandatory use of Postcodes by Government, all service providers and citizens

Section 46 of the Building Control Act gives the Minister responsible for Building to issue a National Building Code. The Building Code also includes development of Postcode numbering. The law is however silent on whether use of the Postcodes shall be mandatory; there is need for the attendant regulations to tackle Postcode numbering in further detail taking into consideration the need to make use of Postcodes mandatory.

4.2.6 Mandatory identification and labelling of buildings

In Uganda, plots and block are used to identify land and buildings. This is however only done in planned urban and planned areas. A functional addressing system needs all areas regardless of location to have an address. In Kampala, the KCCA Act empowers the Metropolitan Physical Planning Authority to identify buildings by assigning names to cause them to be labelled. This Act only covers Kampala, Mpigi and Wakiso. There is need for a Law covered all areas of Uganda.

4.2.7 Mandatory naming and marking of roads

Many roads in Uganda are named, especially in the urban areas. Though many are names, just a handful are marked. In Kampala, the Metropolitan Physical Planning Authority is empowered with identification and labelling of Streets. The KCCA Act which makes these provisions only covers Kampala, Mpigi and Wakiso. There is need for a Law covered all areas of Uganda.

4.3 Conclusion

The analysis above shows that whereas certain pertinent issues are covered by some laws, some are totally not provided for. There is need for a Postcode and Addressing System law to provide for issues not covered and to also strengthen on those already provided for in existing laws.

CHAPTER 5: MONITORING AND EVALUATION

5.1 Introduction

This Policy has been designed to meet all its objectives in five years. As such, a monitoring and evaluation framework has been developed as shown in appendix one to guide in monitoring and evaluation of the Policy. The Policy shall be subjected to short term annual reviews and a long term review at the end of the five year period.

The Ministry of Information and Communications Technology shall monitor and evaluate the Policy together with other relevant stakeholders as mentioned in the implementation framework of the Policy. The Office of the Prime Minister shall also play its Constitutional role of monitoring and evaluation of the implementation of this Policy.

5.2 Methodology

The following three methodologies shall be used to monitor and evaluate implementation of the Policy.

5.2.1 Assessment of impact

Assessment at the impact level should be able to assess the extent to which the Policy has contributed to the social transformation of Ugandans.

5.2.2 Monitoring and assessment of outputs

The monitoring and evaluation framework will track and assess the effectiveness of the Policy by monitoring the progress towards achieving the desired objectives.

5.2.3 Monitoring and assessment of Implementation

The monitoring and evaluation framework will assess the efficiency of implementation of the Policy by checking the following:

- i) Whether the implementation is according to plan; and

ii) Whether there are sufficient human, financial and institutional resources to implement the policy.

APPENDIX 1: MONITORING AND EVALUATION FRAMEWORK

No.	Objectives	Outputs	Baseline	Target	Output Indicators	Data collection method
1.	Provide a Policy, Legal and Regulatory Framework necessary to support development of a National Postcode and Addressing System for Uganda.	Postcode and Addressing Policies developed	0	01	• Number of Policies developed	Quantitative
		Postcode regulations under the Building Control Act developed	0	01	• Postcode regulations developed	Qualitative
		Postcode law developed	0	01	• Postcode law developed	Qualitative
2.	Promote national rollout of Postcode and addressing system infrastructure.	Three Pilot projects rolled out in Eastern, Western and Northern Uganda	01	04	• Number of pilot projects rolled out	Quantitative and qualitative
		Postcodes developed for all Parishes and Wards in Uganda	04	All parishes and wards	• Number of Postcodes developed	Quantitative
		Rollout of country Postcode and addressing infrastructure monitored and evaluated.	0	All districts	• Quality of Postcode and addressing systems developed	Qualitative
3.	Promote human resource capacity development in Postcode and Addressing Systems.	Local leaders at all levels in the country trained in Postcode and addressing systems.	0	All relevant local leaders countrywide	• Number of local leaders trained	Quantitative
		GIS training achieved for all officers responsible for update of National GIS	05	All relevant technical officers countrywide	• Number of technical officers trained	Quantitative
4.	Promote innovation in an environment created by use of Postcode and addressing systems.	Benchmarking with countries with advanced postcode and Addressing systems	04	10	• Number of countries visited	Quantitative
		Forum for incubation of innovations developed	0	04	• Number of innovations developed	Quantitative
		Forum for marketing of new ideas and products developed	0	04	• Number of ideas marketed	Quantitative

No.	Objectives	Outputs	Baseline	Target	Output Indicators	Data collection method
5.	Engage all stakeholders and promote participation in development of Postcode and addressing systems for the country.	Sensitization of local leaders carried out in all four regions of Uganda	Entebbe local leadership trained	All relevant local leaders	• Number of local leaders sensitized	Quantitative
		Sensitization of masses carried out in all four regions of Uganda	Sensitization carried out in Entebbe	All masses in all four regions of Uganda	• Number of people sensitized	Quantitative
		Sensitization of the business community carried out in all four regions of Uganda	0	All relevant business in all regions of Uganda	• Number of businesses sensitized	Quantitative

APPENDIX 2: FINANCIAL IMPLICATIONS

No.	Objectives	Outputs	Activities	Funding agency	Amount (Bn UGX Shs)				
					2016/17	2017/18	2018/19	2019/20	2020/21
1.	Provide a Policy, Legal and Regulatory Framework necessary to support development of a National Postcode and Addressing System for Uganda.	Postcode and Addressing Policies developed	Consultation of stakeholders	GOU	0.4	0.1	0	0	0
			Engagement of consultant	GOU	0.6	0.2	0	0	0
			Dissemination of Policy	GOU	0	0.4	0.4	0	0
		Postcode regulations under the Building Control Act developed	Consultation of stakeholders	GOU	0.1	0	0	0	0
			Participation in development of Regulations	GOU	0.1	0	0	0	0
		Postcode law developed	Consultation of stakeholders	GOU	0.4	0.3	0	0	0
			Engagement of consultant	GOU	0	1.0	0.2	0	0
		2.	Promote national rollout of Postcode and addressing system infrastructure.	Three Pilot projects rolled out in Eastern, Western and Northern Uganda	Baseline study carried out in Northern Uganda	GOU	0.7	0	0
Baseline study carried out in Eastern Uganda	GOU				0.5	0	0	0	0
Baseline study carried out in Western Uganda	GOU				0.6	0	0	0	0
Consultation of stakeholders	GOU				0.4	0.3	0.3	0.3	0.3
Development of GIS systems in the three regions	GOU				0	1.5	0.1	0.1	0.1
Installation of basis road and house signage	GOU and LGs				0	0	6.0	0.9	0.9
Postcodes developed for all Parishes and Wards in Uganda	Acquisition of maps			GOU	0.1	0	0	0	0
Rollout of country Postcode and addressing infrastructure monitored and evaluated.	Development of Postcodes for all parishes and wards			GOU	0.4	0.4	0.4	0.4	0.4

No.	Objectives	Outputs	Activities	Funding agency	Amount (Bn UGX Shs)				
					Year 1	Year 2	Year 3	Year 4	Year 5
3.	Promote human resource capacity development in Postcode and Addressing Systems.	Local leaders at all levels in the country trained in Postcode and addressing systems.	Training of local leaders	GOU and LGs	0.4	0.4	0.4	0.4	0.4
		GIS training achieved for all officers responsible for update of National GIS	Training of officers	GOU and LGs	1.0	0.5	0.5	0.5	0.2
4.	Promote innovation in an environment created by use of Postcode and addressing systems.	Benchmarking with countries with advanced postcode and Addressing systems	Benchmarking with Tanzania	GOU	0.04	0	0	0	0
			Benchmarking with South Africa	GOU	0.06	0	0	0	0
			Benchmarking with India	GOU	0.1	0	0	0	0
		Forum for incubation of innovations developed	Establishment of incubation centre	PPP	0	0	2.0	1.0	0.5
			Monitoring and evaluation of innovations	PPP	0	0	0.1	0.2	0.1
		Forum for marketing of new ideas and products developed	Development of marketing strategy	PPP	0.2	0	0	0	0
Implementation, monitoring and evaluation of marketing strategy	PPP		0	0.4	0.4	0.4	0.4		

No.	Objectives	Outputs	Activities	Funding agency	Amount (Bn UGX Shs)				
					2016/17	2017/18	2018/19	2019/20	2020/21
5.	Engage all stakeholders and promote participation in development of Postcode and addressing systems for the country.	Sensitization of local leaders carried out in all four regions of Uganda	Sensitization of local leaders in Central Uganda	GOU and LGs	0.1	0.1	0.1	0.1	0.1
			Sensitization of local leaders in Northern Uganda	GOU and LGs	0.1	0.1	0.1	0.1	0.1
			Sensitization of local leaders in Eastern Uganda	GOU and LGs	0.1	0.1	0.1	0.1	0.1
			Sensitization of local leaders in Western Uganda	GOU and LGs	0.1	0.1	0.1	0.1	0.1
		Sensitization of masses carried out in all four regions of Uganda	Sensitization of masses in Central Uganda	GOU and LGs	0.2	0.2	0.2	0.2	0.2
			Sensitization of masses in Northern Uganda	GOU and LGs	0.2	0.2	0.2	0.2	0.2
			Sensitization of masses in Eastern Uganda	GOU and LGs	0.2	0.2	0.2	0.2	0.2
			Sensitization of masses in Western Uganda	GOU and LGs	0.2	0.2	0.2	0.2	0.2
		Sensitization of the business community carried out in all four regions of Uganda	Sensitization of the business community in Central Uganda	PPP	0.1	0.1	0.1	0.1	0.1
			Sensitization of the business community in Northern Uganda	PPP	0.1	0.1	0.1	0.1	0.1
			Sensitization of the business community in Eastern Uganda	PPP	0.1	0.1	0.1	0.1	0.1
			Sensitization of the business community in Western Uganda	PPP	0.1	0.1	0.1	0.1	0.1
	Total				7.7	7.1	12.4	5.8	4.9