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COUNT ME IN: THE CASE OF IMPROVING TENURE SECURITY OF SLUM DWELLERS IN PERI-URBAN LUSAKA

**Charity Chinsenda-Kalombo¹, Hellen Nyamweru Ndungu¹, John Gitau¹, Danilo Antonio¹,
Oumar Sylla¹ Moonga Chilanga¹**
Lusaka City Council¹
UN-Habitat (Global Land Tool Network)¹
UN-Habitat Zambia Country Office¹

Presenting: john.gitau@un.org

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Abstract

Like most sub-Saharan countries, unsustainable migration trends in Zambia have led to high population growth in the urban areas without the accompanying improvement in infrastructure for service provision. The urban population in Zambia is mainly concentrated in Lusaka and the Copperbelt Cities of Ndola, Kitwe and Mufulira. In these cities, more than 70 percent of the population lives in unplanned settlements where physical infrastructure and services are either missing or inadequate, and otherwise in poor condition. High population has also created mounting competition for land, both within the urban areas and in the peri-urban areas, especially for urban elites who seek land for suburban residential development.

This paper describes experiences of land tenure security interventions in one of the largest informal settlements in Zambia, and the emerging outcomes. It highlights experiences and lessons learned on the adoption of affordable geo-spatial solutions and participatory approaches in an urban context and within a national regulatory framework in which informal tenure is integrated into a system recognized by public authorities, an approach generally seen as a first step towards the delivery of real property rights.

Key Words: Informal settlements, Informality, tenure security, tenure regularization, occupancy licences



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Count Me In: The Case of Improving Tenure Security of Slum Dwellers in Peri-Urban Lusaka

Zambia is a developing country with relatively vast land resources, measuring 752,618 km² and with a rapidly expanding population. Like most sub-Saharan countries', unsustainable migration trends in Zambia have led to high population growth in the urban areas without the accompanying improvement in infrastructure for service provision. Zambia is experiencing one of the highest levels of urbanization in Africa; the population now stands at 17,730,890 million people (UN DESA 2018), up almost 8 million from 9.9 in 2000. The urban population is mainly concentrated in Lusaka and the Copperbelt Cities of Ndola, Kitwe and Mufulira. In these cities, more than 70 percent of the population lives in unplanned settlements (Zambia National Urban Profile, 2009). Physical infrastructure and services in these informal urban areas are either missing or inadequate, and otherwise in poor condition. The high population has also created mounting competition for land, both within the urban areas and in the peri-urban areas, especially for urban elites who seek land for suburban residential development. Land in the proximity of urban centres is slowly getting converted from residential and subsistence agriculture to industrial and commercial use.

In many developing nations, the continued growth of informal settlements and the intractable problem of providing services such as housing, water, proper sanitation, electricity etc. for the urban poor have sparked renewed interest in upgrading of these informal areas/settlements. Governments, both at the local and national level are increasingly recognising the need to strengthen legal rights for the urban poor to bring them more effectively into the urban economy and ensure better provision basic/primary services. The evolution of property rights and their effect on investment are central issues in the political economy of development. Moreover, the role of the state in codifying and protecting such rights is regarded, in many contemporary and historical discussions, as important to providing the preconditions for economic growth. (Besley,1995). Lack of clear property rights undermines inclusive growth in various ways; it makes the urban poor more vulnerable to land-grabbing, unlawful evictions and corruption in property acquisition. Additionally, tenure informality could also have serious drawbacks by distorting land use and creating a weaker tax base for the government because of unregistered properties.

Land and tenure security are a pre-condition for sustainable urbanization and inclusive prosperity. The current development agenda: The New Urban Agenda (NUA); Sustainable Development Goals (SDGs); Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security (VGGTs), the Framework and Guidelines on



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Land Policy in Africa (F&G), among other global frameworks provide vast opportunities to get involved in improving land governance. Secure access to land and guaranteed property rights are key to improving livelihoods and supporting poverty alleviation. This forms the 2030 Agenda where poverty is recognized as the greatest global challenge and its eradication indispensable for achieving sustainable development. The NUA makes explicit reference to policies aimed at preventing unlawful eviction and supports the multiple forms of land and housing development such recognizing the plurality of tenure types and its regularization. There is also an over-arching emphasis on the integration of informal settlements in urban development in the NUA, as well as a call to recognize of how informal systems work alongside, and within formal systems.

This paper describes experiences of land tenure security interventions in one of the largest informal settlements in Zambia, and the emerging outcomes. It is an attempt to show how rights to land for the urban poor, including women and other vulnerable groups living in informal settlements could be recognized and protected. The paper is founded upon the current practice of governments in developing countries recognising the need to strengthen legal rights for the urban poor to bring them more effectively into the urban economy. It will highlight the experiences and lessons learned on the adoption of affordable geo-spatial solutions and participatory approaches in an urban context and within a national regulatory framework in which informal tenure is integrated into a system recognized by public authorities, an approach generally seen as a first step towards the delivery of real property rights. It will also explore the different stakeholders' interactions and how they relate in slum-upgrading related processes, as well as how the local government authorities attempt to make the different aspirations of the SDGs and other global frameworks, become real to communities, households and individuals, particularly to those who are at risk of falling behind.

Zambia Land Tenure System

Many governments in the developing world are increasingly recognising the need to strengthen legal rights for the urban poor by adapting innovative tenure systems to integrate them more effectively into the urban economy. This dates back as far as the 1970's where attempts by different African governments on tackling slum development problems using piecemeal funding failed to deliver, and to some extent, contribute to the growth of more informal settlements. According to Mayo and Gross, (1987), African governments invested into the 'sites and services' schemes whereby beneficiaries were provided with packages of shelter related services, which ranged from a minimal surveyed plot to an intermediate level of services sites to an upper level of core housing. The World Bank financed a series these schemes in Africa including in Zambia.



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In recent years, greater attention has moved towards property rights and the importance of securing and formalizing them. The logic here as put forth by different land practitioners is that as population growth increases, there is relative scarcity of land, its access becomes more competitive and conflicts over boundaries and rights tend to increase. Thus, the need to formally institutionalize land rights becomes stronger and inevitably, the necessity to better define and document them emerges (Boserup, 1965; Trebilcock and Veel, 2008). A very popular argument in favor of land right formalization is that advanced by Hernando de Soto 2000, in his famous work *The Mystery of Capital: Why Capitalism Triumphs in the West and Fails Everywhere Else*, where he emphasizes that uncertainties in land ownership rob nations of trillions of assets. Soto is of the view that people without property rights are unable to leverage their resources to create wealth, and their assets become “dead capital” which cannot be used to generate income or growth. As such, he underlines property rights in promoting prosperity and identifies channels through which insecure tenure and poorly defined property rights stifle economic development.

Zambia has both customary and leasehold land tenure systems that are recognized in the 1995 Land Act. Most of the country is under customary tenure, covering almost 94% (although this figure is disputed) with the remainder about 6 % -as known officially- being consists of State-owned land under leasehold tenure surrounding urban centres and lines of rail. As mentioned in the foregoing, different scholars and land practitioners argue that since the enactment of the Lands Act in 1995, a considerable amount of customary land has been converted into private leasehold tenure. For example, according to Brown (2005) and Metcalfe (2005) only an estimated 84% of land was held under customary tenure by 2005. A more recent study by Sitko, Chamberlin and Hichaambwa (2015) reveals that only fifty-four percent of Zambia’s land is under customary tenure, far less than the 94% often utilized in land policy documents.

The 1995 Land Act vests all Zambian land in the President. The Lands and Deeds Registry issues certificates of title based on approved cadastral diagram for the period not exceeding 99 years on State land. This land is administered by the Ministry of Lands directly or by councils under delegated powers. Customary land is traditionally administered by the Chiefs, using the customary laws as they apply to different jurisdictions, and is also subject to Zambian laws. Customary tenure can be converted into private leasehold tenure over state land at the election of the holder of the customary tenure. Zambia’s areas that sit at the interface of statutory and customary land tenure systems, face challenges related to the different stakeholders. The country’s dual land tenure system tends to constrain the administration of peri-urban land not only because of the dynamics of this statutory-customary tenure interface, but also because of the high value of these lands which face competition from a range of residential, commercial, and industrial demands. In most cases, peri-urban land in Lusaka is usually under pressure to be converted into statutory leasehold tenure which often creates conflict, and in some cases makes it susceptible to land grabbing because of



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weakly defined property rights. In an effort to address some of these challenges, government has enacted the urban and regional planning act No 3 of 2015 (URP Act, 2015) that provides for joint planning between the local authorities and the chiefs upon a signed agreement

In Zambia, the policy of 'upgrading' selected settlements was first announced by the Zambian Government in its Second National Development Plan (SNDP) in January 1972 after a committee formed in 1971 recommended the upgrading of squatter settlements as opposed to resettlement. This proposal was approved by Government and was incorporated into the Second National Development Plan of 1972, and supported in subsequent government plans since then, currently in the Seventh National Development Plan 2017-2021 under 'reducing inequality'. As stated, informal settlement upgrading will involve legalization of land tenure in squatter areas, and the provision of primary services, such as piped water, sewage disposal, roads, and other facilities. Lack of land tenure security is one of the main constraints to basic service delivery in informal settlements (Water Utility Partnership, 2003).

Lusaka City

Lusaka, the capital city of Zambia has an estimated growing population of 3 million people and has the largest share of urbanization challenges in Zambia. It dominates the country's urban system and accounts for 32 percent of the total urban population in the country with approximately 70 percent of the population living in unplanned settlements. Lusaka experiences typical urban problems associated with developments such as population growth, high levels of urbanization and unemployment and the lack or inadequate provision of services. Landholdings in informal urban settlements are insecure because it is subject to acquisition for planned urban development. To obtain a leasehold interest in an informal settlement on state land, the informal settlement must be regularized and declared by the local authority as an 'improvement area'. There are over thirty-seven (37) unplanned settlements that have been regularized as "Improvement Areas", for upgrading overtime, but the challenges remain enormous.

Lusaka City Council (LCC) is taking comprehensive steps to address slums and informal settlements challenges citywide by regularizing about 37 informal settlements and recognizing them as 'Improvement Areas' under the Housing (Statutory and Improvement Areas) Act of 1972, (now Urban and Regional Planning Act No. 3 of 2015), in readiness for their upgrading. Kanyama settlement is the largest informal settlement in Lusaka and among those prioritized for upgrading under the Citywide Slum Upgrading and Prevention Strategy. The settlement has a population of approximately 143,274 people (Lusaka City Council, 2016) and was declared an improvement area in 1999 which means that it is a recognized settlement and can receive government support, and that occupiers of the plots therein can obtain occupancy licenses.



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Land and GLTN Intervention in Lusaka City

The Land and GLTN Unit's mandate supports and compliments UN-HABITAT's Global Campaign for Secure Tenure which has a focus on advocating change and assisting Member States to introduce innovations which strengthen the tenure security for majority of people. GLTN recognizes that land rights are not restricted solely to registered rights, nor to individual property rights. GLTN and Partners promote the “continuum of land rights”, a concept that makes it possible to recognize, record and administer a variety of appropriate and legitimate land tenure forms to achieve security of tenure for all (Du Plessis, Augustinus, Barry, et. al 2016). GLTN is, inter alia, supporting Lusaka City Council (LCC) in implementing its Slum Upgrading and Prevention Strategy. One of the areas of support is enumeration, mapping and documentation of land tenure rights of the current inhabitants. GLTN is providing technical support to LCC in the mapping of unplanned settlements beginning with Kanyama ward 10 for the purposes of speeding up the process of issuance of occupancy licenses with the aim of improving tenure security of the residents. The occupancy licences are valid for thirty (30) years, as outlined in the Urban and Regional Planning Act (No.3) of 2015. The occupancy licence does not confer title to land but mere occupancy rights to a dwelling or house on a piece of land for a 30-year period, which is renewable.

As part of its efforts in implementing the Slum Upgrading and Prevention Strategy, LCC is undertaking an enumeration and mapping exercise in Kanyama to capture relevant data of the current inhabitants. The resultant information is facilitating the Council in the process of issuance of occupancy licenses to improve tenure for its residents.

As put forth by Gulyani and Connors (2002), familiar policy prescription in [informal settlement] upgrading circles is that security of tenure is critical for successfully integrating slums into the fabric of urban life and facilitating improvements in service delivery. Occupancy licences registration in Kanyama settlement will decentralize land administration to enable efficient and practical land provision mechanism for unplanned settlement residents. Since the city operates a property tax system and rate slum properties to generate revenues for operations and maintenance, the Council aims to document mapped properties and raise income through orderly generated ground rent bills from the regularized informal settlements.

Implementation of STDM in Kanyama Settlement

The intervention in Kanyama settlement aimed to implement the Social Tenure Domain Model (STDM) with the overall goal of improving security of tenure through the registration of



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occupancy licences. STDM is a pro-poor, gender responsive, participatory and affordable land information system for capturing person/s to land relationships cognizant of the land rights continuum. STDM supports all forms of land rights and claims, (formal, intermediate and non-formal). Specific objectives included the following; To strengthen the capacity of Lusaka City Council in mapping and enumeration; to develop a digital map and database for Kanyama settlement; and, to increase access to occupancy licences for the residents of Kanyama ward 10.

The support to occupancy licences for informal settlements project intervention began in March 2017 and completed its first phase in December 2018. The project started with ward 10 in Kanyama with the view of expanding to cover the whole Kanyama settlement.

Methodological Approach

Formal land administration systems in developing countries have often failed to cope with the wide range of land rights that exist under non-formal land tenure arrangements (legal or extra-legal). Informal settlements in large cities particularly are challenged by existing land administration infrastructure which tends to be rigid and which conform to the existing land laws. The deliberate attempt to create/provide instruments that protect and realise rights of persons residing in these settlements is a progressive move towards the debate of spatial and tenure regularization, an area that is gaining increasing significance in most developing nations. The process of regularization however depends on availability of data, both spatial (land, structure, type, location, size etc.) and attribute (household-land tenure relations, ownership status,, occupation etc.). This is where STDM comes in, being a pro-poor, gender responsive, participatory and affordable land information system for capturing person/s to land relationships cognizant of the land rights continuum. STDM supports all forms of land rights and claims, (formal, intermediate and non-formal). It is a socio-technical innovation for enabling action and provides land administration professions and the government with a practical way to solve land administration and management problems by putting principles, policies and legislation into effect that in turn identify and solve some of the key blockages to the delivery of security of tenure for the poor and marginalized.

The STDM implementation team in Kanyama employed the following steps to realize project objectives. These steps are not in any way clear-cut, being a community process; some steps were iterative such as the mobilization of stakeholders to ensure project buy in and collaboration.

Below are the various steps:

1. Formation of the a project core team
2. Assessment of current system and institutional capability of the LCC
3. Capacity development exercise for the LCC
4. Community sensitization and mobilisation
5. Participatory mapping and enumeration



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6. STDM database set up and deployment
7. Issuance of occupancy licenses

Step 1: Formation of the Project Core Team

Project activities began with the formation of core teams, both at the Council and community level. These teams had to get oriented on the project and what it entailed. At LCC level, the core team comprised members from key departments, namely: the department of Housing and Social Services; the department of City Planning; Finance Department; and Legal services department, who would spearhead the project implementation. The Department of Housing and Social Services at the Civic Centre was the coordinating arm of the project from the Council's side. At community level, mobilization and sensitisation exercises were carried out in Kanyama ward 10 by the Lusaka council project lead. Local councillors, Resident Development committees (RDCs) and zonal leaders were made aware of the mapping and enumeration activities that were to take place in Kanyama settlement. The UN-Habitat country office in Zambia played a coordinating role through out the project implementation.

Step 2 : Assessment of current system and institutional capability of the LCC

The assessment was carried out to identify existing inherent capacities, issues and gaps of the LCC. Two main aspects were considered, (i) The current system used by LCC to issue occupancy licenses; this involved examining the processes and procedures used in the delivery of the occupancy licenses from generation to issuance; (ii) Assessing the skills and capacities of the available personnel to deliver the project.

This activity was carried out in close collaboration of the Council's core-team, UN-Habitat Country office and GLTN. Two key outputs from the assessment included: (i) Development of a comprehensive capacity development strategy; (ii) Data collection form design and STDM software configuration and adaptation to the existing system and local context.

Step 3: Capacity development exercise for the LCC

Capacity development of LCC was identified as important in the successful application of STDM. This program activity went beyond training in the use and application of the STDM tool to cover an all rounded training in other GLTN approaches such as the continuum of land rights, fit-for purpose land administration, participatory enumerations among others. Practicals were also carried out to acquire hands on experience on the same. The training was done at two levels; at the LCC and at the community level.



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Step 3.1: STDM training of the Lusaka City Council staff



Photo 1: STDM and Participatory Enumeration training of LCC and community in Kanyama settlement

GLTN in collaboration with the UN-Habitat country office together with LCC organized and conducted a four-day training event in August 2017. A total of 18 participants participated in this training. The overall purpose of the training was to strengthen the capacity of LCC to implement the STDM. The programme provided hands-on practical training on the use and application of STDM and participatory enumeration, including their application in the field. Participants were taken through the complete cycle of designing, collecting, analysing and disseminating information related to occupancy rights in the settlement. Practical lessons on collecting spatial data using handheld GPS machines and enumeration questionnaires were also conducted. The training served to communicate coherent messaging about the STDM tool and process and to steer constructive dialogue on how the STDM can be used to capture rights of people who fall out of the cadaster.

Step 3.2: STDM training of Community Members



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The trained LCC staff in turn trained selected community facilitators in participatory mapping and enumeration. These persons were drawn from the ward development committee who generally provide local leadership in the area. Participatory enumeration questionnaire administration is essentially a socio-economic survey to gather information that includes but not limited to the settlements' history, population, availability and functionality of basic services, and access and ownership of land in the respective settlement.

During the profiling and enumeration training, questions were addressed, including the sub-themes which were discussed in such a way to make the local community understand the significance of collecting particular information. Part of the training was done in vernacular/local languages to create a conducive question-answer environment and to enable the participants understand the tool so as to administer it correctly during the actual exercise. The training also included hand-on practical sessions on how to use of the handheld GPS machines and role play in administering questionnaires, including conducting interviews.

The community team was very eager to make their settlement visible on a map. In an effort to make the community members understand their settlement better, the trainers from LCC asked them to make handdrawn sketch maps showing settlement boundaries, landmarks, existing services such as public toilets, water standpipes, community roads, connection to electricity among others. Using the hand-held GPS machines, community members collected spatial information (geographical points) such as settlement boundaries, land uses, and basic services which information was later downloaded into a computer and onto the STDN platform to produce a detailed map of the area. The digitized map was then juxtaposed to the handdrawn map which helped the team get a visual sense of the digital manipulation of the GPS mapping processes.

Step 4: Community Sensitisation and Mobilisation

Community engagement that included sensitisation and mobilisation was not a one-off activity but a continuous process during implementation and beyond. Two distinguished activities starting with a meeting with local and civic leaders was conducted as an entry point into the community before the community sensitisation and mobilisation at large. Public meeting were used to reach out to as many residents as possible so that any fears and rumours could be dispersed and create a trusting relationship between the Council and the community.

4.1 Community Leaders Meeting

This was one of the initial meetings to be held in which all stakeholders including the UN-Habitat country office Zambia, LCC departmental leaders from the key participating departments attended.



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From the community side, community leaders from Kanyama settlement, the Member of Parliament, the Ward Councillor, Residents Development Committee (RDCs), religious leaders and other influential persons also participated. During this meeting, the project was discussed at length including expected inputs, outputs, outcomes and overall benefits for the residents. The intervention was well received and welcomed with the leaders pledging to support it.

Step 5: Participatory Mapping and Enumeration

This step is a process that is comprised of several sub-steps including; planning and test runs, data collection (mapping, enumeration/profiling), data entry and analysis, and data validation

5.1 Planning and Test-runs

The core team together with the community enumerators planned how the mapping and enumerations would be done on the ground including what teams would cover the different zones. The test run involved the community enumerators conducting the mapping and enumeration exercises for a selected number of households to have a feel of what is expected during the actual activity. The data collected during the mock exercise was then entered onto the STDM platform and gaps therein were identified. The trainers from LCC then conducted a session on how to correct the information to ensure smooth running once the data collection activity begun.

Step 5.2: Data collection in Kanyama Ward 10

Actual data collection commenced after the enhancement training. The community mobilizers divided themselves into three groups. The first group numbered the structures, the second conducted the mapping, and the third administered household enumerations. LCC staff worked hand in hand with the team to ensure the activity was done correctly and to provide guidance where need be, as well as providing clarity to other community members who were curious of the project teams' presence in their locality. To secure the commitment and buy in, community leadership was given the task to spearhead the enumeration process while the local authority had the responsibility of validating and creation of the database. This is in line with the Zambian government's drive to improve good governance, and stakeholder ownership of the development processes. A total of 18,400 records were captured.

Step 5.3: Data Entry and Analysis

The collected information was entered into computers equipped with the STDM software at the Civic Centre. As part of the equipment and devices for the project, 5 computers, 10 handheld GPS machines, 1 ipad and 4 printers were procured at the initial stages of the project and set up at LCC Civic Centre. Project interns sourced from the University of Zambia participated in this exercise,



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guided by the LCC project team, in which data collected using participatory enumeration questionnaires and maps coordinates gathered using the handheld GPS's, were fed into the STDM software. The resultant information was checked by a surveyor from LCC, as well as the GLTN technical personnel to ensure correct analysis.

Step 6: Data Verification/validation

After the analysis, an STDM data base was created from which information was printed for validation. This included Kanyama map which was printed on large sheets to be displayed at the settlement level. Several verification sessions were held over a 14 day-period, in which Kanyama settlement residents were given chance to study the information and point out items they wanted corrected. The data collection team recorded these issues for an organized visit in the area to ascertain the updated details. They would then follow up to revise the records at the data centre. In most cases, these exercises took the form of a door to door visit in which enumerators would capture missing records. The verification period also served to sensitize enumerated community members to pay up the ground rent and licence fees, a pre-condition to getting the occupancy certificates.

Step 6 : STDM Database Set-up and deployment

For this activity, all collected data comprising the spatial data from mapping and the attribute data from the enumeration was cleaned, entered, analysed and properly stored in the data base for use. This aimed at facilitating easy access to by all the departments that are directly involved in the occupancy license delivery, namely City Planning, Housing and Social Services, Legal Services, Finance and Evaluation. With the database properly functional, and the involved departments able to access the required information from one repository, the occupancy license issuance drafting and printing process was made efficient.



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Photo 2: A map of Kanyama settlement

Step 7: Issuance of Occupancy Licenses

The Council planned to issue 2,800 occupancy licences out of the 18,400 households mapped and enumerated by end of 2019. The official template of the Lusaka City Council for occupancy licences was used upon which the STDM generated data was printed. The official template bears the official seal of the local authority. The precondition for the issuance however was for the household to have completed paying the fees comprise the licence fee at USD 32 and monthly ground rent for the property, USD 2.00 accumulated since 1999 when the settlement was regularized. Most of the residents in Kanyama have not been paying the the ground rent fees, a factor that has contributed to the high fee since the ground rent is calculated monthly. To that effect, only 33 residents were able to pay the full amount to access the occupancy licenses.



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Photo 3: Occupancy licences beneficiaries and project stakeholders pose for a photo during the issuance ceremony

The official launch and handover ceremony of the occupancy licenses was held on the 23rd November, 2018 at Twashuka grounds in Kanyama. The auspicious event was officiated by Honourable Miles Bwalya Sampa, Mayor of Lusaka city, who termed the issuance of the occupancy licences as ‘a land mark in Kanyama and in the history of Lusaka City’. This was the first time ever for residents of informal settlements of Lusaka to have received these tenurial documents. Other dignitaries in attendance included: The Chairperson for the Community Development and Social Services Committee; Area Councillor for Kanyama settlement, Director Housing and Social Services; Chairpersons of Council Committees, Heads of Departments at the Lusaka City Council, representatives from the Ministry of Lands and Natural Resources, representatives from UN-Habitat regional and country offices, GLTN Secretariat, and residents of Kanyama, who attended in large numbers. Many beneficiaries expressed their excitement on receiving the occupancy licences. One of the beneficiaries, Mrs. Florence Kawesha said she was grateful to have benefited from this project and shared that she felt so much at ease having the occupancy licence at hand, “I now have a peace of mind knowing that no one can evict me from my property”. Mr. Dopson Dobola, yet another elated resident of Kanyama could not stop emphasizing the importance of the occupancy licence “...now my land or the house that I stay is mine! it is mine! and no one will come and interfere with me in any way”.



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A total of 33 occupancy licences were handed over to qualified households. Those who had completed payment of the ground rent and licence fees.

Lessons and Emerging Outcomes

The implementation of STDM reveals the effectiveness of community-local government collaboration in inclusive land governance and the decentralization in land administration. Arguments for the provision of secure land tenure in informal settlements reveal benefits for both municipalities and residents, some of whose interests' conflict. As enumerated by Gulyani and Connors (2002), these benefits include: (1) property rights to facilitate service delivery, (2) a projected increase in municipal revenue through property taxation, (3) the ability of the owners to sell or rent out their property, live elsewhere, and reap the benefits of an increase in asset value, (4) the motivation of new owners to invest in own housing and property, (5) the provision of land as collateral for the poor, and (6) the provision of incentives for cost recovery and accountability for maintenance.

The support to occupancy licences intervention in Lusaka has been a great achievement especially with the issuance of these tenorial instruments which guarantee security of tenure over their properties for a period of 30 years, which is renewable. Residents of Kanyama ward 10 were issued with tenure documents for the first time in history. Since Kanyama is an improvement area as declared by the government, the benefits of slum upgrading will follow suit i.e. improvement of the roads therein, provision of more basic services etc. Also, the households can use the licences as collateral security to financial institutions while seeking loans and they can also improve their structures as they see fit.

The validated data, now existing in a database created by the LCC is operational and currently being used to check on the qualifying households for the occupancy licences. The data base has since been integrated in the City Council's system on the central server and is being utilized by the different departments involved in the occupancy license delivery chain. A software deployment plan is ongoing to enable access of this database by the different departments. Once deployment is fully attained, it will facilitate an effective and efficient process of issuance of the licenses and enable LCC to clear the backlog to issue licenses to approximately 18,000 households already enumerated in ward 10. GLTN technical personnel are working with LCC personnel to have this work activity accomplished.

The capacity of Lusaka city council at various levels has been enhanced as a result of this project. The nature of the project required strong inter-departmental collaboration and co-ordination, hence four departments namely Housing and Social services, City Planning, Finance and Legal Services



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were directly involved while others were indirectly involved. Though there is still more to be done for inter-departmental collaboration, considerable strides were achieved in the departments working closely together. A huge capacity has been built especially in the project management of participatory community- based project including financial management and reporting. On the same vein, the data base developed and the digital maps produced has generated information that is being used for planning purposes in other areas besides those related to security of tenure. For example the water and sanitation data is being used for planning purposes on water and sanitation interventions in Kanyama, and as a reference to water and sanitation issues in other informal settlements in Lusaka.

Closely related to the above, there is a strong community, inter-departmental (at the LCC) and inter-ministry collaboration and co-ordination as a result of this initiative. Local authorities in this case Ministry of Local Government and Ministry of Lands are interacting on the data accrued from Kanyama and on new projects such as clean and safe water provision to improve lives of the residents therein. Notably, the direct involvement and participation of communities in decision making and implementation through out the project has contributed to increased trust between the Council and the community. Regular interaction between the community and the Council has greatly improved the working relationship and as the such a positive shift on participatory governance.

At the community level, the training of community enumerators and the involvement of community based structures such as Ward Development Committees in the project implementation has enhanced their technical capacity, for instance on GPS machine operation as well as decision making in project planning and implementation. A key lesson is that when trained, informal settlement residents - women, men and youths- can do seemingly technical work such as mapping with measured guidance from professionals.

The project implementation process has facilitated community dialogues which were an essential component of the project implementation as they provided a participatory platform for communities and the local authorities to freely discuss various aspects, not only on the project, but on broader developmental issues which were affecting the residents of Kanyama. Community dialogue forums also provide an opportunity where the procedures of acquiring occupancy licenses are explained.

On increasing security of tenure to residents of Kanyama, thirty three (33) occupancy licenses were issued which has set a precedent to other councils in Zambia. There is great awareness and



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interest among community members in the project area regarding the importance of acquiring these tenurial instruments. Following the process, there is a marked enthusiasm by other city councils such as Livingstone, Ndola, and Chipata and other stakeholders to implement similar programmes in their jurisdictions, towards land rights recognition and the need to improve the land governance system.

In December, 2018, the leadership of the LCC resolved to have the application of STDM scaled-up to all wards of Lusaka city. The project implementation process, as reported by LCC has brought benefits to the local community and stakeholders alike. As a pilot, Kanyama settlement has laid the groundwork for the upgrading Kanyama Ward 10 and the whole Kanyama settlement. Additionally, the relationship between the LCC and local residents has really matured through meaningful dialogue during the course of project implementation.

Conclusion and Way Forward

Whereas the Lands and Registry Act provides for the registration of land and issuance of certificates of title, the prescribed methodology makes it expensive and more difficult for poor and vulnerable groups many of which reside in peri urban areas. Preparing for, and securing occupancy licences has awakened a sense of community purpose to protect them from eviction and uncertainties on the land they live in and to promote the future development Kanyama. This project phase has been a great achievement and has set a precedent in Zambia, with the uptake of STDM being evidenced by several city councils that would like to replicate this process in their jurisdictions. A total of 33 persons were issued with the licences in this phase of implementation. The Lusaka City Council is in the process of issuing more licences in the coming months based on the number of households already mapped and enumerated in Kanyama. The technical team is working on the data gathered from the settlement and is also sensitizing the community in Kanyama to pay up the ground and licence fees. A key challenge to the issuance process is the fee which many residents consider high, and as such a deterrent to acquiring the licences. The council is discussing how to resolve this.

Through a council resolution in December 2018, it was decided that STDM should be scaled up in all informal settlements of Lusaka. As already mentioned, several other city councils are interested in piloting the STDM as a land based revenue and land use planning tool. The project is now on its second phase beginning February 2019. In this phase, project will focus on providing technical support to LCC to issue the licenses for the remaining households already captured in Kanyama Ward 10 and to mobilise resources to scale-up the programme to other informal settlements. In addition, the four other Councils, Ndola, Livingstone, Chipata and Kabwe City Councils will be supported in the implementation of similar programmes in their localities.



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PHOTOS/FIGURES

- Photo 1: STDM and Participatory Enumeration training of LCC and community in Kanyama settlement
- Photo 2: A map of Kanyama settlement drawn from the data collected in the project
- Photo 3: Occupancy licences beneficiaries and project stakeholders pose for a photo during the issuance ceremony