

Policy Paper

Self-financing model for the scaling of customary land services in Uganda

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Imprint

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Table of Content

Imprint I
Table of Content II
Acronyms III
Contributors IV
Executive Summary IV
1 Introduction 5
1.1 Background and Issues 5
1.2 Policy Context 6
1.3 Objective and Purpose 7
2 Legal and Policy framework 7
2.1 Policy Principles 8
2.2 The 1998 Land Act and Land Regulations 2004 9
2.3 Implications 9
3 Practical Evidence 10
3.1 Approach 10
3.2 Key Findings 11
3.3 Main Lessons 12
4 Recommendations 14
4.1 Integration Strategy 14
5 Conclusions 16
References 17
Appendix 18

Acronyms

ADR(M)	Alternative Dispute Resolution (Mechanism)
ALC	Area Land Committee
BMZ	Bundesministerium für wirtschaftliche Zusammenarbeit und Entwicklung
CCO	Certificates of Customary Ownership
CSO	Civil Society Organization
DLB	District Land Board
EUR	Euro
FFP	Fit for Purpose
GDP	Gross Domestic Product
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
GPRLP	Global Programme Responsible Land Policy
MLG	Ministry of Local Government
MLHUD	Ministry of Land, Housing and Urban Development
MZO	Ministerial Zonal Office
NDP	National Development Plan
NLP	National Land Policy
RELAPU	Responsible Land Policy in Uganda Project
UgNLIS	Uganda National Land Information System
UGX	Uganda Shilling

Contributors

The self-financing model in Uganda was designed, tested, and analysed as part of a GIZ workstream "Sustainable financing in customary land registration" under the Global Programme "Responsible Land Policy" (GPRLP) which is part of the German Federal Ministry for Economic Cooperation and Development (BMZ) special initiative. The programme is implemented by Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH. The GPRLP has country modules in Uganda, Ethiopia, Madagascar, Cameroon, Niger, Burkina Faso and Ivory Coast (already closed: Peru, Laos, Benin and Paraguay). Funding for these projects is provided by the BMZ under the "Transformation of agricultural and food systems" priority area. The country module in Uganda is the Responsible Land Policy in Uganda (RELAPU). This paper reflects the perspective and experiences of the GIZ RELAPU team.

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Executive Summary

This paper presents the pilot experiences with a contributory model to customary land registration in Northern Uganda and discusses the potentials, challenges, and recommendations for further scaling up. The pilot was implemented between November 2021 - February 2023 in Bululu sub-country – and is continuously backstopped and monitored by the GIZ implemented "Responsible Land Policy in Uganda "(RELAPU)" project. The so-called "Bululu self-financing pilot" is built on prior project experience in "Fit for Purpose" (FFP) land demarcation and registration of customary land in rural settings. German Cooperation in Uganda supports the Ministry of Land, Housing and Urban Development (MLHUD) and the decentralized land offices since 2016/17 in the implementation of the National Land Policy with a particular focus on smallholders and vulnerable groups in rural settings.

After a successful pilot phase, Bululu became the reference case for scaling of the model in slightly different contexts and served as the basis for the sustainability strategy of the project, transitioning project-based customary land registration towards a sub-county led self-financing approach in exit areas. With this, the paper also provides a comparative analysis of success factors and barriers to the adoption of sustainable financing of land registration and administration – based on the different points of departure - as observed in the five districts of Amolatar, Dokolo, Kapelebyong, Kalaki and Soroti in Northern Uganda since 2023.

1 Introduction

The Republic of Uganda, located in Eastern Africa, is a landlocked country occupying a total area of 241 550 km², of which 18 % is open inland waters and wetlands, and 37.8 % is arable land. With a population of approximately 48 million people, Uganda is endowed with significant natural resources, including ample fertile land, regular rainfall and mineral deposits. The Agricultural sector continues to be the most important sector in Uganda; it employs approximately 72% of the population and contributes about 24.1% to the GDP. Despite its potential, about 80% of land in Uganda that is customarily owned is not registered, giving a lot of uncertainty to the communities that rely on it as a source of livelihood.

The Constitution of Uganda 1995 vests land in the citizens of Uganda with rights to own the same under the four land tenure systems. The Land Act, 1998 as amended lays a foundation and operationalises the land ownership, land administration and institutional framework for management of land resource in Uganda. While urban freehold and leasehold titles are mostly registered, for systematic customary land registration little standardization is yet in place.

The MLHUD has a shared mandate for the provision of decentralized (land) services with the Ministry of Local Government (MLG), who oversees the decentralized administrative levels. While on the one hand Government of Uganda has the intention to increase (land-based) own source revenue, MLHUD and MLG lack the operational funds to provide land services at a large scale in rural areas, often accounting for customary land ownership.

Initial pilots on securing customary land tenure have led to the definition of a feasible workflow for the generation of certificates of customary ownership (CCO), but also highlighted the need for further administrative reforms and digitalization to account for state-of-the-art know-how.

This paper analyses the significance of the self -financing model in enhancing tenure security as a sustainable model, highlighting potential benefits and challenges to land registration in Uganda.

1.1 Background and Issues

In Uganda, the MLHUD has set the (legal) foundation for the land sector with the Land act in 1998 and its amendment in 2010, as well as with the National Land Policy (2013). These laws and policies establish the regulatory framework for land tenure, ownership, and administration and introduced key institutions to oversee land-related matters at the national and district levels (see Annex 1). In Uganda, four parallel land tenure systems exist: freehold, leasehold, Mailo and customary tenures. While urban freehold and leasehold titles are mostly registered, for systematic customary land registration little standardization is yet in place.

The MLHUD has a shared mandate for the provision of decentralized (land) services with the Ministry of Local Government (MLG), who oversees the decentralized administrative levels. While on the one hand Government of Uganda has the intention to increase (land-based) own source revenue, MLHUD and MLG lack the operational funds to provide land services at a large scale in rural areas, often accounting for customary land ownership.

About 80% of all land in Uganda and 90% in the northern region is held under customary tenure, a system that still to some extend lacks clear documentation and formal legal recognition.

Initial pilots on securing customary land tenure have led to the definition of a feasible workflow for the generation of certificates of customary ownership (CCO), but also highlighted the need for further administrative reforms and digitalization to account for state-of-the-art know-how.

Several development partners have since contributed to the implementation of the National Land Policy – looking into feasible ways to document customary tenure.

The work of UNHABITAT with support of the Dutch Government, GIZ with the support of the German Government, UN-CDF with the support of the EU or international NGOs like ZOA, is all grounded in the key principles of 1) free prior informed consent and participatory approaches, 2) cost- and time effective Fit-for Purpose solutions for land demarcation, which empower the decentralized service structures and 3) Involvement of traditional authorities in the sensitization and Alternative Dispute Resolution (ADR) mechanisms. Land demarcation and registration is often implemented in close coordination with academia, here prominently Makerere University, and civil society organizations, to ensure inclusion of vulnerable groups and local knowledge.

Despite the widely demonstrated suitability of using Fit-for Purpose techniques for low-cost mass systematic registration, MLHUD is still in the process of endorsing this method widely, anchoring it in the legal framework and adopting it for the digital systems development for the overhaul of the Uganda National Land Information System (UgNLIS) which is the national land administration IT system / cadastre.

The UgNLIS was developed between 2015 and 2020 and is now operational and deployed countrywide, with a central National land Information Centre in Kampala and at 22 Ministry Zonal Offices set up across the country to process freehold, leasehold and Mailo titles - but not customary land. Within the (partially) digitalized system, customary land is not yet incorporated. Work is underway to have CCO data integrated into the UgNLIS, and some of the administrative procedures need further simplification and digitalization. Risks occur particularly from the lack of standardization, clear workflows for data integration and rules for updating (subsequent transactions).

It is estimated that roughly 18 million parcels of customary land are unregistered. Despite the support of development partners, for customary land, so far only 75,000 parcels have been demarcated and mapped in total over the past ten years and received a CCO. This has largely been through direct project support financed by Development Partners, in coordination with CSO partners and the district land offices, and with MLHUD in an oversight and advisory role.

GIZ has supported CSO partners and local authorities to undertake sensitisation and has assisted with the customary land registration in 4 districts and 11 sub counties, over the period 7 years resulting in over 21,000 parcels being identified and demarcated, and over 11,000 CCO (certificates of customary ownership) being issued. GIZ has also undertaken costing analysis to understand better the costs of the different steps and partners in the customary land registration process.

1.2 Policy Context

In 2013, the Government of Uganda formulated a comprehensive National Land Policy (NLP) as a policy framework for the efficient, equitable, and optimal utilization and management of Uganda's land and land-based resources for poverty reduction, wealth creation, and overall socio-economic development of the Country. The Ministry of Lands, Housing and Urban Development rolled out its implementation through two implementation Action Plans drafted in 2015-2018 and 2019-2021. After 10 years of implementation, the Uganda NLP 2013 is set for review and revision. The review and revision process will build on experiences thus far and lessons learnt to date. Over the decade several stakeholders and development actors have identified issues requiring further policy intervention either through their engagement in the implementation process, studies or in interaction with communities and citizens of Uganda. To consolidate the findings and draw scope for the review of the NLP, the Ministry of Lands Housing and Urban Development held a 3-day National Land Policy Platform in November 2023. The platform was attended by key stakeholders from Government, CSOs, cultural leaders, Academia among others. The platform received the findings of the Impact Study, identified best practices from land sector actors, gaps and new areas of reform. Upon conclusion of the National Land Policy Platform, its report, and recommendations kick-started the NLP review process.

1.3 Objective and Purpose

While technical cooperation is there to help develop and prove the concept, these projects are unlikely to ever have the financial means to cover the demand nationwide in Uganda. There is renewed interest from both governments and development partners in leveraging various own source revenues to drive sector reform. For this, a mindset shift is needed from project logic with limited timeframes towards continuous land service provision, by the mandated structures. This policy brief is to 1) inform decision makers in the review process on the potential of contributory models, 2) advocate for a stronger focus on capacity development, 3) advocate for full endorsement of fit-for purpose land certification principles reflected in the legal and land administration frameworks and workflows, 4) raise awareness to put public financial management and social accountability mechanisms in place, which foster land service provision and 5) provide evidence for cost-benefit considerations of decision-makers.

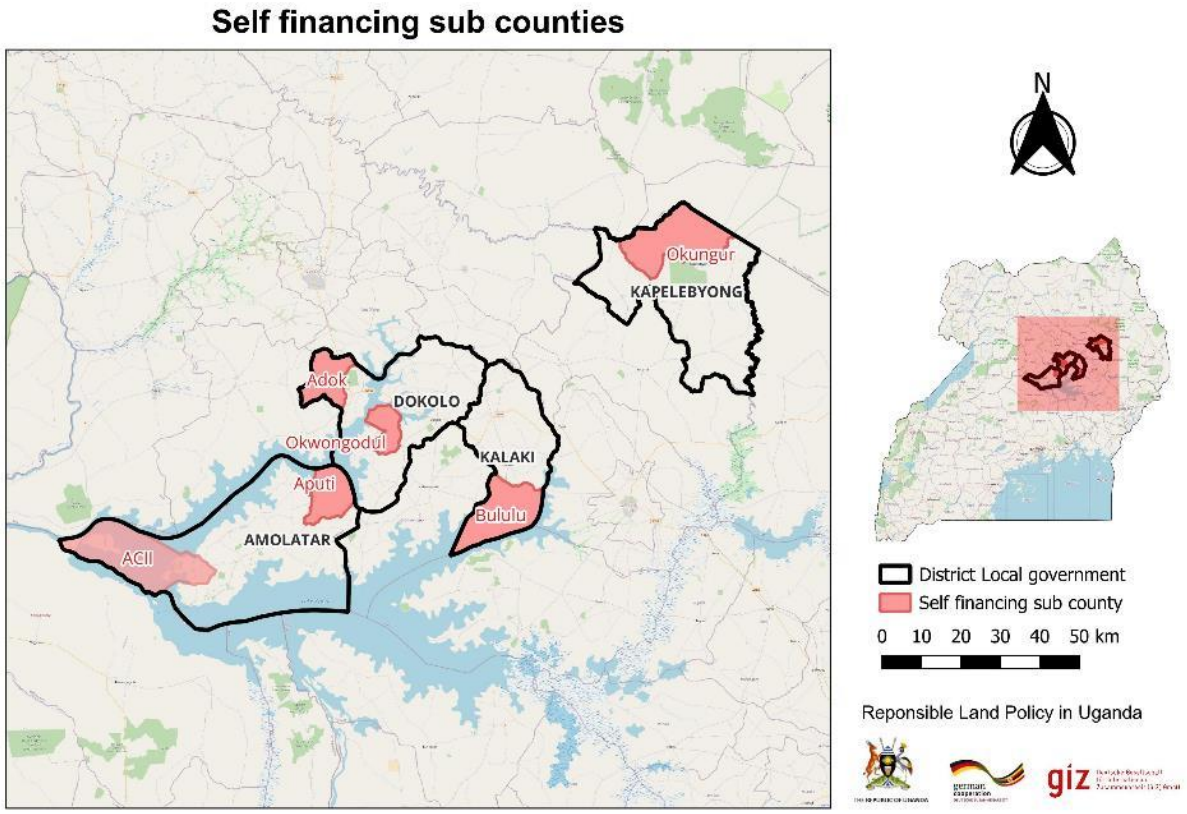

Fig. 1: Map of self-financing pilot areas in Northern Uganda

2 Legal and Policy framework

The Land Act 1998, (Cap 227) as amended by the Land Amendment Act 2004 and 2010, provides for the institutional framework for delivery of land services. The Act mandates every district to manage its land through a District Land Board, Physical Planning Committee, the District Land Office, Area Land Committees, and the Office of the Recorder. See Appendix.

Policy	Section	Comment
1995 Constitution of the Republic of Uganda	Art. 237 Art. 31, 32, 33	Vests land in the hands of the citizens, to be owned under customary, Mailo, freehold or leasehold tenures; All persons are equal before the law in all spheres of political economic Women and men are entitled to equal rights during and after marriage; affirmative action in favour of groups marginalized; state shall provide facilities and opportunities necessary to enhance the welfare of women
Land Act 1998	Sec. 28, Sec.16, 47, 57,65	Outlaws discrimination against women and children in respect of ownership, occupation and use of any land; mandatory representation of women on land tenure governance
Constitution (Amendment)	(No. 2) Act, 2005.	To provide for the districts of Uganda; the system of local government in Uganda shall be based on a district as a unit; to provide for the creation of regional governments as the highest political authority in the region with political, legislative, executive, administrative and cultural functions in the region and to provide for the composition and functions of the regional governments;
Physical Planning Act 2010 as amended in 2022	Sec. 3 Sec. 14 of 2020 amendment	Declares the entire country a planning area. Thus, when undertaking land mapping, physical planning standards must be put into consideration. Establishes the sub-county physical planning committees that verify CCO applications to ensure conformity with the physical planning requirements before forwarding to the districts land board for the approval.
National Land Policy 2013		Efficient, equitable, and optimal utilization and management of Uganda's land and land-based resources for poverty reduction, wealth creation, and overall socio-economic development of the Country
Local Government Act	Sec. 39, 80	Stipulates that with approval of local councils, operational fees can be set for the facilitation of the work of the districts, sub-counties and villages

2.1 Policy Principles

The NLP draws its policy principles from the Uganda Constitution of 1995 as amended and several other macro-policy development frameworks that articulate Uganda's medium and long-term vision to achieve socio-economic transformation over time, including the Uganda Vision 2040, the National Development Plans (NDP 1-3), the Framework and Guidelines on Land Policy in Africa among others. Under the programmatic approach of budgeting and budgetary allocation of NDP III, the Ministry of Lands Housings and Urban Development falls under two programme areas: the Sustainable Urbanization and Housing Programme (Housing, Physical Planning and Urban Development) and the Natural Resources, Environment, Climate change, Land and Water Programme (Land Management and Uganda Land Commission). On NLP implementation challenges, the greatest gap is aligning NLP with the NDP III performance indicators and resource allocation consider, essentially the case for public sector funding. Priorities in the next NLP Implementation framework will need to align sector performance to the

indicators in NDP III. The ambition of the NDP III to increase surveyed land from 21% (2020/21) to 40 % (2024/25) will require the land sector to be clearer on its facilitative role and contribution to other productive sector in the economy. Despite the commitment by NDPIII, to reduced land-related conflicts by 30 per cent, land justice disputes continue to take up a large proportion of the load in terms of case backlog in the civil arena and have been noted to contribute to several criminal matters, including murders, arsons, assaults, and trespass.

2.2 The 1998 Land Act and Land Regulations 2004

With the anticipated policy and legal reviews in Uganda, it is critical to bear in mind amending the law to factor in provisions that enhance land service delivery in the context of a contributory model. Some provisions that may require amendment are:

Section 5 (1) On receipt of an application for a certificate of customary ownership, the committee shall; determine, verify and mark the boundaries of all interests in the land which is the subject of the application;; this should include the committee capturing land boundary coordinates using fit for purpose technology.

Section 65. Qualification for appointment as member of a committee. This section should set a minimum education level for the committee members, at least s.4.

Section 66. Remuneration of the area land committee. This be amended to factor in the payment of the ALCs using a fee contributed by the landowners and this fee should be spent at source.

Section 68. Recorder. This section should be amended to establish a stand-alone officer at the sub county or each gazetted area and each division in consultation with the ministry of local government to reduce pressure and backlog because of the sub county chief doing several tasks.

Regulation 97 (1) The fees which are specified in the second column of the second schedule to these Regulations shall be fees which are payable in respect of any of the activities specified in the first column of that schedule. This regulation needs to reflect fees regarding self-financing and digital printing of CCOs.

2.3 Implications

There is need for government to consider amending some of the regulatory provisions pointed out to facilitate proper land service delivery in a manner that accommodates the self-funded initiatives by the community members. Otherwise, with the increasing demand for land registration across the country, officers like the recorder who do a lot more other tasks will not be able to deliver land services in time to the community members and hence causing delays in issuing land documents. The amendment of fees to take care of self-financing enhances ownership of the registration process by landowners and helps to strengthen social accountability in line with public finance management act. Non-provision of on source utilisation of fees contributed by landowners may stall the land registration exercise by local government authorities since they may have to wait for revenues sent back from the consolidated fund at the centre.

3 Practical Evidence

The Bululu self-financing pilot was conceptualized to test the Beneficiary Contributory Model for the registration of customary land at the local community level. Many land holders are willing to contribute to the costs of registration as they are increasingly aware of benefits. On the demand side, local populations therefore attribute value to "secured access to land".

The objective was to combine the Fit-for Purpose lessons with a new contributory model, which can leverage funding to facilitate the required steps in the registration of customary land and the acquisition of a Certificate of Customary Ownership.

Applicants themselves partially fund the registration process, with donor agencies providing technical equipment and backstopping. The legal basis for the setting of operational fees and their collection is the Local Government Act Chapter 243 (Sections 39 and 80). This allows the districts and sub-counties to define operational fees ("service fees to allow for executions of their functions"), which need endorsement by the local councils to ensure democratic legitimization.

While the mandates concerning land registration are stipulated in the legal framework, the sub-counties have a multitude of functions to fulfil with very limited resources. Therefore, the provision of land services is competing for the time and resources officials have at hand. On top, they are not oriented well on the procedures and therefore often prioritize areas of work, they are more familiar with.



Fig. 2: This space is reserved for any captions of the figure

3.1 Approach

The approach is on one hand trying to enhance the capacities of the local land authorities to issue CCO and on the other to help the local authorities understand better the public financial management aspects. Discussion on fee structures guides the teams to understand the cost structure, which arises from land demarcation and later-on the certificate production. Very often local administrations focus on the direct cost (e.g. facilitation of mapping teams) when budgeting for land registration activities – cost for quality control / quality assurance or validation of adherence to overarching natural resource management plans is often not built in. To undertake the costing analysis, a standard process model approach is adopted which divides the registration process into several process steps.

Steps	A	B	C	D	E	F	G
	Design	**Initiation of activities**	**Sensitization Activities**	**Field Processing of claims/adjudication**	**Approval & print, collect certificate**	**Digital preparation**	**Entry to UgNLIS**
	Programme conception and design, initial investment	Programme initiation (in a new area)	Sensitization and awareness raising	All field-based activities resulting in preparation of claims for decision stage	Decision on claim and prepare, print and collect certificate	Digital data ready for entry to land administration system	Digital data entered to UgNLIS and ready for any updating (transactions)
Customary land registration		Customary Land Registration – CCO produced					
Actions included (for costing purposes	All programme documentation, design and initial investments global to the programme (e.g. imagery, IT, equip, manuals, materials etc)	Programme set up costs when it moves into a new area: i.e. these are per county, per district etc. capital costs and initial training per area covered.	Specifically, all those activities associated with outreach, sensitization, advice etc, delivered prior to and alongside **D**	All field-based activities, including organising, liaison, training, accepting claims, demarcation, adjudication, public display, objection processing, dispute resolution & ready for final approval	These activities are often carried out by the land administration agency at different level of field activities	Preparation of data for digital entry into digital land registry/land administration system, including registry data and geospatial data	Data is entered to UgNLIS and verified ready for transactions
Costs usually borne by:	**Programme sponsor**	**Programme manager**	**Implementer – Sub-county**	**Implementer of local field teams**	**Local district/ Ministry**	**Implementer – Ministry or District**	

Fig. 3: Process model for cost analysis

3.2 Key Findings

The earlier BMZ financed customary land registration project (2016-2026) have showed that FFP mass systematic registration is possible, and it can be completed in reasonable timeframe. An analysis of the costs undertaken by GIZ shows that the registration costs can be reduced to less than 20 euro per parcel, with actual field costs of around fourteen Euro per parcel.

Villagers have shown willingness to contribute to the costs of customary land registration: The Bululu pilot has shown that 235 villagers (16.3y% of the total 1,446 HHs) were willing to contribute to the costs of the preparation and issue of CCO at a base fee rate of UGX 55,000 per parcel. The Bululu success story has helped re-shape the mindset and culture of community members in land registration. Each district and sub-county are responsible for setting its operational fees and these need to be agreed before starting the implementation process. During the discussion of suitable fees, the project advises on cost categories, which need to be built into the actual setting of fees. The costs to be covered include the following:

- Fees for application and collection of the CCO,
- Cost for community sensitization,
- Travel costs and facilitation of land inspection / demarcation,
- Meetings of the different boards and committees in the quality control and approval process
- Printing and office running costs.

Comparison between prior project areas (transitioning approach) and non-project areas, which start off on self-financing, shows that there are different incentive structures and levels of pro-activeness of the community, showing that direct project facilitations can lead to adverse effects on the overall willingness to contribute to land service fees. Continuous sensitization is key to gradually shift from sporadic

approach to a more systematic and with that cost-effective procedure, which is still routed in local demand.

3.3 Main Lessons

Self-financing is providing the change to increase local revenue, while at the same time improving access to services for rural communities.

- **The ownership and initiative of the local leadership is essential**: The key implementers of the pilot are the existing public officials in the land offices at district and the sub-county level, coordinating the provision of customary land services for villages in their sphere of responsibility.
- **Reported increase in local revenue with the self-financing approach**: In the Bululu pilot, a total of 243 villagers contributed 9,627,411 UGX (2,283 euros). Before the introduction of self-financing, Bululu used to collect total revenue of 1,660 EUR, in 2021/22 1,897 EUR (+14.3%), in 2022/23 2,371 (+25%) and in 2023/24 2,846 EUR (+20%).

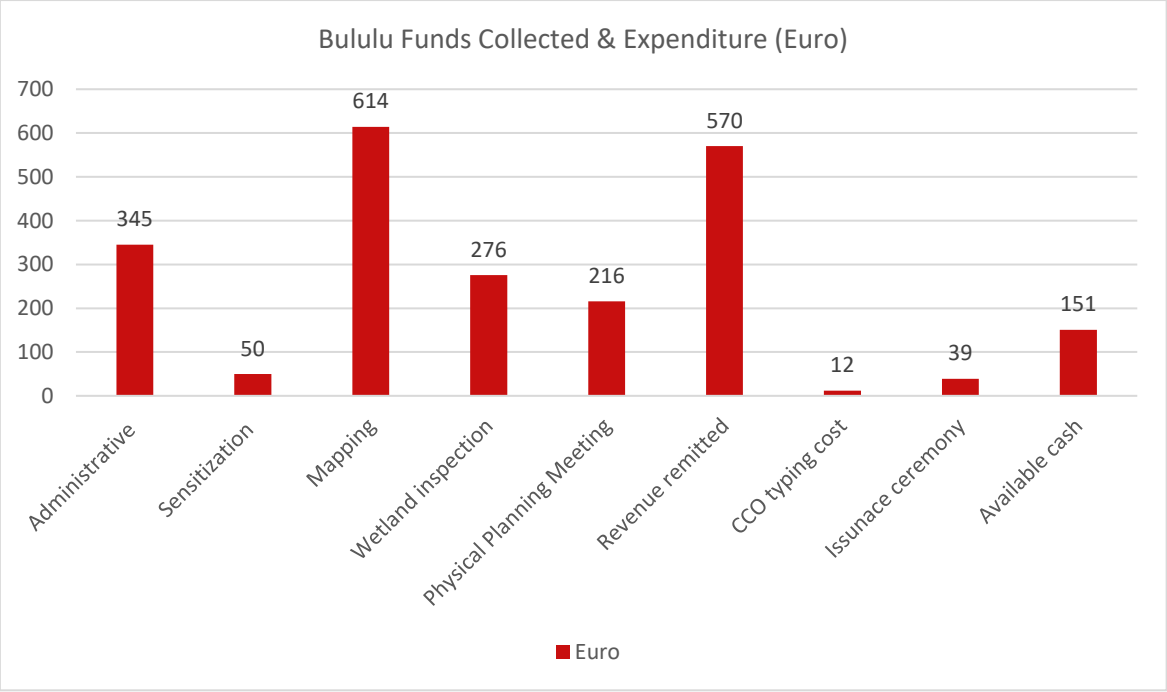

Fig. 4: Disbursements from operational fees collected

- **The process of setting fees needs transparency** (who receives what at which point in the process): The endorsement is coming from the elected public representatives which provides democratic legitimization (district / sub-counties councils). Sub-counties had more hands-on concerns, while the districts were focussing on alignment, harmonization, and affordability in the discussion. It is important to recognise that all the operational activities at the local level are full covered by this revenue collected from the villagers.
- **Land market activity will not cover the costs of permanently running the recorder offices, it needs to be subsidised or alternative sources of revenue need to be identified**: A sub-county has on average around 4800 households / parcels. Undertaking some sensitivity analysis with 3-

6% transactions1, and UGX20-75,000/= fees per transaction shows that there would need to be around 6% transactions (of all types) at an average fee of UGX 75,000/= to cover the costs.

Fee Income / Transactions (millions of UGX and EUR)					
		% transaction rate (4800 parcels in total)			
		3.00%	4.00%	5.00%	6.00%
Number of transactions per sub-county		144	192	240	288
Average transaction fee rate (UGX)	20000	2.88	3.84	4.80	5.76
	30000	4.32	5.76	7.20	8.64
	40000	5.76	7.68	9.60	11.52
	50000	7.20	9.60	12.00	14.40
	75000	10.80	14.40	18.00	21.60
Fee Income / Transactions (EURO)					
	% transaction rate (4800 parcels in total)				
		3.00%	4.00%	5.00%	6.00%
Number of transactions per sub-county		144	192	240	288
Average transaction fee rate (EUR)	4.82	693	925	1,156	1,387
	7.22	1,040	1,387	1,734	2,080
	9.63	1,387	1,849	2,312	2,774
	12.04	1,734	2,312	2,889	3,467
	18.06	2,601	3,467	4,334	5,201

Fig. 5: Disbursements from operational fees collected

- **Anticipate the needs and integrate land registration activities into the annual district planning and budgeting cycle**: The flow of funding in the Ugandan public financial management system still provides a challenge: The Ugandan Government centralizes all public funds in the National Treasury and reallocates them based on local plans and budgets submitted. This however sometimes leads to delays in the fund provision or even budget cuts in the funds available compared to those collected, despite the funds being earmarked for the fee-based registration process.
- **Fit-for purpose also in the Capacity Development can bring the initiation cost significantly down**: The initial trainings in Bululu costed about 7,343 EUR compared to 1,892 EUR per sub-county with a more targeted approach. The scaling of the model to five additional sites focused on building capacities of mandated land service structures to a standard operating level - not everyone must know everything. ALCs, sub-county technical staff, councilors attending, DLBs attended relevant modules and transferred knowledge to community members as opposed to training many stakeholders, who do not hold the mandate.
- **The fee structures give ample possibilities to subsidize vulnerable groups**: A solidarity mechanism was introduced in Bululu by employing slightly elevated rates for commercial farmers

[1] Land Markets typically have a turnover (transfers) of 3-6%[1] suggesting there will be 144-288 transactions per year in the sub-county. In practice, there may be double this number of transactions (taking into account all types of transfers) as transfers often are 50% or less of all transactions.

or larger land holdings. Bululu leadership applied a reduction of the land registration service fee for widows, orphans, handicapped members of the community.

- **Local councils and civil society organizations help to set-up of social accountability mechanisms**: Communities should be sensitized on expectations and the process of payment of fees, realistic trajectories, need for transparency through legal channels and time frames for delivery of the land services. Involving elected political leaders and civil society partners fosters legitimacy and credibility, while establishing control mechanisms parallel to the executive.

4 Recommendations

The following recommendations are listed for consideration during the review process of the National Land Act, the administrative procedures and the National Land Policy:

Need for a multi-sectoral approach with the Ministry of Finance, Ministry of Local Government, and Ministry of Lands: Through advocacy, the Ministry of Lands can advocate for prioritization of land services, discussions on possibilities of spending the collected fees at source and the role of the existing structures in the process.

Solutions in the public financial management need to be found: Allow for 1) transparency towards the local communities, b) responsive to their needs and c) timely implementation to maintain a trajectory, which gives the approach credibility. If time lapses without tangible results in form or documentation issued, the willingness to contribute by communities will decline.

4.1 Integration Strategy

Development partner support should focus on creating an enabling environment for the decentralized land service structures. In the division of labour, support should focus on a systems approach, which is 1) geared towards independent scaling by the mandated structures, 2) routed in subsidiarity principles and decentralization, bringing services to local communities, 3) focused on enhancing the capacity development mandate of MHLUD to built the required competences in the MZOs, Districts and Sub-counties as the mandated land service structures (ALCs, sub-county technical staff, DLBs).

Besides a self-financing approach, Districts need to incorporate capacity development for land service provision, quality insurance and verification of land data collected into the annual budget. Land registration is a shared responsibility between government and citizens, wherein both have an interest for long-term stability, peaceful coexistence, but also active land markets as a basis for local economic development.

Digitalization of workflows for customary land certificates need to be revised in order to reflect: The review of the land act, land administration system and land policy must account for procedural as much as technical state of the art know-how.

- The analogue application procedure provides a barrier for adoption by local communities: ID cards, photos, signature etc. are to be copied and submitted, which poses challenges to 1) assemble all members of the household at the same time, 2) care costs of copying and printing and 3) accessing these services, which are oftentimes not available in remote settings. All the features can be captured with digital applications during the mapping. Legal endorsement of digital signatures would reduce printing cost and allow for decentralized application. In a self-financing context, these are additional costs, which often dampen the willingness to pay.
- Digitalization of the local registers: Most information in the registry books can be obtained by now digitally from the mapping process. Instead of the register of the future should. Instead of investing

in paper registers, more impetus must be given to secure data management and 4-eye principle in back-up; Integration into the NLIS in the absence of a customary land register

5 Conclusions

Establishing a self-financing system is work in progress and needs further backing of decision-makers. Therefore, this policy brief is a stock-take and will be regularly updated. However, the model needs further testing as method for scaling in different (cultural) contexts to anticipate challenges and address barriers in the system. The transition from a project-financed approach to a self-financed one is much more difficult than the development of decentralised land services with a clear orientation that transparent contributions to facilitation should become part of the land registration culture.



Fig. 6: First CCO produced under self-financing approach, handed over February 24 in Bululu

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Appendix

#	Institution	Role	Responsibility	Comment
1	Ministry of Lands Housing and Urban Development.	With the decentalization of land services, the ministry's mandate is trimmed to; (i) Policy formulation; (ii) Standard setting (iii) National Planning (iv) Monitoring, advisory and backup technical, and (v) Coordination and harmonizing land activities in respect of physical planning, land surveying and land administration.	The ministry has directorates; land management, physical planning and urban development planning as well as departments; Land administration, registration, surveys and mapping, valuation and physical planning that are responsible for executing different mandates.	The ministry has set up 22 ministry zonal offices to facilitate land service delivery in different regions.
2	**Uganda Land Commission**	Manages land belonging to or acquired by the Government of Uganda and the Land Fund.	The commission is a body corporate, and members are appointed by the president and approved by parliament.	
3	District Land Office	provides technical services through its own staff or arrange for external consultants to the Board and assists the board in carrying out its duties.	The Land Officer represents the commissioner of land inspectorate and land administration at the district. Protects government land from encroachment and assists in collection of revenue on behalf of the government. The physical planner ensure harmony in land use, providing a framework for development decision-making. The district staff surveyor is responsible for showing the size (area or acreage) by demarcating, planting mark stones, and drawing maps.	Although the section provides for a district land office with 5 technical staff, many districts employ 1 -2 staff
4	City/District Land Board.	The functions and duties of the board are among others to: Assist in recording, registering and transferring of rights or claims in land, Keep and allocate land, which is not owned by anyone in the	The board is composed of 5 members with one third of its members must be women. In executing their roles, the board members discuss together, and decisions made are binding to the board.	The board is not controlled by ULC; is not influenced, directed or used or controlled by any person or authority; must follow the provisions of the Constitution on ownership and management of land; must follow the National and

		District, Make and keep a list of rates of compensation for the loss or damage to crops, houses and other property.		District Council's policies on land; and must bear in mind the practices of owning land in the District.
5	Area Land Committee	The main role of the ALC is to advise the DLB on land matters related to ascertaining land rights and facilitating the acquisition of certificate of customary ownership and certificates of occupancy.	A minimum of 3 ALC members should be present for land inspection and demarcation of boundaries. They have to write the inspection report, draft the attendance list and draw a sketch of the land.	ALC members can serve for a term of three years and can be extended for additional one term.
6	The Recorder	The recorder is based at the sub county whose main role is to issue land certificates.	He/she is responsible for; issue Certificates of Customary Ownership and Occupancy, Keep register of such certificates and record all dealings in customary land.	The recorder is the Senior Assistant Chief Administrative Officer (SACAO) commonly known as the sub county chief.
7	The Sub County Physical Planning Committee	The roles of the ScPPC among others include: initiating the preparation of local physical development plans, recommending to the district physical planning committee the approval of the lo0cal physical development plans and for CCOs, the committee verifies each CCO application to ensure that they adhere to the physical planning and environmental requirements and standards before they are forwarded to the DLB.	The committee consists of the sub-county chief who shall be the chairperson; the district physical planner who shall be the secretary; community development officer, officer responsible for health at the sub-county; officer responsible for agriculture at sub-county and district natural resource office.	

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