URBAN LANDMARK
Report

2011 - 2013

Urban LandMark

working towards improving access to land and property rights

ABOUT URBAN LANDMARK

Established in 2006 with funding from the UK's Department for International Development (DFID), Urban LandMark works to find remedies to the problems that have made urban land markets dysfunctional and habitable land unaffordable.

Our initiatives aim to shift policies and practice to improve access to well-located urban land by making markets as well as land planning and management systems work better for poorer people, giving meaning to the right to land.

Urban LandMark plays a catalytic role by using research to inform policy, and by promoting dialogue between key stakeholders – government, the private sector and civil society – to find effective solutions to prevailing obstacles in accessing urban land markets.

Urban LandMark

www.urbanlandmark.org

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Urban LandMark's key objectives and achievements

Our strategic framework, 2006 to 2013

The Urban Land Market Programme of Southern Africa (Urban LandMark) operates as a **policy think tank and change agent.**

- We operate as an independent 'honest broker' providing information and undertaking advocacy work that is based on evidence from high quality empirical research of urban land.

- We use research and practical experience to inform policy, foster a common understanding of urban land markets and identify innovative solutions to improve access for poor communities and households.

- We promote dialogue between key stakeholders, including government, the private sector and civil society. Where opportunities exist, we actively engage with partners to effect change.

For the last seven years, funded mainly by UKaid from DFID, our **mandate** has been to make urban land markets work better for poor people living in Southern Africa.

During this period, the **purpose** of the programme has been to improve the chances that urban land markets and governance systems support improved access to urban land for all.

Urban LandMark's **goals** are to ensure that there are improvements in:

- The resilience and ability of poor people in urban and rural areas to create wealth through access to well-located land.

- Access to urban land markets and more functional governance systems which lower barriers to entry and lead to broader access to secure property rights.

Our **primary focus areas** are property rights and tenure, urban land markets and land governance. Emerging focus areas include climate change and rural land access.

A non-profit initiative, Urban LandMark provides the following products and services:

- **As advocacy and change agent –**
  - Thought leadership
  - Knowledge exchange and networking
  - Research (conceptualisation, design, implementation and dissemination) with an advocacy aim
  - Development of learning materials.

- In terms of **policy and intervention frameworks –**
  - Policy development and comment
  - Legislative development support
  - Development of intervention strategies.

- **Implementation support –**
  - Development of spatially referenced data tools
  - Cost modelling
  - Technical assistance
  - Capacity building.

Other services include monitoring, evaluation and impact assessments, including assessing the extent to which governments and aid agencies are achieving their urban land access objectives.

In March 2013, Urban LandMark's grant from DFID Southern Africa came to an end. Urban LandMark remains committed to the same mandate and objectives. The initiative has transitioned into its second phase, continuing to position with a wider set of donors, building on the work undertaken in the first seven years and strengthening the evidence base and partnerships that have been developed.

Programme log frame, 2006 to 2013

GOAL	INDICATOR
Poor people in urban areas have secure access to well-located land	• Number of people living in slums • Supply of serviced land (to live, to trade on, to use productively) • Functioning property markets which improve access to land for poorer households and communities » Percentage registered resale transactions (per erf) in township and Reconstruction and Development Programme (RDP) housing

PURPOSE	INDICATOR
Urban land markets and governance systems support improved access to urban land for the poor	• Institutions, policies and legislation responsive to the needs of the poor, with the lowering of barriers to holding and trading land formally, and the promotion of a functional market and more inclusive, efficient cities and towns • Knowledge and information on how the market functions • Tenure security of the most vulnerable urban residents (mainly dwelling in informal housing)

OUTPUT 1	INDICATOR
Generate credible research and information on the operation of urban land markets and governance systems which inform new policy thinking on how together these might work better for the poor	• Targeted research projects aimed at broadening understanding of markets • Media coverage and publications / conference papers covering research findings and implications • Ongoing professional development programme

OUTPUT 2	INDICATOR
Engage diverse players, including the state, the private sector and civil society, to deepen common understandings and to develop pragmatic approaches to making urban land markets and governance systems work better for the poor	• Urban LandMark provides direct support to processes which bring together public, private sector and civil society agencies • Partnerships with municipalities, local authority representative bodies and with the private sector to make land markets work and to reform planning frameworks • Findings from completed research influence government policies and regulations, and pro-poor language enters private sector statements

OUTPUT 3	INDICATOR
Change processes in key theme areas – markets, governance, people and place – catalysed	• Equitable planning regulatory framework • Awareness of urban efficiency and equity • Innovative practice in civil society initiatives to access land • Pro-poor private sector behaviour

OUTPUT 4	INDICATOR
Successful graduation of Urban LandMark	• Sustainable funding secured • Urban LandMark's results consolidated • Strong revised platform for ongoing results

Key programme achievements, 2006 to 2013

Managing over R60 million in core and project funding to fulfil our mandate

Since its inception in 2006, Urban LandMark has managed around R58 million and raised another R4 million in funds for its programme and focus area activities. The main core and project funding was **from DFID**, and additional funds were provided either on a partnership, grant or project basis. Such funders included the South African Presidency and the Department of Human Settlements, the World Bank, Cities Alliance, UN-HABITAT and the Global Land Tool Network (GLTN), and the UK-based charity Comic Relief.

Influencing government's approach to informal settlement upgrading

Urban LandMark has **influenced the way informal settlement upgrading is done in South Africa**, especially how tenure issues are addressed. The upgrading programme of the Department of Human Settlements **has become a main emphasis within the national housing programme.** Urban LandMark has **advanced an approach to settlement development** that emphasises the **provision of secure land tenure with basic services as a first step** towards a longer term housing and settlement investment process. This approach provides an **entry point for residents of informal settlements to access real land rights for the first time**, and provides positive alternatives to land invasion on the one hand, or waiting for a government subsidised house on the other.

Advocating for urban land planning reform

Working with the National Planning Commission of South Africa, Urban LandMark has strengthened awareness of the **importance of land markets, urban efficiency and equity**. The National Planning Commission's work culminated in their publishing the 'National Development Plan, Vision for 2030' in November 2011. Chapter 8 focuses on transforming human settlements. Urban LandMark contributed a section which prioritises developing a more coherent and inclusive approach to land, including addressing inequities in the land market that make it difficult for the poor to access the benefits of life in towns and cities. A central theme of the Plan was breaking down apartheid geography through land reform and the movement towards more compact cities. **President Jacob Zuma's 2012 State of the Nation address** had a strong emphasis on land reform.

Participating in the development of new land governance legislation

Urban LandMark has managed an **in-depth review of land governance and land policy in South Africa** on behalf of the World Bank. This led to a high level technical validation exercise where the findings and recommendations were interrogated, and then confirmed, by a range of government and non-government stakeholders.

In collaboration with a Presidency Reference Group, Urban LandMark participated in **developing a new Spatial Development Planning and Land Use Management Bill** for South Africa. The Bill encapsulates **Urban LandMark's work on land reform and more equitable land use management.** The Bill was submitted to Parliament in August 2012.

Harnessing the power of private small-scale actors in urban land markets

Urban LandMark and the Social Housing Foundation in 2010 developed **a strategy to harness the power of small-scale private landlords to increase the rate and scale of delivery of affordable and acceptable rental accommodation** in South Africa's existing suburbs and townships. In December 2011, Urban LandMark promoted this strategy at a workshop hosted by the Department of Human Settlements around its **national rental research agenda**.

Progressing government's role in human settlement development

In July 2011, Human Settlements Minster Tokyo Sexwale warned that government could not continue providing free housing indefinitely, and that one of the **key elements of the 'Human Settlements Vision 2030'** should be the encouragement and facilitation of a process where people built their own houses, making them less dependent on government.

Urban LandMark has actively contributed towards this 'policy progression', in particular a paper presented in July 2009 to the Department of Human Settlements entitled **'State–community partnership for housing delivery'. In this paper Urban LandMark used the maxim *"from beneficiaries to citizens"*** to illustrate potential solutions to the challenge of managing the transition of poorer individuals and communities from being highly dependent state beneficiaries to becoming active participants in the economy and national democracy.

In October 2011, Urban Landmark was invited to make a **presentation on its 'beneficiaries to citizens' approach at the Financial and Fiscal Commission's public hearings** into the challenges and opportunities in public housing finance in South Africa. **Urban LandMark's views as expressed at the hearings were incorporated into the Commission's summary document on the hearings.**

Helping to redefine perceptions around low-income land and housing in South Africa, and about informal land transactions constituting an alternative market system

Prior to FinMark and Urban LandMark's involvement in the debates, subsidised housing and the low cost housing sector more broadly were hardly seen as a significant market at all. Urban LandMark has been central in **championing a shift in thinking,**

focusing on the dynamics of the operation of urban land markets, alongside its partner the Centre for Affordable Housing Finance in Africa, which focuses on residential property markets in the low-income sector.

A key contribution has also been Urban LandMark's **documenting of the informal transactions that take place between poorer urban residents** who are, for a variety of reasons, not part of the market in registered land. Our finding that **informal transactions are the way in which the majority of people on the African continent participate in the urban land sector** is important for all urban land practitioners, managers, developers and regulators. Irrespective of the many questions around whether such informal land transactions should be facilitated, up-scaled, reformed or modified, they play a major role that the formal urban land market is not able to provide. In addition, Urban LandMark's consideration of the legal, political and historical context in which urban land markets, whether formal or informal, are operating, has been a most useful and unique contribution to the challenges facing urban land actors in Africa.

Introducing new ways of thinking about 'making urban land markets work for poor people' in the Southern African region

Urban LandMark has advocated an approach to improving market systems within the Southern African context that **promotes access to land for the urban poor through interventions at the institutional, organisational and support levels**. By looking at both the nature of land governance and economic forces, and the ways in which poorer urban dwellers overcome or manipulate these to access and secure urban land, Urban LandMark has aimed to **provide a holistic approach to interrogating urbanisation generally and land markets in particular**.

Access to markets in registered urban land in Africa is highly unequal. More than 50% of urban dwellers on the continent live in informal settlements, where the majority lack access to adequate shelter, water and sanitation, and

security of tenure. Over the last seven years, Urban LandMark has explored the structural processes – governance policies and market conditions – that shape urban habitats in the region. But we have also gathered empirically grounded evidence from across Southern Africa that shows how urban dwellers actively make decisions around land, devise mechanisms of securing land and access basic services within a context of insecure tenure.

Our ways of seeing urban land markets acknowledge that urban spaces are shaped not only by prevailing economic and political forces but also by people's local practices and actions. In defining such intersections, Urban LandMark has come to a deeper, more nuanced understanding of urban land economies and governance, and has been able to propose practical recommendations to make urban land markets work better for poor people and communities.

Building credible knowledge on urban land markets to share more widely throughout Africa

Urban LandMark has been working for a number of years with regional partners to improve understanding of urban land markets in Africa. A key output of this work was **a handbook for practitioners called 'Urban land markets: economic concepts and tools for engaging in Africa', which was developed by Urban LandMark together with UN-HABITAT and the Global Land Tool Network in 2010**.

The aim was to provide basic, easily accessible material on how urban land markets function in Africa. The handbook unpacks the key economic concepts needed to be able to talk about and analyse land markets, both formal and informal.

Urban LandMark and UN-HABITAT also commissioned sub-regional studies that described how land markets work on the ground in cities in North, West, Central, East and Southern Africa. These studies were incorporated into the UN-HABITAT 'African State of the Cities Report 2010', which was officially launched in Mali in November 2011,

during the Third Africa Ministerial Conference on Housing & Urban Development. Here ministers from all over Africa had the opportunity to share best practice in the areas of land management and sustainable urbanisation, and confirmed their commitment to improve housing across the continent.

Urban LandMark's handbook for practitioners on urban land markets in Africa was launched alongside the 'African State of Cities Report 2010'. For the first time, land market issues were being included in the state of cities reporting framework. Urban Landmark's contribution is underpinning and informing future work to improve the understanding of land issues and highlight the implications for urban planning and poverty reduction.

Forming lasting partnerships in the region

Urban LandMark has played a catalytic and facilitative role across a range of stakeholder interests, and has widely communicated the lessons learned from its interventions and engagement in the urban land sector to a variety of partners. Partnerships that have been established in the sector include ongoing cooperation with:

- UN-HABITAT and the Global Land Tool Network
- Cities Alliance
- World Bank and the World Bank Institute
- The South African National Planning Commission and the Presidency
- The national departments of Human Settlements, Rural Development and Land Reform, Cooperative Governance and Traditional Affairs, and Treasury
- Municipalities in South Africa and in the region (Mozambique, Angola, Malawi, Lesotho and Zimbabwe)
- Housing and land institutions, mainly state-owned enterprises
- Universities
- Private sector interests such as the South African Property Owners Association.

Key programme activities that helped achieve our goals of improving access to land and property rights

- Investigations, co-funding and technical support which led to the drafting of the **Spatial Development Planning and Land Use Management Bill**.

- Developing, disseminating and workshopping **'Managing urban land: a guide for municipal practitioners'**.

- Investigation and **campaign**, together with the FinMark Trust, **around delays in issuing title deeds to beneficiaries of housing projects funded by the capital subsidy**.

- Participation in South Africa's **National Upgrading Support Programme** activities and influence on their positions and approach.

- Implementation of the **Land Governance Assessment Framework for South Africa**, co-funded with the World Bank.

- Investigation and creating space for the **implementation of the incremental tenure approach** through the establishment of a Tenure Security Facility for Southern Africa with Cities Alliance.

- Investigations and advocacy programme around **township retail investments by the private sector**.

- Investigations and advocacy programme around **improving access to the city through value capture** from the development of transport infrastructure.

- **Small grant investments to catalyse larger research and advocacy programmes**, including grants to the Affordable Land and Housing Data Centre (al+hdc), the LANDfirst network of non-governmental organisations (NGOs) and community-based organisations (CBOs), and the *urbanafrica.net* web platform.

- The development and dissemination of **case studies and learning materials** based on Urban LandMark's research work.

Message from the Programme Director

This overview of the last two and a half years describes a range of projects and initiatives which have all, in some small way, gone towards improving access to urban land for poor women and men. For the next few decades, one of the greatest challenges for the majority of people living on the African continent will continue to be how to integrate into urban life and society. Part of the integration depends on finding a place to stay and to earn a reasonable livelihood. The way that plays itself out influences the way towns and cities grow, how safe or vulnerable people are, and how quickly households can begin to create sufficient wealth to go beyond mere survival. Being able to break into the market in registered land and legal shelter makes all the difference in the move of people from marginalisation to integration.

But in many places property ownership and defensible use rights remain in the hands of relatively few people and interest groups. Exacerbating this inequity, poor land governance increases costs of entering the formal system and the costs of legally transacting in land. Many tenure systems do not speak to customary and local land management practices which prevail in informal settlements and on the streets. With forecast economic growth and urbanisation rates set only to increase pressure on habitable and safe land, the extension of defendable and tradable land rights to households and communities is crucial. Otherwise the investments of the many people following the promise offered by growing urban areas are lost, as more powerful interests (both local and international) dispossess people of occupation rights they thought they had. This is a long term project, and the costs of not attending to these dynamics will be felt in the future.

The Urban Land Market Programme has been consistently building the evidence base to understand these dynamics. Through a variety of partnerships and coalitions, it has succeeded in raising the issues at a global level, and applying innovative interventions at municipal and community level. The work has attracted a sizeable user group to our website, with a sustained average of over 3 500 unique visitors a month.

This report outlines many of these initiatives.

Urban LandMark has successfully completed Phase 1 of its operations, with UKaid as our main funder. Over the last three years, Urban LandMark has also broadened its funding base and its geographic focus. We have taken on funded policy and research projects with state departments, with the World Bank around the national Land Governance Assessment Framework, and regional work funded by Cities Alliance to set up a resource base to support the achievement of tenure security in real situations in the region (including Angola, Mozambique, Malawi and South Africa).

This broader approach signals the move to the next phase for the organisation, which will ensure that the evidence base built so far remains available, and that the work and networks continue to build into new areas of influence. Urban LandMark will continue to offer services around research, innovative practice and capacity building.

I would like to thank Urban LandMark's staff, our theme coordinators, our advisory and management committees, our stakeholders and the many research and advocacy consultants and NGOs for their devotion and commitment to taking forward the urban land access agenda over the last seven years. A particular thanks to the UK Department for International Development and to their advisors, who have encouraged, supported and guided the work.

Dr Mark Napier
Programme Director: Urban Land Market Programme of Southern Africa

31 March 2013

Market

Programme highlights

Programme highlights in the market theme area for the period 2011 to 2013 revolved around the outputs of its four main research areas, which all focus on **how markets allow and restrict poorer women and men access to the city**. These include the development of a public land release assessment tool, the assessment of the impact of formal retail centres in townships, an investigation of how value can be created and captured from transport infrastructure and a review of township economies and related property markets.

The **land release assessment model** as developed by Urban LandMark in earlier years was applied to four case studies in 2011, which showed how **lower middle-income households are often burdened with the additional costs associated with inclusionary housing developments** that are increasingly being encouraged through government policy.

The evaluation of the impact of **formal retail centres in township areas** showed that while these centres can have a **negative impact on small traders**, they generally **benefit consumers** and can play an important role in **creating focal nodes for investment**.

The research into **how value can be created and captured around transport infrastructure** generated significant interest due to the current large state infrastructure rollout and the need to make local government more financially self-sufficient. **Recommendations from Urban LandMark's value capture work have been included in the National Development Plan** and the National Treasury has shown an interest in including the work in its 'Cities Support Programme'.

The **output of these research activities was used regularly in education programmes** such as the annual Certificate Programme in Housing Policy at Wits University's Graduate School of Public and Development Management and the Centre for Transport Studies' Masters Programme at the University of Cape Town, at the African Centre for Cities Citylab seminars and the Development Planning Unit's 'Dialogues in Development' series. These research outputs also featured in industry programmes run by the International Property Databank and the South African Informal City seminar as hosted by the Architects' Collective, as well as at events of the South African Property Owners Association.

Activities in the market theme area over the period 2011 to 2013 **contributed to important debates around key issues such as expropriation and land reform**. Media channels such as Property24 headlined Urban LandMark's research findings and policy recommendations.

Our approach to urban land markets

Markets are important because of the role they play in setting the value of land and shelter, and their usefulness in explaining the patterns of distribution of scarce resources. Land ownership patterns and the dynamics of property markets make well-located, serviced land expensive, and this in turn increases competition and makes it difficult for the poor to access habitable land. If people are successful in accessing land to live or do business on, perhaps with the assistance of the state, as land values increase it becomes difficult to hold on to such land.

The distinctions often made between 'formal' and 'informal' urban land markets make little sense in the real world. 'Formal' and 'informal' markets operate on similar economic principles according to which economic actors take risks, make decisions and establish the 'rules of the game' with the information they have at hand. Moreover, even though they are often labelled illegal or extra-legal, 'informal' land markets often operate with the complicity of state actors.

However, markets of goods in the 'formal' sector often exclude poorer people because they cannot easily outbid better resourced market players, or because there

is a lack of supply of affordable quantities. But it is also important to note that poorer actors in the urban land market space are sometimes able to circumvent or invert formal market 'rules of the game' through innovative actions. For example, certain small traders in Johannesburg are able to outbid other users by paying far above premium retail shopping centre rates – because they occupy minimum (expensive) high exposure space and because they maximise their turn-over by supplying wholesale to a market not serviced by the mainstream retailers.

Inequality has a spatial dimension, and therefore by definition geographically targeted, 'localised' investment is needed to break the pattern of inequality in the urban land market. Giving the 'localised' investor the right to claim the value created by the investment also enables poorer people and communities to become 'shareholders' in the market. In addition, taking location into account is important when working towards improving access to land and property rights, because where people's rights are realised impacts on their ability to access the city. Careful planning is therefore required around the creation of new points of investment or using infrastructure investment to open up existing opportunities in the city.

Programme activities 2011 to 2013

Urban LandMark's land release assessment model: applying our 'showstopper tool' in two Gauteng case studies, Cosmo City and Pennyville

In 2009, in collaboration with the Western Cape Department of Human Settlements and the City of Cape Town, Urban LandMark commissioned Eighty/20 and Palmer Development Group to develop an approach to assess the costs and benefits of different residential land uses resulting from public land release programmes in the Western Cape. The different residential land uses include market-driven housing, 'GAP' housing and subsidy housing.

The assessment framework consists of three components made up of a preliminary assessment framework and a qualitative and quantitative framework. The preliminary assessment framework can be used to quickly assess the suitability of a particular residential land use on a specific site. The qualitative framework can be used to identify and rank the importance of those costs and benefits resulting from a particular residential land use that cannot easily be quantified. The quantitative framework is an excel-based financial model, which undertakes a cost/benefit analysis from the perspectives of the state,

developer and resident households. The overarching framework was developed and first tested in two case study areas in the Western Cape.

In 2011, Urban LandMark commissioned PDG to further apply the Land Release Assessment model in two Gauteng case studies – Cosmo City and Pennyville – to build on the existing database of key inputs into the model, to further test the model and to compare the Gauteng experience with that of the Western Cape.

Urban LandMark's land release assessment model equips the user with a number of useful decision support tools: i) a high-level 'showstopper' tool to rapidly exclude from the assessment land uses that are simply not viable, ii) a financial model to project cash flows associated with the housing development from the perspective of households, the state and developers, and iii) a qualitative assessment tool to guide a review of those factors impacting on land use decisions that are not easily quantified, considering the perspectives of households and the state.

Urban LandMark presented the methodology, financial model, case studies and project findings to key stakeholders in the process, including the Housing Development Agency, the National and Western Cape Departments of Human Settlements, the Cities of Cape Town and Johannesburg, and private developers participating in the case studies.

Urban LandMark investigates the impact of the development of formal retail centres in 'emerging economy' areas in South Africa

Retail is one of the few significant forms of investment occurring in the 'emerging market' areas in our cities. The last decade has seen a significant increase in the number of retail centres being developed

in 'emerging economy' areas – townships and rural areas – in South Africa. In Soweto, for example, at least six shopping centres have opened their doors since 2005. Even in the townships of smaller South African cities, shopping centre developments have sprung up, changing the face of commercial transactions for many residing in these areas.

Some 160 retail centres have been developed nationally in township and rural areas of South Africa between 1962 and 2009, covering about 2 million square metres of retail floor space. An estimated R2.4 billion worth of income taxes have been generated by these retail investments since the 1980s, while an estimated R166 million worth of property taxes have been collected from retail centres over the period. It is projected that Soweto's five retail centres alone contribute about R18 million a year in rates and taxes to the City of Johannesburg. Moreover, these centres have generated about R34 billion worth of business sales, and have added around 54 300 permanent jobs to the national economy since the 1980s.

However, the trend has been met with mixed reactions. Some argue that these centres have a negative impact on the local economies by out-competing local small businesses. Others say retail centres bring a wider range of goods and services closer to the local population at better prices, reducing the need to travel and the associated costs. Still others think these centres can play an important catalytic role in creating and growing urban agglomerations, initiating urban renewal and the development of vibrant town centres.

To enable us to understand this market better, Urban LandMark in 2009 appointed Demacon Market Studies to determine the nature

and impact of shopping mall developments in South Africa's 'emerging economy' areas, and explore ways in which the positive impact of these centres could be maximised and the negative impacts minimised. The initial research findings were complemented by a Training for Township Renewal Initiative (TTRI) case study project and additional expert inputs. A Colloquium on the topic was also held in 2010, with participants from local municipalities, private developers, banks and the academic community.

To consolidate this range of research inputs and reflections, Urban LandMark published a short booklet, which was launched in 2011 at a workshop called 'Bolstering township transformation'. The event was hosted together with the South African Cities Network and the Neighbourhood Development Programme of national Treasury – partners in the TTRI together with the Department of Cooperative Governance and Traditional Affairs and the Development Bank of Southern Africa.

The Demacon report and Urban LandMark's booklet, called 'Taking stock: the development of formal retail centres in emerging economy areas', aim to assist in the development of effective leverage mechanisms to improve the role of commercial markets in townships, and help developers and investors to refine their approaches to servicing consumer demands in these areas. More broadly, through an improved understanding of the retail dynamics of townships, the report and booklet also aim to assist township development practitioners to formulate appropriate solutions to the challenges that face townships in terms of regeneration and development, and residents in terms of access to economic opportunity.

Shopping areas in township areas our research findings

Township retail has had a generally positive impact on consumers

- We have seen a decrease in external shopping, which entails additional travel and other costs, from 55% to 38%.
- 71% of shopping are done at the new shopping centres.
- Consumers' travel time to the new shopping centres in their areas has dropped by 57%, while their travel time to small businesses has dropped by 25%.
- Consumers' travel costs to the new shopping centres in their areas have dropped by 36%, while their travel costs to small businesses have dropped by 21%.
- Some 75% of consumers engaged in the research said that the new shopping centre made more, and a wider range of, affordable goods and services available locally.
- Some 79% of consumers said that the centre provided a safe and secure retail destination.
- Some 83% of consumers perceived the need for the centre to expand.

Shopping centres in township areas can play a positive anchor tenant role for small enterprises and nodal development

- Amongst small enterprises engaged in the study, 75% saw business growth of 5% to 10%, while only 25% saw a similar decline in business growth.

In apartheid dormitory towns with no economic logic, shopping centres can create points of investment; however, they can also be exclusionary

- In terms of employment, 64% of small traders in township areas where shopping centres have been developed said employment remained unchanged, while 14% said employment increased and 22% perceived a decrease in employment.
- In terms of profit, 40% of small traders in townships areas near shopping centres said that their profit had stayed the same, 31% said it had increased and 29% said it had decreased.
- In terms of turnover, 42% of small traders said their turnover had stayed the same, 29% said it had increased and another 29% said it had decreased.
  - » 73% perceived a decline in support of local businesses.

Shopping centres in townships should be developed as part of a precinct or node where the local authority can protect and enhance local rights and maximise leverage opportunities

When developing shopping centres in emerging market areas, 'design' best practice should be used, combined with a thorough understanding of trading models which includes:

- Understanding local business models.
- Taking into account the need for flexible space.
- Providing smaller space (for rent and stock).
- Learning from local practices, for example in terms of servicing wholesale needs.

Improving access to the city through value capture: Urban LandMark investigates capturing and allocating value created through the development of transport infrastructure in South Africa

Cities attribute much of their economic expansion to the development of transit systems that link people efficiently to jobs. However, many of South Africa's cities lack modern mass transit systems for transporting commuters. Partly as a result, South Africans, especially low-income workers, spend a high share of their disposable income on transport.

From 2005 and leading up to the 2010 FIFA Soccer World Cup, South Africa massively stepped up its investment in rail, road and air transport infrastructure. The Gautrain, the Bus Rapid Transit System, new highways and other major transport infrastructure projects represent a huge new investment in the country's transportation network.

Such transport infrastructure development often brings greater passenger loads, increased traffic and improved exposure to the immediate area. As a result, local businesses may receive a boost, new businesses may wish to locate there and more residents may wish to move to the area to benefit from convenient, accessible transport. The resultant increase in the demand for nearby land often increases the property values.

Such potential increase in land value surrounding public infrastructure offers major opportunities for cities to promote development and for

local government to accumulate some of the value created by using various 'value capture' mechanisms.

Value capture is a public financing technique that 'captures' a part or all of the increases in private land values that result from public investment by imposing a tax on the property or requiring an in-kind contribution, such as land or improvements. The additional revenue can be used to finance infrastructure for economic growth and urban development, or for poverty alleviation. The infrastructure financed in turn leverages private investment in the area as it improves.

Despite these advantages, local authorities in South Africa have adopted few value capture mechanisms to date.

Urban LandMark therefore developed a booklet that focuses on the creation, measurement and capture of value from transport interchanges. It also looks into the opportunities and obstacles to municipalities' use of value capture instruments. And it investigates the economics of value creation and value capture to identify the possibility of 'getting ahead of the curve' in securing these sites for more socially orientated development.

The resource builds on a 2009/2010 Urban LandMark-commissioned investigation by African Development Economic Consultants into value creation and capture around transport interchanges in South Africa, and international best practices in capturing this increase for public good. It further builds on a 2011 Urban LandMark-commissioned study by Alison Hickey-Tshangana into the legislative, policy and fiscal frameworks impacting on the use of value capture mechanisms in South Africa.

The booklet provides the user with an opportunity to learn about how value is created at transport interchange sites, which value capture instruments would most effectively capture that value for public good, and what legislative, policy and fiscal changes are required to allow for greater use of such mechanisms.

Key lessons from our value capture work

The impact and viability of many value capture mechanisms, as well as their ability to promote pro-poor outcomes, are dependent on the nature of the mechanism and the context (location and timing) in which they occur. As a result, value capture is not a panacea for solving all poverty and poor city structure problems. Under certain circumstances, different value capture mechanisms have the potential to be used as a strong developmental tool but under other circumstances their impact will be limited. It is therefore important that one first understands the context and the nature of the problem, secondly, the nature of the mechanisms and the conditions for their success, and thirdly how they can be used to overcome the identified problem.

Urban LandMark develops a consolidated overview of township economies and related non-residential property markets

There is limited research and information about township economies and related non-residential property markets. Although numerous studies have been undertaken that have included analysis of these economies and markets, there is no place where information and data about township economies and related non-residential property markets are captured in one place. There has been an increasing interest in these markets as greater attention is paid to establishing 'sustainable' human settlements. As a result, Urban LandMark commissioned research that draws on existing studies and data sources to develop a consolidated picture of this sector of the market.

The spatial focus of the research was national and covered townships located in or near metropolitan areas, secondary towns and rural areas. Palmer Development Group undertook the research, while the Cities of Cape Town, eThekwini and Johannesburg provided data and a number of property developers provided their insights into this market sector through interviews.

The research documented and analysed:

- The nature of township economies, including their constituent parts (the sectors and activities that make up this market).

- The dynamics of township economies (the scale and trends of the constituent components).

- The structure of the market (including the backward and forward linkages within and outside the areas).

- The size of the respective markets (disposable income and buying power).

- Relationships and trends that exist between the township areas and established economic areas and nodes.

- The role of the different constituent components in growing these economies and the actions required to facilitate scaling up economic growth.

Findings from our 'township economics' research, by economic sector

Urban agriculture

- Urban agriculture in townships has an internally oriented focus. Demand and supply are driven by survivalist objectives as a means to supplement external supply of food and to reduce dependency on wage employment.
- Although constraints such as lack of investment and skills, and a shortage of subsidies to cover the input costs have previously been identified, this study also identifies access to a central market as a constraining factor. Literature suggests that the creation of an 'Alternative Food Network' will enable activities to move towards a more exogenous focus and serve a larger market.
- The spatial requirements depend on access to land. These activities generally occur on scattered plots and often on shared community plots, ranging in size from 750 m^2 to 50 000 m^2.
- Urban agriculture is often not recognised as an economic land use activity. Some literature proposes that land should be specifically zoned for agricultural activities. However, it is debatable whether the limited activity in this economic sector is a result of competition for land or rather whether it is hindered because it is considered primarily a refuge option (in the absence of other immediately available alternatives), and tends to be abandoned if other economic opportunities arise.

Manufacturing

- Manufacturing activities in townships are internally oriented and primarily involve activities such as welding, furniture and dressmaking. The literature reports that although there are very limited activities in this sector, it is an important source of employment.
- The derived demand for property in townships generally plays itself out in the form of home-based enterprises, and there are an estimated 33 600 manufacturing home-based enterprises across townships in South Africa. In a survey conducted with manufacturing home-based entrepreneurs, 42% of respondents indicated that property was a constraining factor for their business.
- If one examines the property valuation rolls in the City of Cape Town and eThekwini, there appears to be only a handful of formal buildings zoned for industrial activities. The value of such property ranges from R150 per m^2 to R450 per m^2.

Retail

- Two forms of retail activity take place in townships, and they sit at opposite ends of the size scale.
- There is often a debate about whether smaller retail activities are driven by survivalist or entrepreneurial motivations. It would appear that there is a continuum of small-scale businesses with varying degrees of profitability. For example, a study in Delft, Cape Town shows that some home-based shop owners earn between R15 000 and R20 000 per month in profit, while most others earn considerably less. Activities that take place in homes are estimated to earn around R1 000 per month.

- At the other end of the scale, the supply of national retail chains is driven by the demand for higher-end retail outlets, which stems from changing expenditure patterns, income from grants and a rising middle class.
- There is an obvious gap between the smaller, predominantly home-based shops and the larger shopping malls containing national retail outlets.

Retail and personal services

- Activities identified in the literature for this sector include beauty salons, after-care services and the repair of electronic goods. Most of these activities take place in homes, and there are an estimated 71 000 home-based businesses. This is not surprising given the nature of the activity.

Business services

- The demand for business services is generally associated with middle- to upper-income households, and the supply of these activities usually depends on employees with medium to high skills. There is limited supply of business service activities in townships. Where the activities do take place, they have an endogenous focus.
- Since there is a limited demand and supply of business services, it is not surprising that there is limited office space in townships. Location factors are important for business services and hence they are usually located in the CBD or in decentralised economic nodes.
- Developers suggest that to boost the market for commercial property, commercial developments need to be aligned with public sector developments. Through the clustering of government activities, a market can be facilitated and this can be catalytic in encouraging further investment. For example, the creation of multi-use developments is important, such as in Bridge City in eThekwini where government buildings, a magistrates court, a hospital, a taxi rank and a train station have been developed together. This public investment can lead to further private investment if correctly planned.

Minibus taxi industry

- The minibus taxi industry has its roots in townships since it first emerged as a response to apartheid planning in assisting isolated populations travelling long distances. There are an estimated 127 000 taxis providing 185 000 direct jobs and 150 000 indirect jobs.
- There are important economic linkages: backward linkages to township businesses which are allied to the taxi industry, such as air-conditioner re-gassing, vehicle maintenance and wheel services, and forward linkages since taxis assist in transporting labour (inputs) to places of work in the city.
- The taxi industry also plays an important role in retail development, since the support of industry is critical for the success of such development.

Tourism

- Tourism in townships is divided in recreational and cultural activities, and the hospitality and catering industry. Cultural tourism includes activities such as township tours, visits to cultural sites, shebeens and craft markets, and are popular in townships with a strong link to anti-apartheid movements.
- There is a growing bed and breakfast market, and restaurants and guesthouses are emerging to accommodate both local and international visitors.
- Tourism is a driver for economic growth and has a large role to play in physical urban regeneration.

Governance

Programme highlights

Programme highlights in the governance theme area for the period 2011 to 2013 include the **development and application of a variety of tools** to help key players in the urban land planning and governance spheres understand and manage their areas of work better.

The most important development was the release of Urban LandMark's **Managing Urban Land Guide**, which brings together in an accessible and easily useable form a rich body of our work on urban land management issues, and offers an array of tools and techniques to help municipal officials to meet the particular needs of their municipality – especially around how to manage urban land to achieve pro-poor outcomes.

Legislative work included the drafting of the key piece of new land legislation, the Spatial Planning and Land Use Management Bill. Since 2010, Urban LandMark was involved, as part of a national government task team, in the preparation and drafting process. The Bill, which was submitted to Parliament in 2012, represented an opportunity for Urban LandMark to shape crucial planning legislation which underpins the entire system of land management, and through this the realisation of rights, in South Africa.

Another ground breaking piece of work was the investigation into the **delays in issuing title deeds for subsidised houses** in partnership with FinMark Trust. It revealed that close to a million housing subsidy beneficiaries had not yet received formal title for their housing. We believe that this **fundamentally undermines the asset quality of government-subsidised housing** and compromises the integrity of our Deeds Registry. We have called for this critical challenge to be addressed with urgency.

Together with UN-HABITAT and Cities Alliance, Urban LandMark funded the development of a **guide to urban legal reform in sub-Saharan Africa**. It aims to help practitioners in government, international agencies and consultants to identify the specific contextual factors that need to be considered when tackling law reform affecting the regulation of land and land development in African cities.

Urban LandMark's implementation of the World Bank's **Land Governance Assessment Framework** in South Africa, a tool which has been used successfully in almost 40 countries worldwide, has proven useful in providing a 'snapshot' of the state of land governance in the country, exposing both the successes and failures of different parts of our current land governance system.

Our approach to better governance of urban land markets

Experts debating the issue of how to ensure better governance of land markets in African countries and cities often argue that land markets will work better for poor individuals and communities if the laws that govern those markets are rationalised and improved. If laws became clearer, simpler and fewer, then transaction costs will be lowered, opportunities for corruption will be lessened and people will be better able to participate in and benefit from the market.

The emphasis on a more streamlined and efficient system of land and planning laws is important, but it does not represent the complete picture of what is needed to get urban land markets to deliver real opportunities to the majority of people. Although these kinds of reforms are necessary, more attention should be given to also creating change in the political structure within which land and planning laws operate.

To achieve this, Urban LandMark advocates two strands of intervention. On the one hand, better governance of urban land markets needs a 'demand-side' response in the form of recognition and incremental strengthening of the rights and interests of poorer individuals and communities.

For example, initiatives to promote and strengthen incremental land tenure and policy interventions to support small-scale private rental can play a significant role

here. A key contribution of Urban LandMark's work has been the evidence of just how resourceful poor people are at establishing and participating in informal land markets. But our work also shows that poor people remain limited to participate in markets that accommodate trade in 'assets' represented by informally designated land. They are blocked from accessing the market that supplies the more valuable and more strongly protected asset of formally recognised land. The challenge is how to create effective demand among people currently excluded from the operation of the formal market to enable them to participate efficiently and easily, and to establish a basis on which to build, incrementally, an increasingly strong foothold in a market where the odds are stacked against them.

Urban LandMark's work has shown an appetite in cities such as Johannesburg and Cape Town for procedural innovations, using existing town planning regulations that recognise the interests of poor people in remaining securely in their homes despite a lack of other legal requirements for secure tenure.

On the other hand, moving towards an improved land governance system also requires a 'supply-side' response in the form of lowering the barriers to access to formal land tenure and development opportunities.

This needs a series of legal and institutional reforms that breaks down barriers to access, ensuring a stronger and more consistent flow of legally secure land market

opportunities. These opportunities consist both of legally protected rights that can be held, traded for fair value and 'improved' over time, and of interests that might lack rigorous legal protection but still afford the holder of the interest a greater security, especially of tenure but also of use and development of land. Key to these efforts should be the concern that the holders of the newly supplied opportunities are able to hold on to them in ways that allow them to derive sufficient financial, social and economic advantage.

Programme activities 2011 to 2013

Urban LandMark develops a guide on managing urban land for municipal practitioners

In South Africa, most urban residents do not enjoy secure access to urban space for living or working. Understanding the way the urban land market operates is a crucial factor in improving our cities, particularly for their most vulnerable residents.

Access to land and housing is affected by how municipalities exercise their legislated functions. The constitutional mandate for government is to be pro-poor and developmental. To achieve optimal benefits for the most vulnerable residents and the city as a whole, the fundamental challenge for local government is to intervene in urban land markets to promote pro-poor outcomes while providing incentives which positively guide private investment.

Urban LandMark conceived the 'Managing Urban Land' guide for municipal practitioners to bring together a body of work commissioned by the organisation in an accessible and easily useable form. Although not exhaustive, this work addresses a variety of important urban land management issues.

There are numerous ways in which municipal officials can execute their functions in line with their statutory and other obligations. But some of these ways are better at achieving consistently pro-poor outcomes than others. Simply adopting a 'business-as-usual' approach does not yield the maximum benefits for the city as a whole, nor for poor citizens. This is the guiding principle behind this guide.

Cities are driven by and depend on urban land markets, whether formal or informal. A city's urban land market is both a barometer of its success and of its problems. In South Africa, where most urban residents do not enjoy access to safe and secure urban land, for living or working, the way in which the market in urban land operates is a crucially important determinant of how easily poor citizens can improve their circumstances.

Understanding and monitoring property and other markets operating in cities is core to the business of municipalities. If the skills and systems are built to do this better, it places municipalities in a much stronger position when it comes to negotiating with the many stakeholders who build and rebuild cities and towns.

Moreover, in South African cities and towns, formal access to urban land is severely skewed towards a privileged minority. Local government as a sphere of government is duty-bound to reverse inequality and poverty. But while few dispute the importance of urban land markets, there is a generally poor understanding of how they work, or the opportunities land markets offer for effective public investment to improve life for the poorest. It is thus essential that municipal officials are able and willing to use every tool at their disposal to manage urban land to achieve pro-poor outcomes wherever possible. In this guide, Urban LandMark identifies specific ways in which officials can approach their day-to-day urban land management business differently.

For example, informal settlements are a complex challenge that government officials face. The 'Managing Urban Land' guide provides a description of how informal land markets work and suggests tools that will enable municipal managers to intervene in positive ways.

Another example is interventions by local government that enable market activity and provide other role-players with incentives to fulfil desired social outcomes. Land availability agreements are a specific tool that enables the state to release land to private developers while retaining some leverage over the development outcomes. Under such agreements, the land remains the property of the state until developments are completed and sold to end-users, allowing private developers to avoid holding costs and other expenses while the municipality can ensure better social outcomes.

Although the 'Managing Urban Land' guide offers an array of tools and techniques to help officials to meet the particular needs of their municipality, it does not cover every aspect of urban land management carried out by municipal officials, nor does it prescribe the only ways in which pro-poor outcomes can be achieved. But it does provide encouragement to municipal officials to use their creativity and knowledge to identify tools and techniques that suit the particular needs of their municipality.

The principles behind the guide's techniques include:

- Knowing the market.
- Balancing pro-poor objectives with growth and revenue aims.
- Acknowledging and building on existing innovative solutions from the poor.
- Managing direct interventions to minimise market distortions.
- Building institutional capacity.
- Recognising that inaction has an impact too.

With the introduction of national legislation to guide spatial planning and land use management, Urban LandMark's guide was introduced at an opportune time. The tools and techniques described in the guide give planners a concrete way to pursue the principles that underpin government's responsibility in this field as described in policy – spatial justice, spatial sustainability, efficiency, spatial resilience and good administration.

We believe this guide will prove to be a catalyst for ongoing efforts by local government, supported by national and provincial government, to develop and strengthen new ways of managing urban land. In time these efforts may well identify opportunities for legal and policy reform.

What did municipalities participating in our 'Managing Urban Land' guide workshops have to say?

- A number of participants emphasised the positive impact the guide could have in less capacitated **secondary cities,** and recommended that a similar process of awareness raising and workshops – such as the project Urban LandMark undertook in partnership with the Isandla Institute in 2011/2012 – could have a significant influence on their practice.

- Politicians, particularly **councillors**, have been identified as a key stakeholder group that could be influenced by the guide, potentially through partnership with the South African Local Government Association.

- Municipal officials participating in the workshop held in Gauteng suggested that the development of **a course or series of learning modules from the content of the guide** would enable officials to engage in more detailed discussions about the application of particular ideas in the context of their city.

- Participants in the eThekwini workshop suggested that the areas of practice and innovation covered by the guide could serve as the basis for **benchmarking practice across different municipalities** in South Africa. It could then be used to stimulate discussion and track progress as municipalities engage with particular issues.

- All four municipalities participating in our workshops – the Cities of Cape Town and Johannesburg, eThekwini and Nelson Mandela Bay municipality – were interested in engaging with the detail of the **financial instrument to determine land release** described in chapter 4 of the guide. Municipalities indicated that since they had existing systems of modelling, a more advanced workshop comparing and potentially integrating the different models would be useful.

- All participating municipalities wanted to gain a better understanding of the potential and practical considerations of **value capture instruments** through additional workshops where municipalities could engage with the **detail of value capture and apply it to their particular contexts**.

- A number of participants indicated that future 'updates' of the guide should include **sustainability considerations** and further illuminate the tensions and trade-offs that often characterise planning and urban development.

Urban LandMark partners with UN-HABITAT to develop a guide to urban legal reform in sub-Saharan Africa

There is currently a heightened appreciation of the need for more appropriate urban law in African countries. There is also widespread acknowledgement that urban legal reform must reflect the distinct and particular economic, social and historical contexts within which urban law operates in each country. Infusing all of this is the understanding that new legislation must be designed to fit the implementation capabilities of each country, both in the public and private sectors.

Urban LandMark supported a pioneering approach to urban legal reform which is being developed by UN-HABITAT and focuses on identifying and accommodating the urban land market impacts of proposed reforms, in an African context.

As part of this support we collaborated with UN-HABITAT to produce a guide to urban legal reform in sub-Saharan Africa for practitioners in government, international agencies and consultants. The guide identifies the specific contextual factors that have to be taken into account when tackling law reform relating to the regulation of land and land development in African cities. The guide promotes an approach to urban legal reform that results

in new legislation (or changes to existing legislation) that is not only practically implementable, but also contributes towards cities that are more equitable, more sustainable and more efficient. The guide works from the premise that the majority of urban citizens are very poor and that new urban legislation must strengthen their capacities to earn livelihoods and contribute to the economy. The operation of urban land markets in African cities is poorly understood and the guide advocates that new legislative interventions must be designed on the basis of a more thorough understanding of these markets and with the goal of achieving pro-poor outcomes.

The guide also identifies the essential steps needed to design urban legal interventions that are effective. In the African urban context, this requires leaders of the process to be especially open to new and innovative ways of understanding how people's land and land use transactions and investments are made and managed. The continuum between formal and informal urban development and the range of different types of urban land market transactions that take place in African cities are inescapably important factors that have to shape the design of urban legal interventions.

Importantly, the guide does not dwell on the weaknesses of previous

efforts at urban legal reform but instead highlights cases where particularly successful outcomes were achieved, with an identification of the factors that led to those outcomes. While it draws attention to problems that have been experienced, it does so through a concerted attempt at understanding the factors that contributed to those problems. Wherever possible it draws on experiences from African countries, while also referring to lessons from the Latin American and Asian experiences.

This guide on urban legal reform is the first of a series of products that will be generated to support the development and implementation of urban legal instruments to enable the systematic, efficient and fair expansion of sub-Saharan cities.

Secondary objectives of the guide are to support effective participation in state-led law reform processes and to function as a useful resource for the continent's schools of planning and law in their teaching of planning law.

Urban LandMark assists in drafting new legislation for South Africa on spatial development and land use management

Land use management in South Africa is part of a regulatory framework currently characterised by a multiplicity of different, outdated laws and the lack of an institutional home. A new Spatial

Development Planning and Land Use Management Bill (SPLUMB) – which seeks to transform land administration in South Africa and includes proposals to achieve equity, integration and sustainability in spatial planning – was finally submitted to Parliament in 2012 and debated in the National Assembly in early 2013. Efforts to develop the Bill started about 12 years ago and considerable time has been spent on engagements and consultations.

Urban LandMark played a role in this development by assisting in drafting the SPLUMB and providing technical assistance to the process. During the early rounds of drafting the Bill, the Urban LandMark team was tasked to prepare the structure and contents of each chapter of the draft Bill, to identify any potential 'gaps' in the anticipated legislation and address them through discussions and follow-up research, and to provide strategic inputs and advice to the Presidency on the implementation of the draft Bill.

When the Department of Rural Development and Land Reform started to play a stronger role in the drafting of the Bill, Urban LandMark's role evolved to using the extensive technical input to the first draft Bill to comment on and inform the process of developing a further draft driven by the Department.

In 2011, Urban LandMark's Governance theme area coordinator, Stephen Berrisford, also worked with the National Planning Commission to ensure that the legal concerns arising from the SPLUMB process were acknowledged in the relevant chapter of the National Development Plan.

Although there will still be challenges in implementing the Bill, it represents significant progress in South African land use planning and management legislation, because:

- It provides a sound intergovernmental arrangement of the various powers and functions associated with spatial planning and land use management.

- It gives effect to the new definition of 'municipal planning' provided by the Constitutional Court in 2010.

- Importantly for Urban LandMark, it expressly requires all activities carried out under the new legislation to be inclusive of poor people and inclusive of the areas in which many poor people live (such as informal settlements and areas under traditional leadership).

- As per Urban LandMark's work on an incremental tenure security approach, it instructs that land use management be executed incrementally in informally designated land areas to secure both the land use interests and the land tenure rights of people living there.

Urban LandMark's involvement in developing the SPLUMB represented an opportunity to shape crucial planning legislation which underpins the entire system of land management, and through this the realisation of rights, in South Africa. Urban LandMark's objective throughout this process was to ensure that a new, more effective, legally stronger and more pro-poor national land use management law comes into being.

Urban LandMark investigates the delays in issuing title deeds to beneficiaries of housing projects funded by the capital subsidy

The Department of Human Settlements reports that between 1994 and 2009, 2.94-million housing units and serviced sites have either been built or were under construction. By September 2010, 1.44-million of these properties were formally registered on the Deeds Registry. This means that a significant proportion of subsidy beneficiaries had not yet received formal title for their housing. Moreover, since 2005, the percentage of subsidy properties that have been formally registered each year has plummeted.

Research commissioned by Urban LandMark points to several factors that undermine the transfer of title deeds to subsidy beneficiaries, including:

- Delayed and stalled processes of township establishment and proclamation.

- Revisions to the project payment process in the development of subsidy houses.

- Failure to hand over title deeds, even where they have been issued.

- Appropriateness of the deeds registration system.

The major cause is a failure by developers – both government and the private sector – to finalise the establishment and proclamation of new areas being developed for subsidised housing. Projects go ahead without the approval of a General Plan for the area, largely because the players involved lack either the time or expertise (or both) to address the many underlying issues that need to be resolved on certain tracts of land. Legislative, administrative and situational difficulties all contribute to the challenges. With the immense pressure on government officials to deliver housing at scale, the processes of township proclamation are sometimes short-circuited in favour of getting houses on the ground quickly.

The delay in issuing title deeds for subsidised houses fundamentally undermines the asset quality of government-subsidised housing and compromises the integrity of our Deeds Registry. It is a critical challenge facing the state, which must be addressed with urgency.

Our research finds that there are two areas in which registration performance can be improved. First, changes should be made to improve registration rates in new projects, and secondly, steps should be taken to address the backlog – the roughly one million beneficiaries without title deeds.

A complementary research initiative sponsored by the FinMark Trust, Urban LandMark, the National and Western Cape departments of Human Settlements, the South African Cities Network and the

FB Heron Foundation, explored the performance of government-subsidised housing in South Africa, and found that:

- Just less than 25% of all residential properties in the Deeds Registry are government-subsidised houses delivered as part of the national housing subsidy programme.
- Subsidy houses are valued by their owners and significant levels of investment are evident.
- Only 6% of all formally registered, subsidised houses have been sold at least once.
- Subsidy properties have been used to secure about R20-billion in mortgage finance.

The findings of both of these projects were mentioned in the Department of Human Settlements Budget Vote speech, delivered in Parliament in May 2012.

Our research into delays in issuing title deeds raised a number of challenges that practitioners will need to consider:

- How to overcome the backlog in title deeds – around one million households have not received their title deeds yet.
- How to proceed with the subsidy system given the challenges identified, as well as the capacity of many low-income households to invest in their housing.
- How to address the land use management challenges of households using their homes as home-based enterprises.
- How to structure the title transfer system in a way that makes sense and is accessible for low-cost transactions and first-time players in the property market.
- How to better promote housing as an asset in all of its facets – economic, financial and social.

FinMark Trust and Urban LandMark now need to ensure that the policy recommendations are actively addressed by all parties involved, and lead to change that promotes the growth of housing assets in South Africa.

Urban LandMark implements the World Bank's 'Land Governance Assessment Framework' tool for South Africa

The World Bank in 2011/2012 undertook an in-depth review of land governance and land policy in South Africa, with Urban LandMark managing the process and implementing a Land Governance Assessment Framework (LGAF) for South Africa.

The LGAF is a tool designed by the World Bank, in collaboration with partners, to help countries assess their policies and practices regarding land governance, setting a benchmark for comparison and monitoring of progress. The LGAF addresses the need to diagnose and benchmark land governance, helping countries prioritise reforms, and monitor progress over time. So far the LGAF has been applied in about 40 countries.

The LGAF process includes the assessment of 21 land governance indicators which are grouped into five thematic areas: the legal and institutional framework; land use planning, management and taxation; management of public land; public provision of land information; and dispute resolution and conflict management. The South African LGAF was complemented by an additional module on large-scale land acquisition.

The application of the LGAF framework within the South African context was useful in providing a 'snapshot' of the state of land governance in the country. The LGAF underscored South Africa's well-developed economy, which includes a well-functioning formal land market alongside informal land market systems occurring especially within communal land areas, which are steeped in oral tradition and practice. While not officially recorded, these systems are efficient and effective. A similar argument could be suggested for practices relating to access to the city and the functioning of what are called 'socially dominated' land markets.

The LGAF has managed to expose the obvious successes and failures as well as the sophistication (or lack thereof) in different parts of the current system. Moreover, the duality of land governance – the formal in juxtaposition to the informal - was well demonstrated through the use of the LGAF methodology.

President Jacob Zuma's 2012 'State of the Nation' address had a strong emphasis on land reform. Urban LandMark worked with the World Bank to use the findings of the Land Governance Assessment Framework to influence the 'Green Paper on Land Reform in South Africa', which was also mentioned in the 2012 State of the Nation speech.

To expand the reach of the LGAF South Africa project, Urban LandMark in early 2013 distilled the key findings into an easily accessible booklet. The booklet provides a succinct overview of land governance in South Africa while describing the complexity and challenges of land and land policy reform.

Looking at governance of urban land markets in Zimbabwe

Urban LandMark in 2011 commissioned an investigation into the state of urban land markets in Zimbabwe to determine whether the

Programme could support existing projects or initiate new projects around urban land governance in that country.

Our investigation found that since the colonial period and into the post-independence period, transactions in land and other forms of property in Zimbabwe's urban areas were generally undertaken through formal land markets. Regulated by the powerful Regional Town and Country Planning Act and the Urban Councils Act, the development of Zimbabwe's urban areas was guided by formal town planning, surveying and land registration processes. Guided by the same town planning and development standards, the post-independence government did not permit the development of slums or unauthorised/informal settlements in towns and cities, with squatter settlements generally destroyed wherever they appeared.

However, the system for establishing and governing Zimbabwe's urban areas has been fraught with bottlenecks, as it was originally initiated to meet the needs of a small population. With independence and the growing permanence of urban settlement amongst Zimbabweans, the restrictive system faced more demand than it could cope with. The adherence to high planning standards and formality created land supply bottlenecks and came

at a cost, as both government and the private sector failed to meet the housing and space requirements for undertaking economic activities in a rapidly expanding population and informal sector.

Evidence of such failure was seen in a growing informal sector and the development of illegal extensions in the country's low-income residential areas as the demand for housing units, particularly for low-income groups, mounted. With limited funding available, the government increasingly provided for fewer housing units for the poor. Low-income groups responded to the shortage of housing and their inability to construct informal housing by extending their properties and building illegal structures, so accommodating more people – as rent-paying lodgers. This became the main cause of severe overcrowding in the high-density areas, a situation that the central government seemed to condone until 2005 when overnight it launched a cleanup campaign, Operation Murambatsvina.

In response to a changing political climate and new development dictates which saw the emergence of a strong opposition political party, government seemingly promoted the development of informal settlements in the post 2000 period. However, with the centre of power still located

in ZANU PF and its allied structures, even the newly created Government of National Unity increasingly moved to formalise activities in informal settlements. However, the ingredients of informality have progressively penetrated the operation of formal urban land markets. But unlike the experience of East and West Africa, the State and its regulatory framework have remained both present and visible in Zimbabwe's informal settlements.

Our investigation found that research on urban land markets in Zimbabwe was sorely lacking, which limited the level of understanding of the performance of urban land markets. As such, there is a dearth of policy-relevant evidence to guide improvements to urban land market functionality.

The study recommended a number of broad areas for further research and investigation, including an in-depth policy and legislative review, further work on tenure upgrading and servicing of informal settlements, a programme to assist the strengthening of local authorities and local actors in urban land markets in relation to workable housing approaches for the poor, and increased availability of public information and dialogue on the functioning of urban land markets.

What are the main challenges to effective governance of land markets in Zimbabwe's urban areas?

- Government's performance in land administration is constrained by a **lack of adequate human, technical and financial resources**. Thus key government departments like the Deeds Registry office remain centralised and underfunded. State actors are also suffering from the loss of institutional memory. Previous attempts at computerising the Deeds Registry Office were not completed.

- Partnerships between local actors like cooperatives, and actors in the private sector and mainstream civil society organisations face significant challenges. These partnerships are strained mainly by the **politicisation of land issues in the country**. Some local or community-based actors, in particular cooperatives, which in essence represent the poor, suffer from a broader governance crisis characterised by **weak institutional mechanisms** incapable of promoting transparency and accountability. However, there are some critical institutional spaces where debate to enhance policy consistency and institutional coordination, with a focus on housing delivery, has occurred.

- Despite certain adjustments made to the planning framework over time, such changes remain insufficient and **more needs to be done to facilitate the release of affordable land for housing and economic development by the poor**. Policy directives have not been supported by appropriate reviews of legislation, leaving their application to the discretion of individual local authorities.

- While government has made attempts to upgrade informal settlements, **urgent work is still required around tenure rights and the servicing of settlements**. Tenure insecurity affects residential, commercial and serviced industrial land. The complex insecurities further affect livelihoods, complicating socio-economic development and by extension limiting prospects for improving urban land market functionality.

- The performance of urban land markets is hindered by the **absence of public information on property transactions**. Information on land delivery remains scattered and the picture on land supply is unclear. A combination of human and technical capacity limitations and the tendency to move towards informality, particularly in the post-2000 period, have eroded the capacities of state and non-state actors to continually update the information required.

Investigating the impact of efforts to reform Lesotho's land management and administration systems

Urban LandMark in 2011 commissioned an investigation into the state of urban land markets in Lesotho to determine whether the Programme could support existing projects or initiate new projects around urban land management in that country.

The study found that formal land markets in Lesotho suffer from distortions caused by poor land information systems, cumbersome land registration processes and unregulated private land development, leading to unplanned or ribbon/corridor development of land in the urban periphery. Lack of uncommitted land within the inner city areas has also tended to push both the poor and relatively wealthy developers further out into informal peri-urban areas, invariably leading to increased commuting distances from peripherally located settlements. Attempts by the government to acquire customary landholdings have hastened informal and clandestine subdivision and sale of such land by customary holders. This has resulted in extensive unplanned and unserviced mixed-income residential areas.

There is a fairly long history of dissatisfaction with the customary land tenure system in Lesotho, with disquiet largely related to the lack of security of tenure in general, while in the urban sector, customary tenure is considered to have hindered the development of an efficient urban land market and encouraged low density-urban sprawl and irregular peri-urban settlements.

The 2006 population census shows that most people access housing land through allocation by customary chiefs (67%), followed by inheritance (20%), purchase from someone else (7%), government agency (4%) and unspecified other (2%). The delivery of land by government and its agencies has therefore been minimal compared to other actors.

The Millennium Challenge Corporation was established in 2004 by the US government to eradicate poverty through sustainable economic growth. Eligible countries establish their own implementing agencies; in Lesotho this is the Millennium Challenge Account-Lesotho (MCA-L).

The MCA-L's land reform activities have focused mainly on titling, and less on the supply of new land into the market. International evidence suggests that the poor, especially landless people, rarely benefit from programmes focused too much on mass titling. In addition, matters relating to land supply and management remain very similar to those under the repealed Land Act of 1979. This means that the urban poor will continue to rely on informal systems of access to urban land.

More than 70% of Lesotho's population obtain land through informal systems. But it is not only the urban poor who do so; recent evidence from the ongoing regularisation scheme in Maseru points to the active participation of relatively wealthy people who have most likely been acquiring land for investment in rental housing.

The study therefore suggests three broad areas for further investigation: a detailed review of land supply to the urban poor, an assessment of rental housing and an assessment of the impact of the MCA-L's mass titling programme on the poor.

Tenure

Programme highlights

Programme highlights in the Tenure theme area for the period 2011 to 2013 include **three new 'operation of the market', studies** carried out in two settlements each in Maputo and Tete in Mozambique, and in two settlements in Lilongwe, Malawi.

Our 'operation of the market' studies research how poor people access, hold and trade land in selected settlements.

We began building our evidence base in South Africa in 2007 with a study in Cape Town, Ekurhuleni and eThekwini, and then collaborated in 2011 with Development Workshop in Angola, where our survey instrument was adapted for a study in Luanda and later on in Huambo. Our survey instrument was further developed and refined in 2011 to explore the dynamics of local land management arrangements in Maputo's peri-urban areas. In 2012 and 2013 we implemented our 'operation of the market' study in settlements in Tete, Mozambique and Lilongwe, Malawi as a component of our Tenure Security Facility Southern Africa project supported by Cities Alliance and co-funded by UKaid.

Our 'operation of the market' studies are being positioned as **an important tool to inform informal settlement / slum upgrading, assisting in the process of 'understanding before intervening'**. In particular our survey instrument and 'operation of the market' study tool provide in-depth, statistically relevant information about existing land management arrangements which are an important place to start in slum upgrading. We have generally supplemented these studies with more qualitative reflections from community feedback forums, household interviews and key person interviews.

Urban LandMark has co-hosted **community feedback sessions** with local partners to share the results of our market studies. In Lilongwe, a Tenure Security Dialogue in March 2013 created a successful interface between policymakers and communities on the ground. The timely nature of Urban LandMark's 'operation of the market' study and the dialogue was brought home to participants when senior government officials attending the event had to leave the meeting for Parliament, where nine new land-related Bills were being introduced that very day. While an important result of the dialogue was that state stakeholders acknowledged the value of engaging directly with communities, the dialogue also highlighted a key issue for slum upgrading in Africa, namely what happens to customary land amidst rapid urban expansion?

Once we have documented existing land management practices via our 'operation of the market' studies, it becomes easier to **advocate for their recognition rather than their replacement, to ensure upgrading interventions are meaningful**, and in particular to ensure tenure is secured. Legitimacy is a critical factor in tenure security. Benefits of title often fail to 'stick' because the formal system is overlaid onto existing practices without being adapted, which could lead to limited local legitimacy and meaning. In the mean time, local practices which were followed prior to titling remain in place.

Our continued **advocacy work for official recognition of existing practices to incrementally securing tenure and improving access to land** and, from a markets perspective, opening up more officially recognised channels of supply, has seen this alternative approach to large scale titling become more practical and applied, and the message about tenure security more widely understood.

Our approach to tenure security and property rights

Despite the barriers to accessing more formalised markets, poor people are actively involved in markets through the transactions they conduct to meet their need for shelter and a place to work, trade and raise their families. Urban LandMark believes that understanding these transactions, and understanding how they relate to, and are influenced by, the transactions of other role players such as the state and the private sector, enable us to build a more realistic picture of the dynamics of the urban context.

Informal settlements play an important and most likely long-term role in the urban land market. Our work on incrementally securing tenure for poorer people in such locations emphasise the necessity of political and policy recognition of informal settlements, to replace the persistent resistance to their existence. More acceptance of informal settlements means a step toward more secure rights, which means that settlements are no longer under threat of eviction.

We also advocate strongly for poorer residents in urban areas having access to better located land. Location is of critical importance to more equal participation in the land market because it raises the value of the property asset and thereby its realisable potential. Poorer urban residents are less likely to access well-located land, and even if they had done so in the past, they are under increasing pressure of relocation as more powerful urban actors, like property developers and investors, move in to purchase land. This is increasingly evident in post-conflict societies where areas that were previously unattractive to investors have become more interesting. In these situations perceived security of tenure is unlikely to protect people from displacement, and the need for legally defensible rights becomes critical.

We use the device of a continuum to understand existing rights and practices in informal settlements and slums, and to break down the binary thinking inherent in the concept of formalisation, with people at the one extreme seen to be outside of the official system, unregistered, informal and illegal, or at the other included, registered and formalised. Practice often lies in between these extremes, and a tenure security continuum is helpful to illustrate the officially recognised legal and administrative mechanisms which enable progression from less to more security of tenure. Administrative recognition uses instruments that may arise from policies or administrative practices to give residents a form of tenure security. Examples include occupation letters, occupancy registers, shack enumerations, block layouts and utility bills. Legal recognition uses a legal procedure to grant legal status to an area. Applying such mechanisms often requires the innovative application and sometimes enhancement or adaptation of existing laws and practices.

Programme activities 2011 to 2013

The interaction between informal land markets and rural-urban migration in South Africa

If accessing urban land through informal markets is one feature that characterises being poor in Africa's cities, another is migration. This research study interrogated the 'temporary' nature of individual migration in the post-apartheid period in South Africa, within the context of access to urban land markets, and investigated how migrant workers transact in informal land markets, whether households reconfigure themselves after land market transactions, and whether the ability to transact successfully in informal land markets influences the nature of migration.

There has been no research in post-apartheid South Africa which investigates how migrants gain access to urban land markets, and how this affects the nature of migration patterns. One reason for this is that understandings of the operation of informal land markets, as an important entry point for migrants, are only just emerging. Another reason is that from the migration perspective, there is a paucity of data collected at the migrant household's *destination point*. It has therefore been difficult to investigate how conditions in the destination area, including the migrant's access to land markets, affect the nature of migration, and in particular, whether this migration is permanent or temporary in that the migrant intends returning to the household of origin in the future.

Because migrant workers are reported as retaining membership in their household of origin, this migration is interpreted as 'temporary' or circular migration. However, it may be that what is identified as temporary migration in household surveys in fact signals the permanent out-migration of individuals. While many new migrants expressed their intention to return, the study found that this desire weakened with length of stay in the destination area. One of the key factors that may influence whether migration is temporary or permanent, and whether it involves the migration of individuals or families, is the ability of migrants to transact in urban land markets and the types of claims they are able to create and maintain.

Urban LandMark explores the dynamics of local land management arrangements in Maputo's peri-urban areas

In 2010, Urban LandMark together with partners from *Universidade Eduardo Modlane* and *Universidade Pedagógica* in Maputo undertook a survey to understand how ordinary urban dwellers access, hold and transact land in two peri-urban sites in Maputo.

Our study used both qualitative and quantitative data sources, which consisted of survey material collected from 568 households located in two peri-urban sites in Maputo – Hulene B and Luis Cabral. Survey data was complemented with key informant interviews held with municipal officials, *secretarios de bairros*, officials at the National Directorate of Geography and Cadastre, and ward secretaries.

Our rationale for the selection of the sites was to understand whether there are any differences in local land and management practices between these *bairros*, and whether perceptions of land security differed. Although they

are both located in the suburbs of Maputo city, Luis Cabral was established as a settlement for workers from the Maputo harbour, and has a longer history of urban settlement than Hulene B. Hulene B is a more recently established *bairro*, housing internally displaced people from the civil war and floods. While the majority of the plots in Luis Cabral have been surveyed, have wider roads and are generally better planned, Hulene B is largely unplanned. According to the *Secretario de Bairro* in Hulene B, only one third of the area has been surveyed.

Having an area surveyed is important, as it allows for the provision of municipal infrastructure such as roads, water and sewers. It is also an essential step towards registering land in the national cadastre – a prerequisite to getting land title.

Despite the differences between the two neighbourhoods, the study found no variations in the nature of land ownership and tenure. In both settlements, the vast majority of households do not have formal title. Most land is acquired through mechanisms that are outside the formal land registration system.

Our findings from this 'operation of the market' study challenge conventional understandings of the formal and informal sector in African cities. First, informal systems are not as disordered as they are perceived to be. Our research finds that there exists a sophisticated system of land registration, regulation and management in peri-urban areas where households do not have formal land title.

Secondly, although much of the land is accessed and secured verbally or through agreements with social networks, state agents are often critical to lending credibility to informal practices. It is not just that these spheres of authority overlap at given points in the process; they produce hybridised practices, melding official and unofficial processes. Thus the official and unofficial processes collapse into each other, producing new land practices in the city.

Thirdly, despite the fact that few households in the study areas have formal title to land or documentation – less than 3% of households claimed to have a *DUAT*, and only 30% had a *declaração* (see text box below) – 68% of households reported that their sense of rights to place were strong because the local land practices had social legitimacy.

Moreover, if households' investments in their properties are a sign of their sense of security in a place, then households in both neighbourhoods seem to feel relatively secure – 72% of those surveyed had made housing improvements since they had moved in.

These findings tell an important story of the significance of local land practices in creating opportunities for urban dwellers to secure land rights in the absence of an accessible and affordable formal system. Shedding light on our understanding of how urban territory is carved up and managed, these findings also underscore the ways in which we conceptualise African cities, with implications for both urban theory and practice.

What are the official means by which land occupants in Mozambique's urban areas are recognised?

Although the ownership of land by individuals and corporations is illegal in Mozambique, there are provisions in the law for the long-term use and occupation of land through the *DUAT* – a Land Usage Title Document – issued by municipal authorities in urban areas. The document is provided on condition that the holder develops the land. Mozambican nationals and residents should do so within five years, and non-nationals within two years. Once a *DUAT* holder has developed the land, they can apply for a *Titulo* that provides them with ownership of the structures and developments on the land for between 49 and 99 years.

Acquiring the *DUAT* is a long bureaucratic process, requiring the applicant to go to different government departments and through 64 steps in the process before getting land and property registered. This, coupled with the cost of travel to municipal offices, payments to notaries and the general application fees necessary for registration, mean that the *DUAT* is out of reach for the majority of urban households.

There are also other problems that make the *DUAT* difficult to obtain. For a *DUAT* to be issued, the parcel of land has to be in the municipal cadastre where the location and number of the parcel is registered. With the exception of 'cement town' in Maputo, few sites are registered in the cadastre.

According to a municipal official we interviewed at the Department of Planning as part of our 'operation of the market' study, about 800 000 households out of a population of 1.1 million people in the city do not possess a *DUAT*.

For households without a *DUAT*, the *declaracao* offers an official means for recognising a land occupant, and is a prerequisite to obtaining a *DUAT*. The *declaracao* is issued by the *Secretario de Bairro*, a local leader appointed by the municipality who works with a local leadership structure. For many households in peri-urban areas, the *declaracao* is the only document that links their name to a particular space in the city. Although it is not a title deed, it is recognised by banks, the municipality and employers to obtain a loan (for example), or to verify to potential employers that an individual is bona fide.

Our 'tenure security facility Southern Africa' project with Cities Alliance identifies and shares desirable tenure outcomes in slum upgrading initiatives in the region

Urban LandMark's 'tenure security facility Southern Africa' project provides technical assistance and advisory services on incrementally securing tenure within slum upgrading initiatives to a number of Southern African cities. The work aims to contribute to improved access to land for poorer people, which in turn contributes to improved livelihoods, active citizenship and wealth creation, and to share lessons learnt with others in the region.

The tenure security facility extends and expands on work Urban

LandMark has undertaken over the past seven years. The approach has already increased the priority placed on the need for incremental tenure in the slum upgrading process, and influenced thinking around how this should occur.

The project attracted R2-million in grant funding from the Cities Alliance Catalytic Fund in 2011, a funding instrument which provides grant support for projects that strengthen and promote the role of cities in poverty reduction and in sustainable urban development.

The project includes the following components of work:

- Two diagnostic studies on urban land markets in Lilongwe, Malawi and in Tete, Mozambique, as described earlier in this section of the report.

- Specialist advisory services on tenure to Huambo in Angola, Maputo in Mozambique and Lilongwe in Malawi, for the development and implementation of appropriate mechanisms to increase tenure security for households living in informal settings in these cities.

- Technical assistance on security of tenure to slum upgrading projects in three South Africa sites – Johannesburg, Cape Town and eMalahleni (Witbank).

- The development of a practical guide for use in the region on incrementally securing tenure in slum upgrading.

What our 'operation of the market' studies reveal about informal land transactions in Southern Africa

- **'Informal' land markets are often defined as 'socially dominated' because the social networks of which people are members bring together those who seek land and those who have land**. In a socially dominated market, money may be exchanged but price is not the overriding factor that frames the transaction.
  - » Across the studies, **family and friendship networks** feature most strongly when people are finding others to transact with –
    - In our Malawi study, over 80% relied on family and friendship networks when finding a place to stay.
    - In our South African studies, over 60% relied on such social relations.
    - In our Maputo study, 45% relied on family and friendship networks.
    - In South Africa, 'people living around' was also a significant category of response at 16.3%, indicating that people are using social networks to find a place to stay.
- **'Informal' land or property transactions are locally organised**, **and occur according to local rules for entering into such agreements**. Local, neighbourhood leadership figures are significant in legitimising agreements, resolving disputes and keeping land registers.
  - » In Maputo, only 6.3% of respondents in our study said they had no agreement, indicating that having an agreement, whether it is verbal or documented, is an important aspect of accessing land. Nearly half of respondents had some kind of agreement; 29% had a *declaracao* and 19% had a verbal agreement.
  - » In Luanda, about 86% of the total number of respondents had some kind of documentation that demonstrates that they had a right to occupy the property.
  - » In South Africa, most households in informal settlements relied on written agreements (a 'receipt').
  - » In Malawi, respondents who owned their property obtained the rights to such a property through an agreement witnessed by the chief or a document given to them by the chief (for 90% and 98%, respectively, of respondents interviewed in the two settlements that we surveyed as part of our 'operation of the market' study in Lilongwe).
  - » In the rental market in Malawi, rights to a property were secured through being given a document by the owner (for 49% and 58%, respectively, of respondents interviewed in the two settlements that we surveyed as part of our 'operation of the market' study in Lilongwe).

- **The state is not absent from these processes**.
    - » In **South Africa**, registration processes are an important point of interaction between the state and people living in informal settlements, for example where the municipality numbers shacks and registers people to enable them to apply for housing subsidies.
    - » In our **Malawi** study, where the sites are outside of the municipal boundary on traditional authority land, the state does not appear to be very present, but would be if the municipal boundaries were to be extended and the two settlements were to fall within the municipality's jurisdiction.
        - • However, our Malawi study has shown that the chief plays an important role in land management. For example, he is an important intermediary in land transactions between strangers, as are family and friendship networks.
    - » In **Angola and Mozambique**, authority in the state and local institutions overlaps considerably because of the dynamic role of local committees in Angola and local authority figures in Mozambique since the civil wars in both countries ended. Originally party political structures in the wars, these local institutions have assumed a land management function which is perceived as an official function.
        - • In Mozambique, the role of the ward secretaries has become more official in recent decentralisation reforms but their role in property sales remains unofficial as land cannot legally be sold.
        - • In Angola, the local committees are not arms of the state, although many residents perceive them as such. In practice, the authorities of state, party and social networks co-exist.
- • Across our operation of the market studies, **local land management practices and tenure arrangements are more credible locally than policy and law**.
    - » Some 86% of respondents in the **Luanda** study have unofficial property documents to demonstrate their occupancy rights, with half holding a purchase/sales declaration and others citing a contract of sale as evidence, while official forms of evidence are held by only 8% of respondents.
    - » In **Maputo** the *declaração* is the primary form of documented evidence, with 29% of households saying they have received a *declaração* from the *Secretario de Bairro*. Less than 3% of respondents were in possession of a *DUAT*, the official form of registered right.

Knowledge promotion

Urban LandMark's knowledge promotion programme aims to find practical ways to enhance the skills available in the dominant professions dealing with the urban land question and urban land markets, so that they can better address the interests of poor people and communities in rapidly expanding urban areas. The programme also aims to ensure that outputs from our research and project activities are made available as learning material and case studies to academics, experts, facilitators and teachers. As the 'events' section of this report describes in greater detail, Urban LandMark also coordinates and participates in conferences, seminars, workshops, fora and training initiatives to enhance cooperation and capacity-building at local, national and regional level.

Programme activities 2011 to 2013

Urban LandMark's handbook for first-time homeowners is taken up into the Department of Human Settlements' larger project on developing educational training material on title deeds

Urban LandMark in 2011 developed a short, accessible 'home ownership' handbook for first-time homeowners living in RDP houses and low-end bank-mortgaged houses, to provide answers to problems that arise when such owners decide to sell, rent out, or use their houses as small business premises, and bequeath or transfer title in the event of death.

This work fits well with the Department of Human Settlements' activities around the development of educational training material on title deeds targeted at state-subsidised housing beneficiaries and owners of homes at the lower end of the market. The Department's objective with this work was to ensure that as many of these households were reached and equipped with the knowledge and understanding to value and make the best use of the social, financial and economic opportunities that arise through property ownership.

Urban LandMark and the Department therefore partnered in developing a short, accessible 'home ownership' handbook to address the information needs of first-time homeowners.

To test the relevance of our material, Urban LandMark held pilot training sessions with communities of homeowners in low-cost housing in three provinces of South Africa, using the material contained in the handbook. The work also included the development of a new section for the Department's current 'Housing consumer education manual', called 'Making the most of ownership'. In piloting the material, we wanted to assess whether our 'title literacy' work with the Department identified and addressed the knowledge gaps that exist amongst the identified group of homeowners. Importantly, we wanted to test whether our material would enable new homeowners to understand the process of accessing (buying and selling) existing houses in the formal market – directly from government as well as from original government beneficiaries.

Our aim with this work was to transfer knowledge about the importance of title deeds, and how people who are mostly new to home ownership can use their property to alleviate poverty. We believe our 'homeowners handbook' will be very helpful in home ownership education of people moving into subsidy houses. To ensure wider reach, uptake and impact of our home ownership handbook, Urban LandMark also translated this resource into all 11 official South African languages and printed the first 300 of these handbooks to be distributed by the national Department to its provincial counterparts.

Urban LandMark launches 10 new case studies in 2011 and 2013 as part of our Learning Materials collection disseminated to training institutions

Our set of learning materials developed and released in 2011 encouraged users to think about, discuss and try to find workable solutions to the following problems that poorer urban dwellers encounter when they engage with urban land markets in South Africa and the region:

- Why are poor people unable to gain access to and make effective use of well-located urban land in South Africa?

- Which factors prevent the small-scale private rental accommodation sector from making a greater contribution to addressing South Africa's housing backlog?

- Why does the formal housing market in South Africa not meet the needs of all urban residents?

- Since democracy, what are some of the trends that have emerged around poorer people gaining access to, in particular, the lower end of the formal housing market in cities?

- What characteristics should a city in Africa have to ensure its land and property markets are efficient and equitable, and work well for poorer urban residents?

This was the second set of case studies in a series of learning material Urban LandMark developed, and it provides easily accessible summaries of the findings and recommendations of our most important recent research, as well as the key policy issues of each learning theme.

Another five case studies were developed in 2013, including:

- Studies of informal land tenure arrangements in Mozambique and in Angola.

- The financing of city services in Southern Africa.

- The impact of shopping centres on township development.

- Creating and capturing value around transport infrastructure.

The case study on informal land markets in Angola, based on research by Development Workshop in Angola, examines how urban land is transacted and the mechanisms by which it is secured and regulated, looking particularly at low-income areas in Luanda. It shows the inability of the formal market to provide the means for poorer people to access land, transact it and secure formal title or legally defensible land tenure. The case study provides the foundations for an alternative conceptual framework of land management and proposes a variety of means by which land markets could function effectively while also meeting the needs of poorer people.

Similarly, the case study on informal land tenure arrangements in Maputo, based on Urban LandMark's own research, describes a land market that is technically outside of the country's legal system but notwithstanding its illegality sees local land practices occurring which are organised and relatively sophisticated. The case study challenges the user to develop guidelines for the Mozambican government that will assist in resolving the above contradiction, and in particular, to assist poorer people to access land and gain greater tenure security and rights than they currently have.

The case study describing financing of city services in Southern Africa draws on research by the South African Cities Network that investigated the financial sustainability of cities in the region. The case study asks the user to identify the main challenges facing rapidly urbanising cities in Southern Africa regarding funding of operations, and infrastructure maintenance and development, and how one would go about to assist in improving the credit worthiness of such cities and strengthening city budgets to achieve, amongst other goals, effective infrastructure development and service delivery.

These case studies were launched at an international workshop on knowledge production and research collaboration in the global South, hosted by Urban LandMark and the Association of African Planning

Schools in March 2013. The event is described in greater detail in the 'cross-cutting activities' section of this report.

Our learning material aims to find practical ways to enhance the skills available in the dominant professions dealing with the urban land question and urban land markets, so they can better cater for poorer people in urban areas, and is available to training institutions as input into their academic curricula or short courses.

Our case studies are all available on our website at *www.urbanlandmark.org.*

Urban LandMark develops a paper for the Department of Human Settlements' 'Beneficiaries to Citizens' seminar on increasing the poor's participation in human settlements development

Urban LandMark was invited to develop a paper for the Department of Human Settlements Research Task Team's 'Beneficiaries to Citizens' seminar in November 2011. The purpose of the seminar was to provide a platform for government, academia and NGOs to engage in a conversation around the recognition of the voices of poor communities and their participation in human settlements programmes that directly affect their lives. The seminar also determined ways in which the Department could more effectively communicate with and attain meaningful participation of poorer people in human settlements planning and development.

Urban LandMark's paper dealt with the realities that i) despite larger budgets each year there is a recent downward trend in housing production, and there are increasing cases where subsidies are being diverted and the system subverted; and ii) the demand for free houses seems to increase rather than abate, while social protest around service delivery and access to free houses are ongoing. These signs show that South African residents are waiting for the state to provide houses and other goods.

While the paper acknowledges moves inside government to address these issues, both in housing policy terms and more

broadly in debates around the welfare state versus other governance forms, it also highlights the barriers to establishing full engagement with communities and households. For example, in housing, there is a gradual shift from complete subsidy houses towards more *in situ* upgrading of informal settlements. Upgrading settlements where they have been built by people carries the message that people's own efforts are important, along with the social and economic networks that communities have built up over years of living there. It is a step in the right direction, from beneficiaries to citizens.

But patterns of patronage have become entrenched, and people who hold power in the system can block change. Also, mass housing allowed the separation of the deliverers from the beneficiaries, with clear divisions between a project's production and occupation phases. Thus municipalities tend not to have the capacity to directly engage communities over longer periods of time. The devolution of funding and decision making to municipalities is also likely to continue to take some time. Municipalities receiving projects

from provincial authorities only once they are built causes discontinuity in the relationship with communities; it also limits the ability of local authorities to guide spatial planning within their boundaries.

The paper also emphasises that suggesting residents should transition from beneficiaries to citizens goes beyond the degree to which communities participate in housing projects. The paper therefore addresses the particular challenge of gradation off dependency once the benefits have been accessed. Without giving this some attention, the state is finding that people they thought had left the queue are suddenly back in it. By defining welfare dependence as a stage in the lives of people who are poor and vulnerable, and by addressing how people might be enabled to transition off this dependency, it is possible to design programmes which can work over longer periods and be more sustainable. With the shift towards upgrading already under way, the question is, what are the other elements of an empowered citizenry?

Urban LandMark puts together a Special Issue on land in Southern Africa for the Urban Forum *journal*

Urban LandMark in 2012 put together a collection of academic papers from Southern African and international authors dealing with land issues in the region for an early 2013 Special Issue of the Springer published journal, Urban Forum. The journal addresses the broad developmental issues of urbanisation in the developing world while providing a distinctive African focus on the subject.

Some of these papers were presented at Urban LandMark's 2011 Regional Conference called 'Rethinking emerging land markets in rapidly growing Southern African cities'. Our contribution of papers to this Special Issue of *Urban Forum* provides a mix of comparative urban land practices, particularly in the context of growing demand for land and a legal framework that lags behind and makes those at the margins vulnerable to lack of tenure. This series of papers is listed in the 'Urban LandMark publications' section of this report.

Urban LandMark is publishing a book about our work, experiences and learning during Phase 1 of the Programme

Urban LandMark has been working on land access issues since 2006. During that time we have gathered a wide range of evidence, implemented projects, developed an approach and influenced actors, all with the objective of improving access to land and land markets for poorer people and communities. In the process of implementation, we have tested and enhanced the concept of making urban land markets work better for the poor, and learnt lessons which we recently decided to bring together in one place in the form of a published book. The book, which will be available in 2013, describes Urban LandMark's approach and how the Programme has tested and enhanced the concept of making urban land markets work better for poor people. It also reflects on what we now know about urban land markets in Southern Africa that we did not know when the Programme started six years ago. We believe that by describing the approach and investigating the lessons learnt, this book will make an important conceptual contribution to thinking and practice.

Cross-Cutting Activities

Urban LandMark provides grant funding to catalyse larger research projects

Each year, Urban LandMark makes available a limited number of grants, which funding is typically for research projects, support activities, knowledge dissemination or other initiatives which align with Urban LandMark's mandate and build on our current body of knowledge and practice. Such research projects are short term but catalytic in nature, and yield products which we are able to use to promote access to well-located urban land and markets by poorer people and communities.

2011-2013

Grant to support the African Centre for Cities at the University of Cape Town to expand urbanafrica.net, *its urban knowledge portal on African cities*

In 2011 and 2012, Urban LandMark contracted the African Centre for Cities to develop a knowledge portal that offers multiple access points to verifiable information and knowledge resources on urban development with an African focus. The objective of the knowledge portal was to build urban knowledge and capacity to effectively respond to the unique challenges and opportunities faced by African urban policy-makers and development practitioners, by creating access to international best practice and more detailed knowledge of their own national urban realities.

Together with other funders, Urban LandMark in 2012 made grant funding available to enable the African Centre for Cities to expand the content, resources and reach of the urban knowledge portal on African cities. This which included expansion of the online knowledge portal's urban reporting project, identifying Africa-based academic experts to produce academic commentaries to balance the portal's mainly journalistic and popular portal commentaries, and recruitment of partner organisations to moderate themed discussions to ensure continuity of the knowledge sharing space on the portal.

Grant to support Afesis-corplan's civil society housing sector capacity building initiative

Afesis-corplan has been involved in housing work for the last 20 years, focusing since 2008 on the issue of access to land for low-income housing. With support from Urban LandMark and other stakeholders they have researched and promoted the concept of incremental settlement. Within this project, Urban LandMark from 2009 to 2011 financially supported Afesis-corplan to develop and consolidate a 'LANDfirst' initiative, and to host a series of learning events around the 'LANDfirst' campaign. 'LANDfirst' has been an effective approach to settlement development, emphasising the provision of planned secure land with basic services as a first step towards a longer-term housing and settlement upgrading process.

Other work around incremental settlement has involved piloting the 'Managed Land Settlement' concept in the Great Kei Mouth Municipality. 'LANDfirst' and these kinds of pilot projects clearly showed that access to land on which incremental settlement projects can be implemented still remains a key bottleneck to the development of appropriate land for low-income housing.

To complement and expand on the work done within the 'LANDfirst' initiative, Urban LandMark in 2012 provided grant funding for a capacity building project supporting civil society organisations, including community-based organisations, NGOs and social movements in the Eastern Cape to engage with provincial and local government over their land, housing and settlement needs.

It is envisaged that this engagement will encourage government to take up the issue of the establishment of more regular sector forums, at provincial and local government level, where government can interact with all stakeholders involved in the land, housing and settlement sector. Urban LandMark sees this project as having the potential to make a significant impact on access to well-located land for poorer people and communities.

Grant to support research on the interactions of major landowners and developers with informal land markets in Dar es Salaam and Durban

Urban LandMark has provided University College London with grant funding to investigate the interactions of major landowners and developers with informal land markets in Africa. Specifically, the research aims to facilitate a better understanding of how elites and major landowners in Durban and Dar es Salaam make decisions about land development in the context of extensive informal land markets. The research will generate empirical evidence on how these actors relate to the informal land markets of poor women and men in their land development activities. It will also develop effective research methodologies to incorporate the activities of elites and policy-makers in studies of how poorer people access urban land.

The work complements Urban LandMark's portfolio of research on urban informal land markets, formal urban land market dynamics, and the perspectives of developers and municipal authorities in South Africa. It also builds on work that Urban LandMark funded in 2009, which investigated individual migration in post-apartheid South Africa. That research provided us with a better understanding of how migrant workers transact in informal

land markets, and how the ability to transact successfully in theses markets influences the nature of migration.

Grant to support the FinMark Trust's Affordable Land and Housing Data Centre

The Affordable Land and Housing Data Centre (al+hdc) is an initiative focused on the lower segment of South Africa's property market. Drawing deeds data from the South African deeds registry and survey data from Statistics South Africa, the al+hdc provides actual transaction level data for affordable suburbs across South Africa to expand access to understanding urban land markets to a larger variety of stakeholders.

Recently, the al+hdc developed more efficient means of sharing information about inner city housing markets, including a platform called 'CityMark', which provides real-time information on indicators of specific interest to governments and housing investors at suburb level across nine major metros in South Africa.

Urban LandMark in 2012 continued its financial assistance of earlier years to the al+hdc to support the Centre's key programme and organisational activities, including building the Centre's technical expertise, the development, maintenance and updating of its CityMark dashboard and data platform, and expansion of the Centre's partner base and ensuring increased collaboration amongst partners.

The al+hdc is a joint venture between FinMark Trust and Urban LandMark, with support from Lightstone Property Services and Eighty 20.

Grant to support the publication of a book on the Architects' Collective 'South African Informal City' project

Towards the end of 2011, the Architects' Collective and its partners, which include Urban LandMark, hosted the South African Informal City (SAIC) exhibition in Newtown. The event was one of the Technical Site Visits offered by the Local Government Programme for COP17 and showcased innovative design and research projects in South Africa around urban informality.

The initiative wanted to focus greater attention on the informal city, which is in line with Urban LandMark's broad objectives around better access to urban spaces for poorer people. In the rapidly urbanising cities of South Africa and southern Africa, access to space is a matter of survival. The means of access is the informal market, as commodities available on the formal, registered market are largely unaffordable.

The exhibition was accompanied by a one-day seminar exploring the opportunities and challenges around informality. The objective was to open up dialogue around the critical issues of informality and urban development, and to further cooperation, information sharing and positive action between policy-makers, built-environment professionals and the public.

As a contributor to the exhibition and the seminar, Urban LandMark knows how important it is to mobilise design professionals. Architects, urban designers, planners and engineers have the capacity to innovate and to learn from how people themselves innovate in meeting their own shelter and space needs in situations of poverty and informality. This is important because the informal sub-market in space for living and working is vibrant but complex, and in many cases quite vulnerable.

Feedback from the exhibition and seminar was so positive and the demand for this information so great that the Architects' Collective expanded the SAIC project by publishing the exhibition content and seminar outcomes in hard copy book and online formats, and launching the publication at the South African Planning Institute's 'Planning Africa' 2012 Conference.

Grant funding from Urban LandMark and the South African Cities Network enabled the SAIC project to reach a broader audience, sustain the momentum of this critical debate and become part of a wider, professional and public knowledge.

All of the Architects' Collective partners involved in this project – the Johannesburg Development Agency, the Neighbourhood Development Programme of National Treasury, the South African Cities Network, the Centre for Affordable Housing Finance in Africa, Urban LandMark and the National Research Foundation – are active in the field of sustainable urban development, and view this knowledge sharing project as critical to effectively engaging with the opportunities and challenges of the informal sector, unlocking social and economic opportunities for the public and private sectors, and improving the quality of living environments for all.

ULM provides grant funding for a book on land tenure in contemporary South Africa

In 2011, Urban LandMark provided funding support for the development of a book containing cross-cutting lessons for policy and practice from rural, urban and small-town South Africa in terms of property rights and land tenure issues. The book, geared towards greater understanding of land tenure issues amongst policy-makers and practitioners, contains new thinking emerging over the past three to four years, and constitutes a significant contribution to the literature on land tenure in South Africa, but also speaks directly to wider debates in the international policy and research arenas.

The book project is a partnership between Urban LandMark, the Institute for Poverty, Land and Agrarian Studies (PLAAS) at the University of the Western Cape and LEAP, an association promoting a learning approach to increasing tenure security for the poor and vulnerable in South Africa.

The book informs tenure reform policy-making and field practice in rural, urban and small-town South Africa and further afield, stimulates public awareness of the existence of viable alternatives to private individual ownership and thus helps to support more informed public debate on land issues in South Africa and elsewhere.

Urban LandMark's events and participation in partner activities

2013

March 2013 – Urban LandMark Annual Conference: Moving from knowledge to change: agreeing the next steps for better access to urban land

For many decades donor organisations and governments have invested considerable amounts in investigating and promoting better urban governance towards more just and equitable cities in the global south. Over the last ten years, focus has also shifted towards understanding how people engage in market systems.

At our 2013 Conference, Urban LandMark interrogated whether improved property rights are sufficient to significantly change people's access to urban land, housing, services and economic opportunities. While there is a growing body of empirically based knowledge which indicates that there is indeed a link between property rights, market access and improved urban livelihoods, we further investigated:

- how best this knowledge could be translated into changes in practice?
- whether the evidence-base is making any difference to how urban areas are governed, to whether tenure security is improving, and to whether people have greater access to information and to more habitable land and shelter?
- whether the economics of access to land are any fairer as a result of the work done by well-meaning researchers and policy analysts?

This led us to the next level of challenges:

- if not enough change is happening, how can the impact of the many donor agencies and governments working in the field be improved?
- and is there real evidence to show which programmes work and why?

Our keynote speakers at the Conference were:

- **Carlos Morales-Schechinger,** a land policy expert at the Institute for Housing and Urban Development Studies at Erasmus University, Rotterdam. Morales-Schechinger spoke about mobilising land value increments to make housing more affordable and to finance infrastructure in Latin America.
- **Geoffrey Payne**, of Geoffrey Payne & Associates, London, who has for the last 40 years worked on housing, land and urban development issues across the world. Payne spoke about land, politics and the role of international development agencies.

The Conference also included a panel discussion with a leading Chinese scholar from the Centre for African Studies at Peking University, representatives of Development Workshop in Angola and Canada, and representatives of both Urban LandMark and the Centre for Affordable Housing Finance in Africa at the FinMark Trust, on the impact of China's investments in cities in Africa.

The panel discussion showed that China has dramatically increased its presence in Southern Africa in the past decade and has become one of the largest foreign investors in the region. Its growing impact on trade, aid and investment has attracted increasing academic, media and government attention.

But the discussion also showed that although China's investment in Angola is probably the major investment in Africa over the last seven years and this is likely to continue over the next ten years, this considerable investment has had limited impact because of the poor location of large housing developments which were planned with little consideration of the levels of affordability in large cities such as Luanda.

A range of projects are now being initiated to improve the basis on which China operates in the region. Some of these projects, developed within a partnership between Chinese and African academic institutions, aim to promote pro-poor development, not just for Angola but for all African countries, looking at the challenges of how investments can be more effectively targeted.

March 2013 – Urban LandMark and the Association of African Planning Schools host a workshop to discuss knowledge production and research collaboration in the global South

Urban LandMark and the Association of African Planning Schools (AAPS) co-hosted a workshop in Johannesburg called 'Knowledge production and research collaboration in the global South'. The workshop aimed to develop a lexicon of case studies from the global South on urban land market issues, outline key messages in the design of urban land curricula, and reflect on empirical evidence and develop curricula that are appropriate to contemporary urban land markets.

Using case studies and empirical evidence, the two-day workshop interrogated three key assumptions that underpin current land debates in Africa and assume that:

- with the 'right' interventions, people operating in the market in unregistered land will eventually be integrated into the legally recognised system
- socially dominated markets are disorganised, unregulated and risky for urban dwellers to invest in
- the privatisation of land rights through state-issued title inevitably leads to access to financial markets and the unlocking of entrepreneurial initiative and greater productivity.

The idea that households invest in land in the absence of title implies that other registers of security and trust in local institutions come into play in the absence of formal title. The core questions which informed the workshop discussions were therefore:

- what are these alternative registers of security, and how are they circulated, developed and embedded in local land practices?

- how do scholars and policymakers collect, analyse and make sense of this data?

- how do we develop teaching tools that help us to problematise the frames we use to understand land in Africa?

- importantly, how do we develop alternative ways of seeing, analysing and theorising urban land on the continent?

Five new case studies developed by Urban LandMark, including studies of informal land tenure arrangements in Mozambique and Angola, the financing of city services in Southern Africa, the impact of shopping centres on township development, and creating and capturing value around transport infrastructure, were launched at the workshop. These case studies can be found at *www.urbanlandmark.org.za.*

2012

November 2012 – Urban LandMark discusses improved access to urban land and property rights with DFID London

Urban LandMark Programme Director Mark Napier and Theme Coordinators Stephen Berrisford (Governance), Lauren Royston (Tenure) and Rob McGaffin (Market) visited DFID London in November 2012 to present the organisation's recent work on and approach to

improving access to urban land and property rights.

On day one of the visit, Urban LandMark presented its programme role and activities during a DFID seminar, alongside Jeb Brugmann, managing partner of The Next Practice, and Allison Brown from WIEGO (Women in Informal Employment). On the second day, Urban LandMark presented a half-day learning event, co-facilitated by individuals from the DFID-supported 'Growth and Employment in States' (GEMS3) project in Nigeria.

The objective of the visit was to showcase Urban LandMark's work, impact and lessons learnt over the last seven years to a broader, more global audience, as well as to a larger audience within DFID, Urban LandMark's main funder over the past seven years. The theme of property rights has recently become more important in the UK, as illustrated by British Prime Minister David Cameron's so-called 'Golden Thread of Development' speech in November 2012 which talked about strengthening property rights and the associated institutions as integral to achieving development as a whole.

The discussion on urban land governance focussed on the fact that Urban LandMark has built an evidence base and provides a framework for approaching urban land governance from a different angle. It was acknowledged that studying the relationship between regulatory reforms and land access – prices, land supply, fair distribution of land rights, the rate of building and so on – over time, the programme could establish a compelling argument for both the nature and timing of governance reforms in particular markets.

The activities and achievements of Urban LandMark's Tenure Security Facility Southern Africa

project, funded by the Cities Alliance and co-funded by UKaid, was also described at the event. This work aims to contribute to improved access to land for poorer people, which in turn contributes to improved livelihoods, active citizenship and asset creation. Key findings on this project have been that a body of alternative practice needs to be established to influence a different kind of thinking about slum upgrading. This could include, for example, officially recognised mechanisms to secure rights incrementally that can be used to defend de facto rights to productive and residential land use to increase certainty, and for transferability.

During the visit, Urban LandMark highlighted the most important lessons the organisation has learnt over the past seven years of the programme's existence. These include the importance of context and the need to begin with what a continent, country or city needs, based on a sound understanding of the system – especially for land and property.

A further lesson is that investment in urban change and land law reform is by necessity a long-term process: sustained evidence gathering attracts interest but behaviour change follows more slowly.

A key lesson is that relatively small think tanks can make a major difference in altering policy and behaviour, given time, but that their role is generally under-rated and misunderstood in this sector. Finally, an organisation such as Urban LandMark's credibility is built through establishing a reliable evidence base and playing an objective brokering role. This has been facilitated by the type of funding the organisation has been able to source from UKaid over the past seven years.

*A new frontier for Urban LandMark during Phase 2 of its Programme will be to attempt to span the divide between urban development and environmental practitioners to **broker a practical urban response to climate change, resilience and vulnerability where the importance of property markets, land governance and planning is integrated**.*

November 2012 – Urban LandMark participates in a conference on urbanisation and rural-urban migration in sub-Saharan Africa

This Conference, held in Nairobi, Kenya, was hosted by the African Migration and Policy Development Centre, which forms part of DFID's 'Migrating out of Poverty' consortium. Discussions included urbanisation data and trends, the role of urbanisation in poverty reduction, the impacts and drivers of youth migration to towns and cities, urban vulnerabilities and adaptation to climate change, urban governance and service provision, and land markets in urban areas.

Caroline Wanjiku Kihato, Urban LandMark's Knowledge Promotion Theme Coordinator, was invited to present a paper at the Conference that she co-authored with Lauren Royston, José Alberto Raimundo and Inês Macamo Raimundo. The

paper called 'Multiple land regimes: Rethinking land governance in Maputo's peri-urban spaces', analyses the findings of a report called Operation of the Market Study: Land Access in Urban Areas, which was based on a survey Urban LandMark undertook together with partners in Mozambique to understand how ordinary urban dwellers access, hold and transact land in two peri-urban sites in Maputo.

Africa's increasing levels of urbanisation have significant implications for urban land. Growing populations imply that there is increasing pressure for cities to provide economic opportunities, housing, infrastructure and social services to existing and incoming urban dwellers. These activities take place on urban land, and much of the new growth occurs outside of the state regulatory and legal frameworks. Using survey

data collected in Maputo's peri-urban areas, Urban LandMark's paper explores how ordinary urban dwellers access, hold, transact and manage land.

Our research findings suggest the existence of a land market that is technically 'outside' of the legal system, but that these land practices are nevertheless organised, and possess sophisticated local land management and regulatory systems. The research notes that the low incidence of land conflicts in both neighbourhoods shows that these governance practices are relatively functional.

The research also shows that local practices are characterised by a complex web of social actors, including family members, neighbours, local leadership structures and state officials, all of whom lend the credibility and legitimacy that allow a local land market to function.

*Urban LandMark's findings from the Maputo survey challenged conventional understandings of formal and informal markets. They show that these socially embedded land markets not only allow us to understand how urban territory is carved up and managed; it also transforms the way we conceptualise formality and informality in African cities, allowing us to see how informal urban economies are co-produced by state and non-state regulatory systems. **These 'hybrid economies' have implications for how we understand governance, markets and the role of the state in our cities.***

October 2012 – Urban LandMark's 'Governing Urban Land' guide for municipal practitioners is workshopped in South Africa's urban centres

Urban LandMark in 2011 commissioned Isandla Institute to draw on our body of research work to develop a guide that is designed to assist municipal practitioners to deal innovatively with various aspects of the management of urban land. The purpose of the guide was to illustrate practical ways in which officials working in municipalities can carry out their ordinary functions in ways that enable them to make urban land markets work better for poorer people in South African towns and cities. The guide takes various streams of Urban LandMark work and compiles them into a single, easily accessible resource for municipal practitioners. In late 2012, Urban LandMark again partnered with

Isandla Institute to disseminate the guide through national and partner organisation launches, and through workshopping the guide with three metropolitan municipalities – Cape Town, Johannesburg and eThekwini – as well as Nelson Mandela Bay municipality – to facilitate use of the guide as a practical tool for municipal practitioners and to support decision-making in day-to-day functions.

The national launch and workshop attracted a range of role players and underscored the value of the guide to inform transformative practice. The municipal workshops attracted a cross-section of disciplines, departments and external role players that work for or with the state. Participant feedback emphasised the value of the guide for stimulating cross-disciplinary collaboration and its ability to introduce new ideas for improved practice. The workshops

enabled valued cross-departmental discussions that participants suggested would improve future collaboration, and a number of practitioners attending the workshops were eager to share the guide with colleagues in the workplace. Finally, a series of radio interviews created opportunities to make members of the public aware of the guide and its ability to inform discussion about topical issues at local government level.

September 2012 – Urban LandMark participates in the 6th World Urban Forum

As a partner in the Global Land Tool Network (GLTN), Urban LandMark received an invitation from UN-HABITAT to attend the 6th World Urban Forum in September 2012 in Naples, Italy. The WUF was established by the United Nations General Assembly to examine the challenge of rapid urbanisation and

its impact on communities, cities, economies and the environment.

The GLTN is a network of international organisations and individuals promoting secure land and property rights for all through the promotion of a continuum of land rights and the development of pro-poor and gender appropriate land tools.

One of Urban LandMark's main aims in going to the World Urban Forum was to build the partnership with the GLTN, so we prioritised participation in a series of GLTN events.

Youth and Land event at the Youth Assembly, 1 September 2012

Presentations and discussions explored the youth-land link, advocating why land is a youth

issue. Issues of mobility, job-seeking, inheritance rights, the position of girls and a range of tenure rights, including rental opportunities, were emphasised as being youth-specific in relation to land. Strategic positioning of the youth/land access issue is important, especially in contexts where an under-supply of land affects people across the age spectrum.

> *Urban LandMark came away with the more nuanced addition of a youth-based differentiation of need, to add to the income, gender and settlement typology disaggregation that informs much of our work.*

Networking event on the Social Tenure Domain Model co-organised with the Government of Uganda and Shack/Slum Dwellers International (SDI), 4 September 2012

The Social Tenure Domain Model is a pro-poor land information system developed by GLTN partners UN-HABITAT, the International Federation of Surveyors and the Faculty of Geo-Information, Science and Earth Observation at the University of Twente in the Netherlands. It is an alternative to the traditional cadastre, as it has the capacity to capture and manage tenure categories that the conventional cadastral system cannot, including social and customary claims. Capable of capturing a range of land rights, it is closely linked to GLTN's concept of a continuum of land rights.

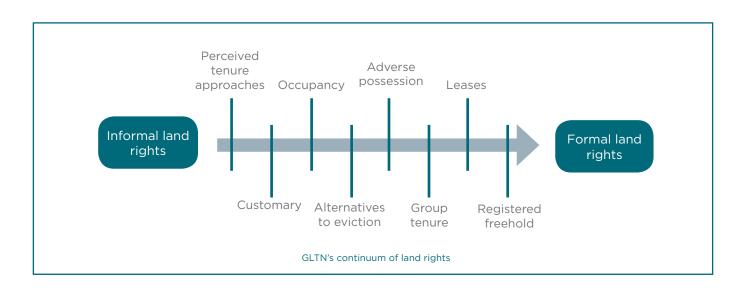The model is a land rights recognition and land information

tool, as it records various rights resulting in the production of a 'certificate of residence'. It is also an information and mapping tool, as it results in the production of an initial neighbourhood plan and holds settlement data collected by communities. The model has been piloted in Mbale, Uganda, in a partnership of their Ministry of Land, Housing and Urban Development, SDI, the Cities Alliance and UN-HABITAT through GLTN.

Being both practical and conceptual in nature, this event offered a workable tenure security alternative to conventional cadastral and registration systems. The model is not merely a software package, but a new way of thinking about land records and a method based on, widely used open source systems to record information and collect data about land.

GLTN roundtable celebrating a range of land rights, 5 September 2012

Urban LandMark attended this event as one of the GLTN's partners, which gave us an opportunity to comment on the continuum of land rights from our perspective of progressively securing tenure in informal settlement upgrading.

The GLTN places land rights along a continuum of informality/formality. Informal rights are characterised as being more traditional, customary or even social in nature, often with a group-based claim, and lacking clear, mapped boundary definition and official paperwork to certify rights. Formal rights are characterised as being individualised, registered and enshrined in law. In reality the situation is neither as simple nor as linear, and the real point about the continuum is that a range of rights lies between these two extremes.

Informal land rights → Perceived tenure approaches · Customary · Occupancy · Alternatives to eviction · Adverse possession · Group tenure · Leases · Registered freehold → Formal land rights

GLTN's continuum of land rights

Our Tenure Security Facility Southern Africa project, funded by the Cities Alliance and co-funded by UKaid from DFID – described earlier in this report – is well positioned to deepen the practical application of a continuum of tenure security. We look forward to contributing lessons from the work to the debates and practice via Cities Alliance and the GLTN.

August 2012 – Urban LandMark participates in a China-Africa workshop on pro-poor urban development

Chinese and African experts and thinkers on how urbanisation is affecting the poor came together in Nairobi, Kenya in August 2012 to share experiences and best practices. The workshop was organised by the Mazingira Institute, Development Workshop Angola and the Centre for African Studies at Peking University, and was supported by the Bill and Melinda Gates Foundation. Caroline Wanjiku Kihato, Urban LandMark's Knowledge Promotion Theme Coordinator, participated in the event.

The idea to bring together urbanisation experts from China and Africa flows from interactions between Angola and China some two years ago. Both countries have urban growth rates that are among the highest in the world, yet Chinese academics, policymakers and urban development specialists are in general not familiar with the African environment. The workshop aimed to share experiences and best practices in pro-poor urban development in both China and Africa, focusing on Chinese involvement in African urbanisation, and to promote concrete and actionable ideas for pilot projects to enhance the pro-poor impact of Chinese investments in Africa.

Papers on four themes were presented – China's involvement in African urban development; financing and social housing; urban land, services and infrastructure; and participatory urban planning.

Groups of participants were also charged with generating project ideas that could have a significant impact on alleviating poverty. Each idea was described in relation to its impact on poverty and how it would be measured, the partners or actors involved and how long it would take.

August 2012 – Urban LandMark takes part in a roundtable on land reform and planning

On 22 and 23 August 2012, a group of government officials, consultants and academics came together in Cape Town to discuss reforms in planning law. The meeting took place immediately after Parliament finalised its public hearings on the Spatial Planning and Land Use Management Bill 2012, and aimed to seek consensus among key stakeholders as to what needed further attention in the legislation before it was finalised. Urban LandMark played an important role in the formulation of the SPLUMB, which came before Parliament for approval in August 2012, and provided continuous technical assistance to the process.

Mr. Lechesa Tsenoli, Deputy Minister of Rural Development and Land Reform, delivered the keynote address in which he emphasised the urgency of the reform of planning legislation and highlighted the National Infrastructure Plan as the background to the reforms.

Opening the roundtable, Advocate Geoff Budlender stressed the move away from a hierarchical approach to planning, with local government at the bottom of that hierarchy. The Constitution now gives planning responsibilities to each sphere of government. Budlender warned against 'overwriting' legislation as this can impair the scope of future decision-making.

The group discussed a number of issues at the roundtable, including securing national and provincial interests while still devolving power to local government, the impact of reform on capacity, and harmonising development approvals across sectors.

The roundtable demonstrated the valuable role that Urban LandMark has played in cementing a partnership between stakeholders who had previously been at odds with one another around the content

and intent of this legislation. It also showed the value of working to an issues-based agenda – in this case urban land for poorer people – and then channelling that focus into a broader legal and policy process such as the SPLUMB.

The University of the Western Cape's Community Law Centre, in collaboration with Urban LandMark, the South African Cities Network and the Department of Rural Development and Land Reform, convened the meeting.

August 2012 – Urban LandMark's hosts two days of Wits University's Housing Course

Urban LandMark on an annual basis hosts two days of the University of the Witwatersrand Graduate School of Public & Development Management's five-day Housing Course, using in-house presenters and individuals from partner organisations with expertise in urban land markets, as well as the learning materials and case studies we have developed over the last seven years.

The course aims to build capacity in South Africa's housing sector by enhancing the understanding and implementation of the country's policy of developing 'sustainable human settlements'. About 30 students attended the 2012 course.

Urban LandMark's learning materials are available at *www.urbanlandmark.org.za.*

April 2012 – Urban LandMark Annual Conference 2012: Investing in land and strengthening property rights

As mentioned earlier in this report, Urban LandMark has been working on land access issues since 2006, gathering evidence, implementing projects, developing approaches and influencing actors, all with the objective of improving access to well-located land and markets for poorer people and communities. But we have found that, even where

poor people have access to land, their rights may not be recognised in ways that would effectively unlock economic growth and opportunity. We have also seen that strengthening the property rights of poor people through only individual titling is not always the most effective.

This Conference provided the opportunity for a range of academic, government, civil society and private sector practitioners in the land, housing and property market sectors to grapple with issues such as the nature and effectiveness of poor people's access to land, land rights and recognition, and the relationship between these factors and the ability to unlock economic growth and opportunity.

The Conference echoed Urban LandMark's standpoint that key to ensuring sustainability is identifying and promoting practical pathways out of poverty and towards greater resilience for poor people and communities. This can be achieved by property rights interventions that take account of traditional institutions, complementary activities and market opportunities/ constraints.

The Conference recognised the need to build beyond individual defensible rights and to open up investment in land and infrastructure in places usually left out of the plans of private sector investors and sometimes even state projects.

April 2012 – Urban LandMark presents a paper at the World Bank Land and Poverty Conference in Washington D.C.

Urban LandMark in April 2012 presented a paper titled 'One step at a time: using survey data to inform an incremental tenure approach to land security in Maputo's peri-urban areas' at the Annual World Bank

Conference on Land and Poverty Conference during a session on addressing land tenure in a context of rapid urbanisation. The paper was authored by Urban LandMark's theme coordinators Caroline Wanjiku Kihato and Lauren Royston, along with José Alberto Raimundo Universidade Pedagógica, Maputo and Inês Macamo Raimundo Universidade Eduardo Modlane, Maputo.

The paper proposes innovative ways of working with existing local practices to build land security from the ground up in urban slums.

The Annual World Bank Conference on Land and Poverty aims to foster dialogue and sharing of good practices by showcasing the diversity of reforms, approaches and experiences that are being implemented in the land sector around the world.

Urban LandMark was also invited to participate in a pre-Conference workshop, which discussed lessons from a number of African country Land Governance Assessment Frameworks (LGAFs), ways of mainstreaming LGAF results into policy processes and how to institutionalise land governance assessments and achieve long-term impact. Urban LandMark's presentation focussed on providing independent input into policy development through the LGAF process, and lessons from implementing the LGAF in South Africa.

As described earlier in this report, the LGAF is a tool designed by the World Bank in collaboration with partners to help countries to assess their policies and practices regarding land governance, and set a benchmark for comparison and monitoring of progress.

March 2012 – Urban LandMark presents at the 'Financing low-cost housing Africa' Conference in Nairobi, Kenya

The 2012 'Financing low-cost housing Africa' meeting brought together a range of role players to create a roadmap for the evolution of low-cost housing in Africa. Urban LandMark's Programme Director, Mark Napier, gave a presentation called 'Spotlight on land markets: how government regulation can unlock access to land and housing'. The presentation addressed barriers and opportunities for the poor in land markets, improving affordability and rights to land by securing tenure and ownership, and the role of finance around land acquisition and infrastructure development.

2011

December 2011 – Urban LandMark presents its research into the delays in issuing title deeds to beneficiaries of the state housing programme, together with FinMark Trust's 'RDP housing assets' study

In late 2011, Urban LandMark launched its research into the reasons behind the delays in issuing title deeds to around one million beneficiaries of government's housing subsidy scheme. Failure to finalise the proclamation of newly developed areas was listed as a major cause.

This research was launched together with the FinMark Trust's extensive study into the performance of government-subsidised housing assets in South Africa to stakeholders including the national Department of Human Settlements, National Treasury, the Presidency, the National Planning Commission, the Finance and Fiscal Commission and the South African Cities

Network, as well as property market professionals, banks and academics.

The launch triggered substantial interest from the of Human Settlements, with FinMark Trust and Urban LandMark being invited to present their research findings to 'MINTOP', the meeting of Human Settlements Minister Tokyo Sexwale with top officials in the Department, including the Deputy Minister, the Director General, the Ministerial Advisor, the Chief Operations Officer, Chief Directors and other senior officials. FinMark Trust and Urban LandMark were subsequently invited to also present to the Executive Management Team meeting at the national Department of Human Settlements.

December 2011 – Urban LandMark participates in a workshop around the Department of Human Settlements' new national rental research agenda, following our 2010 work on a strategy for increasing the supply of small-scale private rental stock in South Africa

Urban LandMark Programme Director Mark Napier in December 2011 participated in a workshop hosted by the national Department of Human Settlements around its new national rental research agenda – in part a result of Urban LandMark and the Social Housing Foundation's development in 2010 of a strategy to harness the power of small-scale private landlords to increase the rate and scale of delivery of affordable and acceptable rental accommodation in South Africa's existing suburbs and townships.

Urban LandMark's recommendations on how to develop a viable and comprehensive human settlements strategy for this important accommodation sub-sector had earlier been taken up by the Gauteng province, and was incorporated more recently into the national strategy.

Urban LandMark's advocacy for the state to enable the production of rental stock fits well with our presentations to the Department of Human Settlements' research task team and the Financial and Fiscal

Commission on potential solutions to the challenge of managing the transition of poorer people from being state beneficiaries to becoming active participants in the economy.

November 2011 – Urban LandMark invited to present a paper at the Department of Human Settlements' 'Beneficiaries to Citizens' seminar on increasing the poor's participation in human settlements development

Urban LandMark was invited to develop and present a paper at the Department of Human Settlements Research Task Team's 'Beneficiaries to Citizens' seminar in November 2011. The seminar aimed to find ways in which the Department could more effectively communicate with and ensure the participation of poorer people in human settlements planning and development.

In July 2009, Urban LandMark presented a strategy called 'State-Community Partnership for Housing Delivery' to the Department of Human Settlements, and used the maxim *'from beneficiaries to citizens'* to illustrate potential solutions to the challenge of managing the transition of poorer individuals and communities from being state beneficiaries to becoming active participants in the economy and national democracy.

Almost exactly two years later, in July 2011, Human Settlements Minster Tokyo Sexwale warned that government could not continue building free housing indefinitely, and that one of the key elements of the Human Settlements 'Vision 2030' should be the encouragement and facilitation of a process whereby people built their own houses, to make them less dependent on government.

Urban LandMark was also invited to and presented the arguments made in its 'beneficiaries to citizens' paper at the Financial and Fiscal Commission's public hearings into the challenges and opportunities in public housing finance in South Africa in October 2011.

November 2011 – Urban LandMark presents its experiences in 'M4P land' in Brighton at the M4P Hub's Conference 2011

Urban LandMark Programme Director Mark Napier was invited to present Urban LandMark's experiences over the first five years of the organisation's existence and activities at the 'Making Markets Work for the Poor (M4P) Hub' Conference in Brighton, UK, in November 2011. The Hub's first conference on market systems approaches in international development brought together senior personnel from leading donors, practitioners and researchers who are currently taking a market systems perspective.

Urban LandMark's presentation on 'Encouraging and enabling the public sector to open up land and housing markets to the poor in South Africa and southern Africa' elicited deep interest from conference participants, in particular around formal and informal systems in the land sector, how a market support programme in the land sector can ensure meaningful impacts when changes in land management generally take such long times to materialise, and whether and by whom the land market tools developed by Urban LandMark have been taken up.

The presentation described Urban LandMark's intervention logic, methodology and practical implementation, shared some programme achievements, especially in terms of policy and behavioural shifts that have occurred as a result, of Urban LandMark's work, and some lessons learnt.

November 2011 – Comparative learning event lays the groundwork for Urban LandMark's Tenure Security Facility Southern Africa 2012 project

In November 2011, Urban LandMark hosted a learning event comparing findings of how the poor access, hold and trade land from 'operation of the land market' studies carried out in Maputo and Luanda and our

The world according to Urban LandMark... key elements of an empowered citizenry in South Africa

- An effective option to access support to build for oneself, through mechanisms like the People's Housing Process, and supportive, involved local authorities.
- Permissive building by-laws (with appropriate standards) and efficient plans approval processes.
- Broadening the tax base so that all people registered as land owners make some contribution to property tax.
- When the time is right for each household, clear gradation from indigent status to non-indigent status by the municipal administration.
- Effective billing and payment for services where delivered.
- Ensuring that all people who should have title deeds to their properties have them and are informed about the rights and responsibilities which accompany ownership.
- Similarly for people renting, access to full information on the rights and responsibilities of tenants and sub-tenants.
- Support for people wanting to start or grow small businesses, whether these are based in the home or in commercial premises in the neighbourhood.
- Improving access to finance for housing and small business.
- More opportunities to rent and to be mobile spatially and in the job market.
- Improving access to market information so that people are able to establish the market value of their properties and set rentals more effectively.
- The development of a national campaign led by the Department of Human Settlements, on the idea of progressing from being beneficiaries to being empowered citizens, which takes this message to the people and sets in place a new social contract with civil society.

three-city South Africa study of some years ago. Urban LandMark commissioned the Maputo study and supported our partners in Angola, Development Workshop, with survey methodology design and the development of recommendations in their much larger study.

This event was the first in a series of engagements feeding into our Tenure Security Facility Southern Africa programme of work supported by a Catalytic Fund grant from Cities Alliance and co-funded by UKaid. As described earlier in this report, the project provides technical assistance and advisory services on incrementally securing tenure in slum upgrading.

At the event, we learnt about similarities in the colonial legacies of Mozambique and Angola and how these have influenced land arrangements today. Both countries have also experienced prolonged periods of civil war, which have shaped urbanisation patterns in Maputo and Luanda – the two cities the projects studied. We identified how the evolution of local government and democracy is different in different places. In all

three studies, including the South African study that Urban LandMark undertook several years ago, we find evidence of the strength of social relationships in shaping land access and tenure arrangements. Neighbours, friends and family play an important part in providing information and resolving disputes concerning land. While civil war-era party-appointed local leaders play a strong role in Maputo and Luanda, we discussed the extent to which they have been evolving and democratising since that era.

November 2011 – Urban LandMark's holds a Technical Validation Workshop for its World Bank supported Land Governance Assessment Framework project

Urban LandMark in November 2011 hosted a Technical Validation workshop around the South African Land Governance Assessment Framework (LGAF) it undertook on behalf of the World Bank. Government officials from the national departments of Human Settlements, Rural Development and Land Reform, and Cooperative Governance and Traditional Affairs, the Presidency, national

Treasury and the South African Local Government Association participated in the workshop.

The South African LGAF encompassed an in-depth review of land governance and land policy in the country. The LGAF is a tool designed by the World Bank in collaboration with partners to help countries assess their policies and practices regarding land governance, set a benchmark for comparison, prioritise reforms and monitor progress over time.

The tool comprises a set of detailed land governance indicators that were discussed, analysed and ranked by a wide range of participating public officials, independent local experts and land sector practitioners, both from the private sector and from civil society organisations, during a number of expert panel sessions.

The South African LGAF focussed on five broad themes identified as major areas for policy intervention in the land sector: the legal and institutional framework; land use planning, management and taxation; public land management; the public provision of land-related information; and dispute resolution

mechanisms, complemented by an additional module on large-scale land acquisition.

Urban LandMark managed the LGAF project through a Country Coordinator who engaged independent local experts in the process and involved local land-related organisations to promote a public feedback process. This provided ownership and credibility to the exercise and resulted in an objective diagnostic that would potentially lay the basis for better informed policy.

The workshop presented and discussed with the participating officials from national and local government structures the findings of the LGAF process to:

- Ensure consistency of the results.
- Promote integration of the results through interaction between the different LGAF content areas.
- Discuss and prioritise areas for policy reform.
- Propose next steps to provide sustainability to the LGAF process.

Land experts from civil society organisations and the private sector, and other practitioners in the land sector all contributed to the workshop discussions.

July 2011 – Urban LandMark co-hosts a workshop on developing tools for township transformation

Urban LandMark's report on the development of formal retail centres in township areas was launched in July 2011 in a joint event with the South African Cities Network and the Neighbourhood Development Programme – partners in the Training for Township Renewal Initiative (TTRI) together with national Treasury, the Department of Cooperative Governance and Traditional Affairs and the Development Bank of Southern Africa (DBSA).

The workshop called 'Bolstering township transformation' aimed to create awareness of the issues raised in this report and in a set of case studies developed by the Neighbourhood Development Programme, by sharing and analysing the relevant research contributions and findings. The workshop also aimed to stimulate engagement and uptake of the products with the relevant communities.

Urban LandMark's booklet called 'Taking stock: the development of formal retail centres in emerging economy areas', is based on research undertaken by Demacon Market Studies on behalf of Urban LandMark to determine the nature and impact of shopping mall developments in South Africa's township areas and rural nodes. It explores ways in which the positive impact of these centres can be maximised and the negative impacts minimised.

The TTRI was conceived in 2007 and aims to promote, encourage and support township development and renewal by developing the capabilities of township practitioners. In 2009, the TTRI produced its first Township Renewal Sourcebook, as well as a set of case studies seeking to share stories and lessons from practice. The positive response to these case studies led TTRI partners to further invest in developing more case studies on themes relevant for township development practitioners. Some of these – looking at creative ways to unlock both public and private sector investment for township economic development and renewal – were launched at the workshop.

June 2011 – Urban LandMark holds an expert roundtable on climate change and urban issues

Building off its core evidence base, our main funder DFID challenged us in 2011 to consider making climate change part of our core focus in

ways that would ensure continuity with our current work and build on our positions, strengths and expertise.

One of our first initiatives was to develop a concept paper which reviewed the state of thinking around climate change and the issue of urban vulnerability and low carbon growth, in particular around the role urban areas can play in both lowering carbon emissions and acting as safe sites for poorer residents during extreme weather events. This work opened up many possible avenues of engagement that we believed would allow us to make useful contributions to the objective of addressing issues of urban vulnerability/resilience and reducing carbon emissions.

At the same time, we identified significant gaps in typical investigations around issues of climate change in the urban context. More particularly, we sought to engage with experts in developing more concrete and directed interventions within a potential future area of focus – while also discussing whether these areas were truly the ones most relevant and pertinent to the regional context. To this end we hosted a roundtable on climate change and urban issues in June 2011.

Local experts from a range of climate change disciplines gave in-depth and valuable input at the event and took us forward in our thinking on a number of issues. These included possible areas of work and collaboration with relevant stakeholders on climate change issues pertinent in the local context, the impact that activities in these areas could have on increasing poorer urban residents' resilience to climate change shocks, and potential outcomes which could be achieved.

URBAN LANDMARK PUBLICATIONS 2011 to 2013

Title	Author(s) and affiliation	Date	Available online at
GOVERNANCE PROGRAMME			
Land Governance in South Africa: Implementing the Land Governance Assessment Framework (booklet)	Felicity Kitchin and Wendy Ovens Independent consultants	March 2013	www.urbanlandmark.org.za/research/x62.php
Land Governance Assessment Framework: South Africa report	Wendy Ovens Independent consultant	October 2012	www.urbanlandmark.org.za/downloads/lgaf_country_report.pdf http://go.worldbank.org/R8V4HB0WF0
Managing urban land: a guide for municipal practitioners	Alison Hickey Tshangana and Tristan Görgens Isandla Institute	September 2012	www.urbanlandmark.org.za/downloads/managing_urban_land_guide_guide_2012.pdf
Scoping study: governance of urban land markets in Lesotho	Clement Resetselemang Leduka Institute of Southern African Studies	February 2012	www.urbanlandmark.org.za/downloads/scoping_study_gov_ulm_lesotho.pdf
Investigation into the delays in issuing title deeds to beneficiaries of housing projects funded by the capital subsidy	Ros Gordon, Matthew Nell and Adrian Di Lollo Shisaka Development Management Services	November 2011	www.urbanlandmark.org.za/downloads/title_deed_delays_report_2011.pdf
Scoping study: governance of urban land markets in Zimbabwe	Nelson Marongwe, Shame Mukoto and Kudzai Chatiza University of Zimbabwe	August 2011	www.urbanlandmark.org.za/downloads/scoping_study_gov_ulm_zimbabwe.pdf
MARKET PROGRAMME			
A consolidated review of township economies and related non-residential property markets	Katie Gull Palmer Development Group	March 2013	Available online in June 2013
Improving access to the city through value capture: an overview of capturing and allocating value created through the development of transport infrastructure in South Africa	Rob McGaffin and Lucille Gavera Urban LandMark	April 2012	www.urbanlandmark.org.za/downloads/improving_access_city.pdf
Taking stock: the impact of the development of formal retail centres in 'emerging economy' areas in South Africa	Rob McGaffin and Lucille Gavera Urban LandMark	July 2011	www.urbanlandmark.org.za/downloads/retail_in_townships_booklet_2011.pdf
Urban LandMark land release assessment model: Gauteng case studies (Cosmo City and Pennyville)	Nick Graham Palmer Development Group	July 2011	www.urbanlandmark.org.za/downloads/lram_cosmo_cs_2011.pdf www.urbanlandmark.org.za/downloads/lram_pennyville_cs_2011.pdf
TENURE PROGRAMME			
How the poor access, hold and trade land: findings from research in two settlements in Tete, Mozambique	Reathe Rain-Taljaard and Ros Gordon Progressus Research & Development Egildo Massuanganhe Independent consultant	March 2013	www.urbanlandmark.org.za/research/x63.pdf
How the poor access, hold and trade land: findings from research in two settlements in Lilongwe, Malawi	Reathe Rain-Taljaard and Ros Gordon Progressus Research & Development George Vilili Royal Development Consulting, Malawi	February 2013	www.urbanlandmark.org.za/research/x63.pdf
Operation of the market study: land access in urban areas – the case of Maputo	José Alberto Raimundo Universidade Pedagógica, Maputo Inês Macamo Raimundo Universidade Eduardo Modlane, Maputo	February 2012	www.urbanlandmark.org.za/downloads/report_maputo.pdf
The interaction between informal land markets and rural-urban migration	Colin Marx University College London, UK Dorrit Posel University of KwaZulu-Natal	March 2011	www.urbanlandmark.org.za/downloads/land_markets_migration_2011.pdf
KNOWLEDGE PROMOTION PROGRAMME			
Urban LandMark learning materials / case studies			
Angola and informal land tenure arrangements: towards an inclusive land policy	Clacherty & Associates, based on research by Development Workshop, Angola and commissioned by the World Bank, with technical support from Urban LandMark	March 2013	www.urbanlandmark.org.za/downloads/tm2013_01.pdf
Maputo and informal land tenure arrangements	Clacherty & Associates, based on research undertaken by Urban LandMark, José Alberto Raimundo of the Universidade Pedagógica, Maputo and Inês Macamo Raimundo of the Universidade Eduardo Modlane, Maputo	March 2013	www.urbanlandmark.org.za/downloads/tm2013_02.pdf

The financing of city services in Southern Africa	Clacherty & Associates, based on research by the South African Cities Network	March 2013	www.urbanlandmark.org.za/downloads/ tm2013_03.pdf
Retail centres and township development	Clacherty & Associates, based on a booklet published by the South African Cities Network in 2010 called 'Retail centres and township development' from research commissioned by Urban LandMark	March 2013	www.urbanlandmark.org.za/downloads/ tm2013_04.pdf
Creating and capturing value around transport nodes	Clacherty & Associates, based on a booklet published by the South African Cities Network in 2010 called 'Creating and capturing value around transport nodes' from research by African Development Economic Consultants commissioned by Urban LandMark	March 2013	www.urbanlandmark.org.za/downloads/ tm2013_05.pdf
Strategies to help poor people access urban land markets	Clacherty & Associates, based on research by Urban LandMark	November 2011	www.urbanlandmark.org.za/downloads/ tm2011_01.pdf
Small-scale private rental in South Africa	Clacherty & Associates, based on research commissioned by Urban LandMark, undertaken by David Gardner and coordinated by Adrian di Lollo of the Social Housing Foundation and Lauren Royston of Urban LandMark	November 2011	www.urbanlandmark.org.za/downloads/ tm2011_02.pdf
Urban land markets in East Africa	Clacherty & Associates, based on research by Paul Syagga of the University of Nairobi commissioned by Urban LandMark	November 2011	www.urbanlandmark.org.za/downloads/ tm2011_03.pdf
Urban land markets in Southern African cities	Clacherty & Associates, based on research by Clement Resetselemang Leduka commissioned by Urban LandMark	November 2011	www.urbanlandmark.org.za/downloads/ tm2011_04.pdf
Formal residential markets in urban areas	Clacherty & Associates, based on research by Genesis Analytics commissioned by Urban LandMark	November 2011	www.urbanlandmark.org.za/downloads/ tm2011_05.pdf
Papers first presented at Urban LandMark's Annual Conference 2011 and published in a Special Issue of *Urban Forum* (Volume 24 Issue 1 March 2013)			
Rethinking emerging land markets in rapidly growing Southern African cities	Lauren Royston and Caroline Wanjiku Kihato Urban LandMark	March 2013	Published in *Urban Forum* Vol. 24 :1 pp. 1-9 http://link.springer.com/article/10.1007/s12132-012-9176-7
Luanda's post-war land markets: Reducing poverty by promoting inclusion	Allan Cain Development Workshop, Angola	March 2013	Published in *Urban Forum* Vol. 24 :1 pp11-31 http://link.springer.com/article/10.1007/s12132-012-9173-x
Customary land reforms to facilitate private investment in Zambia:	Austine N'gombe and Ramin Keivani Copperbelt University Zambia and Oxford Brookes University, Oxford, UK	March 2013	Published in *Urban Forum* Vol. 24 :1 pp33-48 http://link.springer.com/article/10.1007/s12132-013-9188-y
Land tenure and the self-improvement of two informal settlements in Puerto Rico and Venezuela	Jean M. Caldieron Atlantic University, Fort Lauderdale, Florida, US	March 2013	Published in *Urban Forum* Vol. 24 :1 pp49-64 http://link.springer.com/article/10.1007/s12132-012-9162-0
Multiple land regimes: Rethinking land governance in Maputo's peri-urban spaces	Lauren Royston and Caroline Wanjiku Kihato Urban LandMark José Alberto Raimundo and Inês Macamo Raimundo Universidade Pedagógica and Universidade Eduardo Modlane, Maputo	March 2013	Published in *Urban Forum* Vol. 24 :1 pp65-83 http://link.springer.com/article/10.1007/s12132-012-9163-z
Towards facilitative and pro-poor land-use management in South African urban areas: Learning from international experience	Tristan Görgens Isandla Institute Stuart Denoon-Stevens Independent consultant	March 2013	Published in *Urban Forum* Vol. 24 :1 pp85-103 http://link.springer.com/article/10.1007/s12132-012-9161-1
Urban land market in Ghana: A study of the Wa Municipality	Nicholas Addai Boamah University for Development Studies, Wa Campus, Ghana	March 2013	Published in *Urban Forum* Vol. 24 :1 pp. 105-118 http://link.springer.com/article/10.1007/s12132-013-9187-z
Squatter settlements in the Kathmandu Valley: Looking through the prism of land rights and tenure security	Bijaya K. Shrestha S3 (Settlement–Society–Sustainability) Alliance: Development Forum for Habitat, Kathmandu, Nepal	March 2013	Published in *Urban Forum* Vol. 24 :1 pp119-135 http://link.springer.com/article/10.1007/s12132-013-9189-x
Low-income access to urban land and housing in Botswana	Aloysius Clemence Mosha University of Botswana	March 2013	Published in *Urban Forum* Vol. 24 :1 pp137-154 http://link.springer.com/article/10.1007/s12132-012-9174-9
The integration of multiple layers of land ownership, property titles and rights of the Ashanti people in Ghana	Thomas Shaw University College London, UK	March 2013	Published in *Urban Forum* Vol. 24 :1 pp154-172 http://link.springer.com/article/10.1007/s12132-012-9175-8
From beneficiaries to citizens: a discussion paper	Mark Napier and Lucille Gavera Urban LandMark	December 2011	www.urbanlandmark.org.za