Land-based Finance Learning Sessions

Leveraging Land for Delivery of Services, Building the Social Contract and Promoting Peace and Security

Second Series, Session 5, 12 September 2022

"Dynamics of Local-Central Government Collaboration: Examples and lessons from different countries"

[final]

The Land, Housing and Shelter Section of the United Nations Human Settlements Programme (UN-Habitat) and the Global Land Tool Network (GLTN), in partnership with the Local Government Revenue Initiative (*LoGRI*) of the International Centre for Tax and Development (ICTD), have the pleasure of introducing a second series of learning sessions on the overall theme of *"Leveraging Land for Delivery of Services, Building the Social Contract and Promoting Peace and Security"*. As in the first series, the overall purpose is *"Bringing together partners, experts and implementers to learn about advances, good practice, innovations and challenges, and to create opportunities for collaboration."*

While the primary focus will be on land-based finance, this series will also, as before, include sessions focussing on land, housing and shelter finance more broadly. The series runs from September 2021 to the end of 2022 and will include two mutually reinforcing learning streams.

Each of these learning streams will contribute to the production of normative and learning resources and will allow UN-Habitat and partners to continue growing the emerging land, housing and shelter practice network and building the shared virtual library of resources and leveraging land "toolbox".

STREAM 1: HIGH-LEVEL SHOWCASING AND LEARNING

The purpose of this already established stream is for partners, specialists, stakeholders and implementers to learn about, review and propose improvements to tools and methodologies for enhancing land-based financing (including housing and shelter financing) in developing and fragile country contexts. These are high-level events building upon and using a similar methodology as that used previously.[1]

Learning objectives:

1. Increased knowledge of available land-based finance and land value capture tools, methods and approaches
2. Enhanced understanding of the social, economic and political challenges facing implementers
3. Case-specific information shared on ways of overcoming challenges and building good practice
4. Proposals for priority actions for improved impact formulated
5. Areas of potential collaboration identified

[1] For session reports from the first learning series, see here. Also see Annex A for the draft pool of participants (based on previous events) and Annex B for relevant background information as well as tools, key sources and frameworks and guidelines.

Facilitation approach:
Sessions include presentations, facilitated discussion supplemented by sidebar questions and comments, and closing observations by the presenters and a discussant. Depending on the nature of the subject, some sessions may also adopt a roundtable or debating format (for example where the body of knowledge is particularly inconclusive regarding a policy issue of interest) to flesh out and learn from diverging perspectives. Attendance will be open to the public via registration. Separate post-event interviews may also be carried out with the respective presenters of each session.

Frequency and duration:
With one of these events already held during 2021, six more are planned for 2022 (see table below for the tentative programme).

Subject	Presenters	Date and time (EAT)
1. *The Role of Land in Achieving Adequate and Affordable Housing*	Christophe Lalande, Geoffrey Payne and Daniela Munoz Levy Discussant: Antony Lamba	20 September 2021 15h00-17h00 EAT ***- COMPLETED -***
2. *The role of governance in optimizing local revenue collection for equitable delivery of services and building the social contract*	Paul Smoke (NYU Wagner) Victoria Delbridge (IGC), Antony Lamba (UN-Habitat) Discussant: Peadar Davis (Ulster University)	14 March 2022 15h00-17h00 EAT ***- COMPLETED -***
3. *Points-based assessment for land and property taxation - Solutions, Lessons, and Way Forward*	Wilson Prichard, Colette Nyirakamana, Rosetta Wilson (Local Government Revenue Initiative – LoGRI) Discussant: Peadar Davis (Ulster University)	16 May 2022 15h00-17h00 EAT ***- COMPLETED -***
4. *FMDV and the PIFUD Project in Uganda – Progress, Challenges, and way Forward*	Justine Audrain & Sandra Reverdi (Global Fund for Cities Development - FMDV), Her Worship Hon. Mayor Ms. Regina Bakitte (Nansana Municipal Council) Discussant: Willard Matiashe (Development Action Group)	12 July 2022 15h00-17h00 EAT ***- COMPLETED -***
5. *Dynamics of Local-Central Government Collaboration: Examples and lessons from different countries*	Colette Nyirakamana, Wilson Prichard, *(ICTD, LoGRI), Camille Barras (Ph.D. candidate, Univ. Cambridge)* Discussant: Nara Monkam (Univ. of Pretoria)	12 September 2022 15h00-17h00 EAT ***- COMPLETED -***
6. *A new UN-Habitat tool for own-source revenue self-optimization (ROSRA)*	Lennart Fleck, others tbd Discussant: tbd	14 November 2022 15h00-17h00 EAT ***- NEXT UP -***
7. *Land-based finance in fragile states project: Lessons, opportunities and way forward*	Details to follow	5-6 December 2022 15h00-17h00 EAT

STREAM 2: FOCUSSED, CASE SPECIFIC PROBLEM-SOLVING

The purpose of this new learning stream is to offer colleagues and partners a more focussed and practical peer learning and problem-solving facility, designed to support individuals and teams in dealing with challenges faced in specific land and property taxation projects. Broader issues and challenges relevant to taxation and revenue will also be covered.

Learning objectives:

1. Understanding of scenarios and challenges in specific land and property taxation projects
2. Identifying and analysing the 'deeper' and 'difficult' strategic and implementation questions
3. Improving knowledge of available tools, methods and approaches which could help address those challenges
4. Formulating potential solutions and actions

Facilitation approach:

The sessions are interactive, loosely based on Action Learning methods and facilitated to promote understanding, debate and innovative thinking. The convener / facilitator will liaise with the main presenter to discuss, determining a precise formulation of the topic, who should be invited, time allocation and the process to be followed. For such events the facilitation is usually kept deliberately 'light' and flexible, designed to ensure maximum benefit through interactive techniques based on Action Learning. Administration is minimal, with no formal record kept, though the presenter and participants will be free to keep notes of key lessons and actions to be taken for their own use; and to follow up with colleagues and partners after the session, as appropriate. In circumstances involving political or other sensitivities it may be necessary – at the discretion of the presenter – for the proceedings to remain confidential.[2]

Frequency and duration:

Each peer learning session will be arranged on a case-by-case basis, upon request by colleagues and partners, and scheduled on mutually suitable dates, lasting between 60 and 90 minutes. Depending on progress made, subsequent sessions may also have to be arranged. Two sessions have already been requested, as shown on the table below.

Subject	Presenters and participants	Timing
1. *Securing central-government buy-in for reform in Sierra Leone*	ICTD, LoGRI	28 April 2022
2. *Prospects of leveraging land in Syria*	Tbd	Second / third quarter, exact date tbd
3. *The potential contribution of land-based finance in addressing the challenge of Net Lending in Palestine*	Tbd	Second / third quarter, exact date tbd
4. …		
5. …		

[2] In complex cases it may also be appropriate to establish a for formal Action Learning group or "set". However, this would require time and resources not immediately available. For information and guidelines on Action Learning, see Annex C below.

SERIES 2 SESSION 5: PROGRAMME "DYNAMICS OF LOCAL-CENTRAL GOVERNMENT COLLABORATION: EXAMPLES AND LESSONS FROM DIFFERENT COUNTRIES" **12 September 2022, 15h00-17h00 (Nairobi time)**		
Moderators: Jean du Plessis and Giulia Lavagna, GLTN Secretariat, Land, Housing & Shelter Section, UN-Habitat Session discussant: Nara Monkam		
Time	**Topic / Activity**	**Process, Roles**
15h00	Welcome Agenda and process	- Moderators (10 min)
15h10	Presentation 1: *Dynamics of Central-Local Collaboration Examples and Lessons from Low-income Countries*	Wilson Prichard, Chair, LoGRI (15 min) *- All: questions and comments in meeting chat during presentation*
15h25	Presentation 2: *Patterns of Weak Collaboration and Implication for Reform: Lessons from Malawi and Zambia*	Colette Nyirakamana, Research Lead, LoGRI (15 min) *- All: questions and comments in meeting chat during presentation*
15h40	Presentation 3: *"Collaboration and Political Will in Property Tax Reform: Lessons from Senegal*	Camille Barras, LoGRI (15 min) *- All: questions and comments in meeting chat during presentation*
15h55	Key questions	Nara Monkam as discussant, in dialogue with presenters (15 min)
16h20	Facilitated discussion	Moderator, all (25 min)
16h45	Concluding observations: *Key lessons, priority actions, areas of potential collaboration*	Speakers and discussant (15 min) *- All: final comments in meeting chat during discussion*
17h00	Closing	Moderator

SESSION 2: PRESENTERS AND FACILITATORS		
Name and Institution	**Role and Topic**	**Brief Bio**
Wilson Prichard	Presenter: "Dynamics of Central-Local Collaboration Examples and Lessons from Low-income Countries	**Dr Wilson Prichard** is an Associate Professor at the University of Toronto's Munk School of Global Affairs and Public Policy and Department of Political Science, a Research Fellow at the Institute of Development Studies, Executive Director of the ICTD and Chair of the LoGRI program. His research focuses on the political economy of tax reform in lower-income countries and the relationship between taxation and citizen demands for improved governance in Sub-Saharan Africa, with a particular focus on sub-Saharan Africa.
Colette Nyirakamana	Presenter: "Patterns of Weak Collaboration and Implication for Reform: Lessons from Malawi and Zambia	**Dr Colette Nyirakamana** is Research Lead for the LoGRI program and Senior Research Associate at the Munk School of Global Affairs and Public Policy at the University of Toronto. She holds a doctoral degree in Comparative Public Policy from McMaster University. Her research focuses on local finances, particularly local government revenue mobilization. She explores why, despite the significant potential of financial resources, African cities fail to raise enough revenue, and her research highlights how weak fiscal autonomy limits the capacity of cities to finance public services.
Camille Barras	Presenter: "Collaboration and Political Will in Property Tax Reform: Lessons from Senegal"	**Camille Barras** is a Ph.D. candidate in Politics and International Studies at the University of Cambridge. She previously worked for UN, bilateral, research and non-governmental agencies in the field of public governance. Her interests encompass intergovernmental relations, state-citizen relations and, more generally, the intersection between international development research and practice.
Discussant: Nara Monkam	Discussant	**Dr Nara Monkam** joined the University of Pretoria as an Associate Professor in the Department of Economics from 1. August 2022. Before that she was the Director of Research at the African Tax Administration Forum (ATAF) from 1 February 2014 to 30 April 2022. She was also a member of the Davis Tax Committee, appointed from 17 July 2013 to 27 March 2018 by the then Minister of Finance, Mr. Pravin Gordhan, to reassess the South African tax system. Prior to joining the ATAF, she was the Deputy Director of the African Tax Institute (ATI) and a Senior Lecturer (2009-2014) in the Department of Economics at the University of Pretoria in South Africa.
Jean Du Plessis, UN-Habitat	Welcoming Words and Moderator	**Jean du Plessis** is a land specialist based in the Land, Housing and Shelter Section of UN-Habitat, Nairobi. He draws on more than 25 years of experience in the areas of land, housing, human rights, forced evictions and development. He has previously held positions in local, national, and international NGOs, the South African government's land restitution programme, and the UN Land and Property Unit in Timor-Leste. He has country experience in South Africa, Namibia, Zambia, Zimbabwe, Botswana, Rwanda, Ghana, Uganda, Kenya, Tanzania, Egypt, Palestine, Timor-Leste, Cambodia, Thailand, Indonesia, Haiti, Nepal and Iran; and has produced a variety of reports and publications on land-related issues. Jean has been with UN-Habitat since 2011, leading on the continuum of land rights, land-based finance, land readjustment and capacity development. Jean holds an MA with Distinction in Political Philosophy from the University of Stellenbosch.

Giulia Lavagna, UN-Habitat 	Moderator	**Giulia Lavagna** is an Italian Architect and Urban Planner, working as Programme Management Officer within the Land, Housing, and Shelter Section of UN-Habitat. Giulia has professional experience on project as well as knowledge management in the areas of urban development, housing policy, homelessness, and land management. During over seven years of service at UN-Habitat, Giulia has collaborated closely with national and local governments for the development of policies and interventions that promote sustainable urban development through inclusive land management and affordable housing. She has country experience in Angola, Bulgaria, Malaysia, Morocco, Paraguay, Saudi Arabia, Spain, and Tunisia. Giulia is also a doctoral candidate in Public and Urban Policy at the New School University in New York. She holds an MSc in International Cooperation in Sustainable Emergency Architecture from the Universitat Internacional de Catalunya and a MSc in Science of Architecture from the Politecnico di Milano.

ANNEX A: POOL OF PARTICIPANTS – *provisional (updated with each event v.8Sept22)*

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ANNEX B: SUPPORT INFORMATION

1. Background

Over the past decade UN-Habitat and partners in the Global Land Tool Network (GLTN) have undertaken the development of a variety of land-based finance (or land value capture) tools. Land-based finance is a flexible set of instruments that can be adapted to a variety of institutional and cultural contexts. It aims to enhance the availability of resources for local development through leveraging land. Improved local finances and the ability to improve local infrastructure and service provision can have far-reaching social and economic benefits; and make a significant contribution to the efforts of governments to meet their Sustainable Development Goals. Compared with other often-used revenue streams, it tends to increase the progressivity of the tax system, thus promoting equity. Additionally, land-based finance tends to have fewer negative impacts than many other local source revenue tools, given the unique way it combines potential financial, economic, spatial and social benefits. It can also help to establish reciprocal relationships of accountability between communities / residents and government.

Combined with tools and methodologies that facilitate recognition for and recording of the land tenure rights also of users and occupants, instead of simply focusing on formally registered property ownership, land-based finance can have significant impact in less developed and fragile contexts. Various innovative tools and instruments are already in place to reinforce and support this approach. These include the Voluntary Guidelines on the Responsible Governance of Tenure (FAO) and Street Addressing (MIT, World Bank), as well as UN-Habitat and GLTN's Continuum of Land Rights, Fit-for-Purpose Land Administration, Social Tenure Domain Model, Gender Evaluation Criteria, Guide to Land Mediation, Tools to support Transparency in Land Administration, and Valuation of Unregistered Lands.

More specifically, a *Land-based Finance Training tool*, consisting of a *Training Guide* and a detailed *Reader*, has been developed by UN-Habitat and GLTN partners. This tool identifies and provides training guidance and instructive case study material covering seven primary land-based finance instruments which can be used individually or in combination. It has been successfully used in Egypt, Philippines, Kenya, Canada, Haiti, Malaysia and Saudi Arabia. It formed the basis of an international training week presented by UN-Habitat in conjunction with FMDV (the Global Fund for Cities Development) and the Metropolis International Training Institute, and hosted by the Municipality of Mashhad, Iran, in November 2018. Plans are also in motion to provide training support to FMDV and the City of Kampala's Program on Integrated Local Finances for Sustainable Urban Development (PIFUD). In addition, an implementation guide entitled *Where to start? A Guide to Land-based Finance in Local Governance*, was recently published.

Land-based finance also has relevance for fragile country contexts. UN-Habitat and its partners have over the past decade made significant strides in designing and implementing basic land taxation programmes for the delivery of essential services and building of the social contract in fragile contexts. We have developed and piloted urban land tax systems for local authorities in Somaliland, Puntland and Afghanistan. Using a range of innovative support tools, local authorities were assisted to identify the relevant land parcels, raise revenues from occupants and maintain a basic land records system. The approach was also used in Goma in the Democratic Republic of Congo, where the land mediation and the establishment of basic land information systems allowed for rudimentary land and property taxation. With a view to possible future replication of such work, UN-Habitat and GLTN are also active at country level in other fragile states, including Iraq, Nepal, Palestine and Sudan. To help take this work to a higher level, UN-Habitat has recently launched a programme to scale up, institutionalise and replicate good practices in land and property tax collection for service delivery, reconstruction, citizenship building and sustaining peace in fragile states. Implementation commenced in April 2020.

Other UN-Habitat and GLTN partners are also active in the development and roll-out of land-based finance tools and programme support. This work has included the development of a Strategic Financing Framework and Methodological Guide for the Participatory Slum Upgrading Programme (PSUP), and exploring options land-based finance for affordable housing. The Lincoln Institute of Land Policy has over the years produced a significant body of work on land value capture, the concept behind several mechanisms to finance infrastructure, affordable housing, and other key components of urban development. They are also, in partnership with the OECD, seeking to investigate and gain a better understanding of how land value capture is used around the world, with a focus on aspects that are important for systematic adoption. This research will result in a Global Compendium on Land Value Capture, covering both OECD and non-OECD countries. The Compendium will also aim to help promote the benefits and unpack common challenges of land value capture to policymakers at national and subnational governments as well as to academics, planning practitioners, and public officials. And in South Africa the Development Action Group (DAG), is a central advocate for land value capture, which they define as "a process of local government recouping unearned land value increments, created through public investments". DAG's approach has been to support local government in recouping this unearned land value and investing it towards poverty, inequality and redress.

Finally, the Land, Housing, and Shelter Section of UN-Habitat has created a Community of Practice (CoP) on Land, Housing, and Shelter Finance. The purpose of this CoP is to help build UN-Habitat's capacity in the field of land, housing and shelter finance, supporting the development of norms and standards in conventions, declarations, regulatory frameworks, agreements, guidelines, codes of practice and other standard setting instruments, at global, regional and national level. This work also includes the support to the implementation of these instruments at the policy level, i.e. their integration into legislation, policies and development plans, and to their implementation at the programme level.

2. Land-based finance and complementary land tools, key sources and relevant frameworks and guidelines[3]

On land-based finance:

- *Leveraging land: Land-based finance for Local Governments*, including a Reader and a Trainer's Guide (in English but currently being translated into French):
  ~ The *Reader* is available at https://gltn.net/download/leveraging-land-land-based-finance-for-local-governments-a-reader/
  ~ The *Trainer's Guide* is available at https://gltn.net/2016/12/05/leveraging-land-land-based-finance-for-local-governments-a-trainers-guide/
- *Where to start? A Guide to Land-based Finance in Local Governance*. Available at https://gltn.net/download/where-to-start-a-guide-to-land-based-finance-in-local-governance/?wpdmdl=15917&refresh=5ebd51297bc011589465385
- *Valuation of Unregistered Lands: A Policy Guide*. Available at https://gltn.net/2018/05/02/valuation-of-unregistered-lands-a-policy-guide/
- A set of nine instructional videos on a range of land-based finance tools by which local authorities can leverage land to expand their revenue base, to finance urban development and the delivery of essential services to all. Available via https://elearning.gltn.net/
- Country-specific, Afghanistan:
  - *Land and Building Valuation Manual*. Available via link
  - *Safayi Guidelines*. Available via link
  - *Safayi Invoicing and Collection Manual.* Available via link
- Country-specific, Somalia:
  - *Guide to Local Taxation.* Available via link

[3] This list is being supplemented during the series, as more information becomes available.

- *Somaliland Local Government Budget Brief*. Available via link
- *BRA Finance Policy* (note there is one for each state, but they are all similar), Available via link
- *Harmonization of the Legal Systems Resolving Land Disputes in Somaliland and Puntland*. Available via link
- *Somalia GIS Handbook for Municipalities.* Available via link
- *GIS Technical manual.* Available via link

- Kelly, et al, *Property Tax Diagnostic Manual* (World Bank, 2020). Available via https://ppiaf.org/documents/6010/download

Other supporting land tools:

- *Fit-for-purpose Land Administration: Guiding principles for country implementation*. Available at https://gltn.net/download/fit-for-purpose-land-administration-guiding-principles-for-country-implementation/
- *The Social Tenure Domain Model*, various resources including technical guides available at https://stdm.gltn.net/documentation/
- Gender aspects of land:
  ~ *Gender Evaluation Criteria for Large-scale Land Tools*. Available at https://gltn.net/download/gender-evaluation-criteria-for-large-scale-land-tools/
  ~ *Designing and Evaluating Land Tools with a Gender Perspective*: A training package for land professionals. Available at https://gltn.net/download/designing-and-evaluating-land-tools-with-a-gender-perspective-2011/
  ~ *Good land governance through gender empowerment and grassroots participation*. Available at https://gltn.net/download/improving-gender-equality-and-grassroots-participation-through-good-land-governance-a-training-package-eng-2010/
- *Guide to Land Mediation* https://gltn.net/download/guide-to-land-mediation/?wpdmdl=8241&refresh=5d0368d913b501560504537

Relevant Global Agendas and Guidelines:

- Addis Ababa Declaration of the Third International Conference on Financing for Development. Available at https://unctad.org/meetings/en/SessionalDocuments/ares69d313_en.pdf
- UN General Assembly. Transforming our World: the 2030 Agenda for Sustainable Development", 21 October 2015, A/RES/70/1. Available at https://www.refworld.org/docid/57b6e3e44.html
- New Urban Agenda United Nations (2017). "New Urban Agenda. HABITAT III. A/RES/71/256. http://habitat3.org/wp-content/uploads/NUA-English.pdf
- The Voluntary Guidelines on the Responsible Governance of Tenure. Available at http://www.fao.org/cfs/home/activities/vggt/en/
- New Deal for Engagement in Fragile States. Available at https://www.pbsbdialogue.org/media/filer_public/07/69/07692de0-3557-494e-918e-18df00e9ef73/the_new_deal.pdf
- UN Secretary-General's Guidance Note on Land and conflict. Available at https://unhabitat.org/the-guidance-note-of-the-secretary-general-on-the-united-nations-and-land-and-conflict-is-endorsed/
- Toolbox for Localising the SDGs. Available at http://17goals.org/toolbox-for-localizing-the-sdgs/

Additional:

- The *Leveraging Land 'Toolbox*' developed by the UN-Habitat Land, Housing and Shelter Finance Practice Area (advanced draft in place, *available on request, contact:* jean.duplessis@un.org) and

ANNEX C: ACTION LEARNING

The concept of "action learning" was originally developed by Reg Revans and introduced as a learning practice in the 1940s in the coalmines of Wales and England. Revans' work attempted to bridge the gap between thinking and doing to promote understanding of how people can work together more effectively.

Broadly, action learning is the use of structured or semi-structured processes that help individuals and groups to reflect on their life and / or work experiences and learn from them. Central to the approach is bringing together groups of people who use their existing knowledge and skills to work on real challenges to produce fresh ideas. Over the decades action learning has developed into a powerful, flexible tool with broad application and which increases significant learning in a short period of time. There are three fundamental goals for action learning:

1. To make useful progress on an opportunity or problem in the real world
2. To provide opportunities, time and spaces for people to come together and begin to practice the discipline of learning collectively how to approach the challenges for which there are currently no answers
3. To create conditions in which we learn with and from each other in the pursuit of common goals.[4]

In its classical form, action learning is done in the context of an action learning group or "set", which provides space and time to its members to engage in reflective learning. A set usually consists of between four and eight peers, from the same or similar organisation, institution, field, profession, or area of interest or challenge. The purpose and structure of sets can vary and include facilitated sets sponsored by organisations, independent action learning sets, pair sets, and self-facilitated sets. Action learning sets work best for people who are dealing with problems or challenges that do not have clear-cut technical solutions. Set members will meet an agreed number of times (usually five or six), a day or half a day in length. The structure gives each person in the group a turn to present a current work problem or challenge. Set members adhere to ground rules determined by consensus among members. We are in the process of discussing opportunities of using this methodology in the context of land-based finance projects being implemented by UN-Habitat and partners. We have a qualified action learning facilitator on our team who is available to support the process. More information on this will be shared in due course.

For information and guidelines for action learning sets see the websites of Action Learning Associates and Bond.

- http://www.actionlearningassociates.co.uk/action-learning-sets.html
- http://www.bond.org.uk/resources.php/463/action-learning-set

Other recommended resources:

- Mersey Care NHS Trust and Revans Institute, *Handbook for Action Learners*. 2nd Edition, 2010 reprint
- Ian McGill and Anne Brockbank (2004). *The Action Learning Handbook*. London.
- Also see the *GLTN Capacity Development Strategy* at https://gltn.net/download/7638/

[4] Mersey Care NHS Trust and the Revans Institute, (2010). *D.I.Y. Handbook for Action Learners, 2nd Edition*. p.9.