



REPUBLIC OF KENYA

MINISTRY OF LANDS, PUBLIC WORKS, HOUSING AND URBAN DEVELOPMENT

**STATE DEPARTMENT FOR LANDS & STATE DEPARTMENT FOR
ASALS AND REGIONAL DEVELOPMENT**

COMMUNITY LAND MASS REGISTRATION MASTERPLAN (2026–2031)

2026

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FORWARD

The protection and formal recognition of community land rights are foundational to Kenya's socio-economic development, peacebuilding, and environmental sustainability. Article 63 of the Constitution of Kenya explicitly guarantees community land rights, safeguarding ancestral lands, rangelands, and communal ecosystems against unlawful alienation and mismanagement.

While significant legal progress was achieved through the enactment of the Community Land Act (CAP 287), administrative and structural bottlenecks have historically constrained the pace of community land titling. This Community Land Mass Registration Masterplan (2026–2031) provides a unified, highly coordinated, and cost-effective strategy to systematically register community land nationwide.

This Plan provides a comprehensive framework for the mass registration of Community Land in Kenyan rangelands and other eligible areas. It outlines the importance of the Master Plan and its alignment with policy, legal, and regional/international frameworks, together with situation analysis, phases of registration, budget and financing arrangements, implementation and coordination mechanisms, a Monitoring, Evaluation and Learning (MEL) framework, risk assessment and mitigation measures, and implementation timelines.

Through multi-agency collaboration, civil society partnerships, and community-led governance structures, this Masterplan bridges legislative intent with ground-level execution. It serves as an authoritative operational guide for state and non-state actors in securing land tenure for all eligible communities across the Republic of Kenya.

Cabinet Secretary
Ministry of Lands, Public Works, Housing and Urban Development

PREFACE

Securing land tenure rights in Arid and Semi-Arid Lands (ASALs) and pastoral landscapes is an imperative enabler for climate resilience, sustainable natural resource management, and regional peace. The State Department for ASALs and Regional Development, working in partnership with the State Department for Lands, convened key stakeholders to operationalize the resolutions of the 4th Pastoralist Leadership Summit.

This Masterplan translates multi-sectoral consensus into a structured five-year actionable blueprint. By deploying Fit-For-Purpose (FFP) technologies, clustered field operations, and institutionalized Alternative Dispute Resolution (ADR), the framework radically accelerates field survey, adjudication, and title processing.

This report is product of Inter-Agency Technical Team, County Governments, the National Land Commission, Development Partners, and Civil Society Organizations for their contributions toward finalizing this blueprint. State Department for ASALs and Regional Development extend our gratitude to all government institutions and Civil Society Organizations for their contributions toward the success development of master plan

Principal Secretary
State Department for ASALs and Regional Development

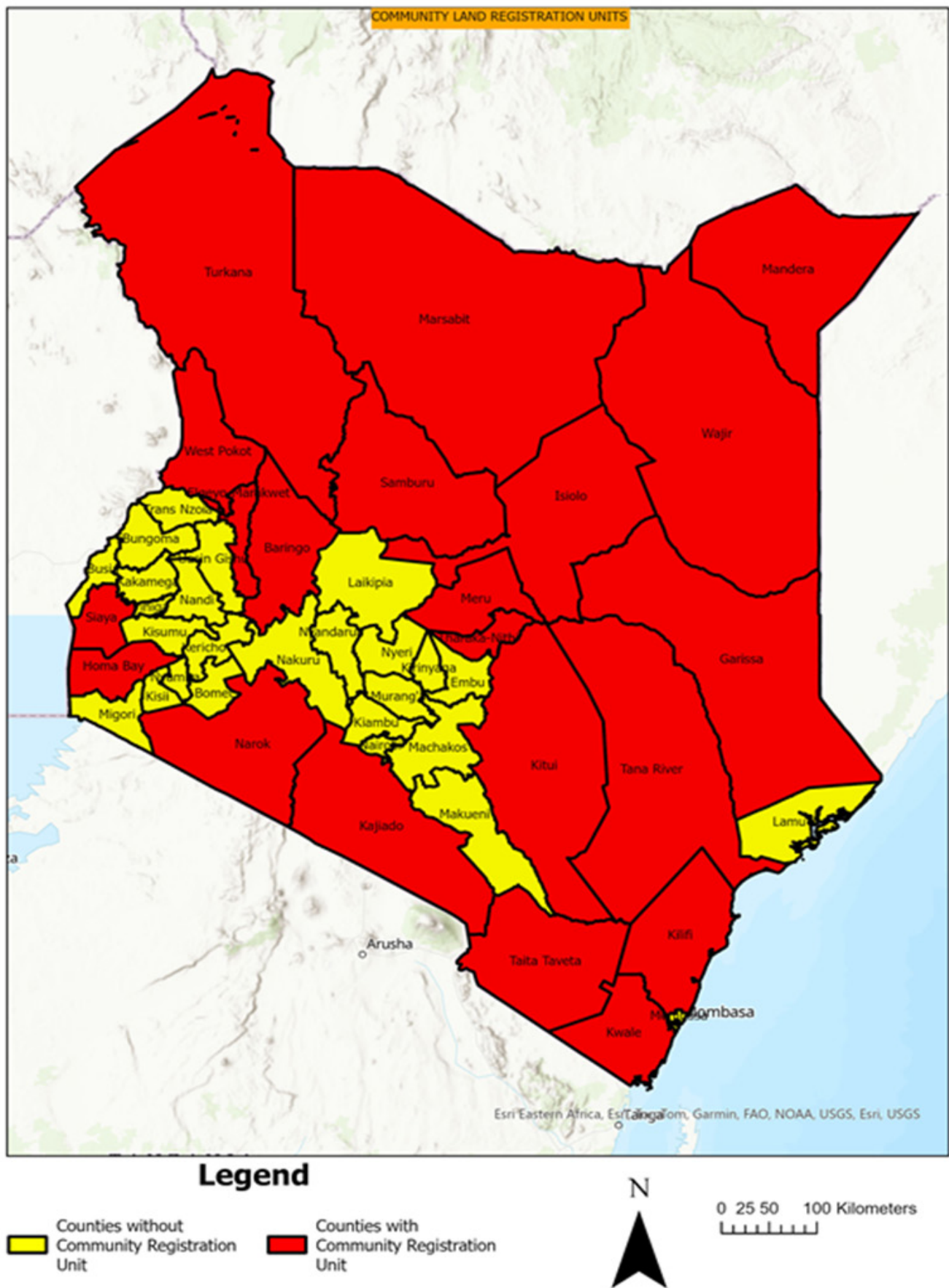


Figure 1: The spatial distribution of community land in Kenya

EXECUTIVE SUMMARY

This Masterplan establishes a systematic, five-year national strategy (2026–2031) to fast-track the mass registration of community lands across Kenya, directly addressing the persistent tenure insecurity faced by an estimated 348 communities in 24 counties who currently hold land under customary rights without legal title deeds. Operationalizing Article 63 of the Constitution and the Community Land Act (CAP 287), the intervention is necessitated by the urgent need to protect these communities from land grabbing, dispossession, and exclusion from economic opportunities, while simultaneously reducing land-related conflicts and enabling access to credit and development services. The primary beneficiaries are the registered community land groups themselves—representing hundreds of thousands of households, including marginalized pastoralist and indigenous populations—as well as county governments and national agencies that will benefit from improved land data and reduced administrative burdens. The content of the intervention encompasses a comprehensive, end-to-end operational roadmap that includes institutional setup, the formation of Community Land Management Committees, participatory adjudication and boundary demarcation using clustered Fit-For-Purpose (FFP) survey methods, cadastral surveying, titling, and the full digital integration of all records into the Ardhisa National Land Information Management System. Implementation responsibility lies with the Ministry of Lands and Physical Planning in close collaboration with the National Land Commission, the 24 target county governments, and community-level governance structures, all supported by a robust Monitoring, Evaluation, and Learning (MEL) system to ensure accountability and adaptive management. The total estimated cost of the intervention is KES 2,217,804,000 (approximately KES 6.37 million per community), an investment designed to deliver legally protected title deeds to all 348 communities, significantly reduce tenure-related disputes, enhance community capacity for sustainable land management, and create a scalable national model for securing community land rights in the digital era

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CHAPTER ONE: INTRODUCTION

This chapter gives the background of the masterplan of Community land registration, Problem Statement, Rationale, and Justification, Goal and Objectives, Scope, Vision Statement, Structure of the Masterplan, Guiding Principles, Constitution, legislation, Vision 2030 and international instruments.

1.1 Background

In Kenya, Article 61 of the Constitution of Kenya (COK) provides three distinct categories of land: public, community, and private land. The description of what constitutes public, community, and private land is provided under Articles 62, 63, and 64 of the COK, respectively. Community land is a legal category of land ownership established under Article 63 of the COK and governed by the Community Land Act, CAP 287(CLA). Community land is held by specific communities identified by ethnicity, culture, or similar community interest. The CLA operationalizes the constitutional guarantee that ancestral land is protected from alienation and mismanagement. This progressive legal framework empowers citizens of Kenya's vast community lands to facilitate the use of rangelands, improve productivity, and manage natural resources equitably and economically.

Community land constitutes the largest portion of land in the country, accounting for approximately 67%, while public land makes up 13% and private land 20%. The ownership rights of communities over this land are clearly defined in the relevant legislation. To secure registration, communities must go through the processes of land adjudication, which relies on a group establishing existing customary land rights before registration and issuance of a title.

In Kenya, Community Lands are found across 24 counties, with at least 412 communities owning or claiming ownership of such land. However, a decade after the enactment of the Community Land Act, only 64 community lands, representing less than 20%, have successfully registered. Out of the total registered community Lands, 48 transitioned from former group ranches and only 16 were former trust lands. The slow pace of registration has been caused by funding constraints, resource conflicts, insecurity, and the vast nature of the lands. This masterplan seeks to address these challenges by providing a coordinated structure and focused mechanisms to accelerate community land registration across the country.

1.2 Problem, Rationale and justification

The protection and registration of community land have been stifled despite the enactment of the CLA. The registration of community land has been implemented in an uncoordinated, sporadic, and fragmented manner. This causes fatigue, apathy, and resource inefficiency, culminating in slow progress of community land registration and weak land tenure rights. Further, failure to register community land contributes to insecurity and makes these lands vulnerable to unregulated access and use. Minority, marginalized, and vulnerable groups are disproportionately affected by these challenges, which severely limits their ability to meaningfully participate in the community land registration and governance processes. This situation underscores the urgent need for an inclusive, coordinated, and structured approach to streamline and fast track community land registration. The absence of a unified national framework for community land registration has further compounded the challenges regarding community land registration.

Simplified and systematic community land registration through mass registration of community land enhances resource efficiency, maximizes synergies, optimizes and adequately monetizes community land (places community land into the monetary economy), and consolidates the gains made across the registration ecosystem. Secure community land tenure empowers communities to implement long-term environmental and climate adaptation investments, as well as bolster investor confidence while mitigating against potential legal challenges.

As resolved during the Pastoralist Leaders' Summit, a simplified approach to mass registration will aim at ensuring systematic community land registration for orderly natural resource access, promotion of indigenous and traditional knowledge systems, social inclusion and gender equality, accountability, and climate resilience.

1.3 The goal and objectives of the masterplan

This master plan seeks to promote a systematic, coordinated, and inclusive mass community land registration strategy in Kenya.

The specific objectives are to:-

1. Provide systematic framework for fast tracking mass registration of community land.
2. Identify existing bottlenecks hindering mass registration of Community Land and outline relevant strategies
3. To provide cost estimates for mass community land registration for Government, Communities and relevant stakeholders

1.4 Methodology/approach

The 4th Pastoralist Leadership Summit held in December 2024 came up with a set of resolutions, one of which was to develop a community land registration masterplan. The Government through the State Department of Arid and Semi-Arid Lands (ASALs) established an inter-agency technical team of government and non-state actors to spearhead the development of this masterplan. The technical team adopted a highly participatory and consultative approach to the development of the plan. Specifically, the team convened several drafting sessions, engaged stakeholders both virtually and physically and validated the masterplan. Further, the team gathered and analysed secondary/ existing data, including statistics held by the MoL on the status of community land registration in Kenya. Equally, the team relied on several expert views and inputs as well as past experiences to develop the plan. The plan has adopted a phased approach to the design, implementation and fast-tracking of community land registration.

1.5 Scope of the masterplan

Geographically, this masterplan covers the entire Republic of Kenya and shall be implemented within a period of 5 years (2026 - 2031). In addition, the master plan targets only counties with community land as shown in Figure 1. The masterplan provides a national framework to guide the mobilization, coordination, and sustainable management of resources during land registration.

1.6 Structure of the masterplan

This Masterplan is organized as follows:

Part 1 Preliminary sections (Foreword, Preface, Executive Summary).

Part 2 (Chapter 1): Introduction, Rationale, Legal Framework, and Strategic Alignment.

Part 3 (Chapter 2): Situation Analysis and SWOT Assessment.
Part 4 (Chapter 3): Phased Lifecycle of Community Land Registration.
Part 5 (Chapter 4): Budget and Financial Strategy.
Part 6 (Chapter 5): Implementation and coordination mechanism
Part 7 (Chapter 6): Monitoring, Evaluation, and Learning (MEL) Framework.
Part 8 (Chapters 7): Risk Assessment and mitigation Matrix
Part 9 (Chapter 8) Implementation Schedule.

1.7 Guiding principles

Community land mass registration is governed by the national values and principles enshrined in Articles 10 and 60 of the Constitution of Kenya (2010), the National Land Policy (2009), and the Land Act (Cap. 280). These principles comprise equity, non-discrimination, gender inclusion, transparency, democratic participation, sustainable resource conservation, and accountability.

1.8 Legal and Policy Framework

The proposed intervention is in harmony with Kenya's Vision 2030, the Fourth Medium-Term Plan, and relevant sectoral strategies and policies. They included:

1.8.1 Constitution of Kenya (2010)

The Constitution constitutes the supreme legal framework. Article 60 establishes the foundational principles of national land policy, while Article 63 vests community land in communities defined by ethnicity, culture, or shared interest.

1.8.2 Community Land Act (Cap. 287)

This statute serves as the principal enabling legislation. It delineates statutory procedures for the formal recognition of community land, establishment of community governance structures, land adjudication, and protection of customary rights. It further obligates County Governments to hold unregistered community land in trust and to prepare and submit comprehensive land inventories.

1.8.3 Land Registration Act (Cap. 300)

The Act provides the administrative and procedural mechanisms for the documentation, registration, and titling of land interests. Section 12 requires the designation of Land Registrars and the establishment of Community Land Registration Units.

1.8.4 National Land Commission Act (Cap. 281)

The Act empowers the National Land Commission to manage public land set-asides within community land areas, to monitor land-use planning processes, and to oversee the administration of tenure rights.

1.8.5 County Governments Act (Cap. 265)

Under Section 110 of the County Governments Act, County Governments are mandated to prepare County Spatial Plans that incorporate community land uses into broader county development frameworks.

1.8.6 Physical and Land Use Planning Act (Cap. 303)

Registered communities are required to prepare local physical and land-use development plans that formally zone communal areas for grazing, settlement, economic activities, and conservation.

1.8.7 Sessional Paper No. 3 of 2009 on National Land Policy

The policy recommends systematic adjudication of community land, elimination of gender discrimination in customary tenure systems, and integration of Alternative Justice Systems.

1.8.8 Vision 2030 and the Fourth Medium-Term Plan (MTP IV)

These national frameworks identify secure land tenure as a critical enabler of socio-economic development, agricultural investment, and enhanced investor confidence.

1.8.9 United Nations Sustainable Development Goals (SDGs)

The intervention contributes directly to the achievement of SDG 1 (No Poverty), SDG 2 (Zero Hunger), SDG 5 (Gender Equality), SDG 13 (Climate Action), and SDG 15 (Life on Land).

1.8.10 African Union Agenda 2063

The Agenda identifies secure land tenure as a prerequisite for poverty eradication, enhanced pastoral productivity, and inclusive economic growth.

1.8.11 IGAD Protocol on Transhumance

Protocol supports the legal demarcation of customary transhumance corridors and easements to facilitate safe and regulated cross-border livestock mobility.

1.8.12 East African Community (EAC) Vision 2050

Vision promotes sustainable land-use practices, optimized agricultural productivity, and regional socio-economic stability.

CHAPTER TWO: SITUATION ANALYSIS

This chapter presents the current inventory and status of community land registration, examines the key challenges hindering registration, and provides Strengths, Weaknesses, Opportunities and Threats (SWOT) analysis.

2.2. Status of Registration of Community Land

Community land registration commenced upon the enactment of the CLA. This process was in two phases: transitioning of the Group Ranches and registration of the unregistered Community Land. As shown in the table below a total of 64 communities have been registered, comprising 48 former group ranches and 16 former trust lands. However, there are no records for the other category of unregistered Community land, specified in 63 of the COK, specifically community forests and grazing land as well as land traditionally occupied by hunters and gatherers.

Table 2: Status of Community Land Registration

County	Registered Sections	Statutory Category	
		Trust Land	Group Ranch
Turkana	6	6	0
West Pokot	9	4	5
Samburu	25	2	23
Laikipia	13	0	13
Baringo	2	2	0
Kajiado	2	0	2
Garissa	1	1	0
Taita Taveta	5	0	5
Tana River	1	1	0
TOTAL	64	16	48

2.3 Stakeholder engagement

Community land registration has been implemented through a multi-stakeholder approach involving the National Government, County Governments, the National Land Commission, civil society actors, and development partners. The roles of these actors have been clearly delineated, with state institutions primarily responsible for leading and coordinating the registration process, while non-state actors play a largely supportive role, particularly in areas such as technical assistance, capacity building, and resource mobilization.

2.4 Challenges

2.4.1 Resource Conflicts and disputes

Conflicts and disputes frequently arise from unclear boundaries between neighbouring communities, contested community membership, and registration irregularities, including misrepresentation and failure to follow due procedure. Research by the National Land Commission indicates that approximately 50% of group ranches transitioning into community land experienced conflicts during the process. These disputes were often linked to allegations of fraud in the election of Community Land Management Committees (CLMCs), exclusion of legitimate members from participation, and overlapping private land claims.

Although the Community Land Act, 2016 provides for alternative dispute resolution (ADR) mechanisms to address such conflicts, many of these cases have escalated to the courts for adjudication. This has contributed to delays and slowed down the overall community land registration process.

Conflicts and disputes often arise from unclear boundaries between neighboring communities; membership of the community and registration irregularities that include misrepresentation or failure to follow proper

procedure.

2.4.2 Power dynamics

Power dynamics play a critical role in determining the outcome of community land registration process. Consequently, the political economy shapes the pace of registration. Local political actors hold critical leverage that informs the pace of community land registration. In several counties, these dynamics have slowed down the submission of agreed community land inventories.

Furthermore, the registration process has become an arena of political contestation deriving from determining eligibility for community membership, establishing boundaries and constituting the community governance structures.

2.4.3 Structural issues

The structural challenges are largely rooted in existing legal ambiguities, particularly regarding the definition of communities, overlapping land interests, and competing land uses such as conservancies, urban jurisdictions and *de facto* private land holdings. Most of these require an elaborate land tenure conversion process. In addition, the legal framework lacks clear procedural guidelines and defined timelines for the registration process, which has contributed to delays by county governments in submitting required land inventories. Furthermore, the law did not anticipate scenarios involving the partial dissolution of group ranches, resulting in many group ranches remaining in legal and administrative limbo.

Communities essentially have customarily recognized spheres that are fluid and do not necessarily align with administrative and political boundaries. The gazetted Community Land Registration Units therefore have to contend with community lands traversing registration units. The local communities often hold different and sometimes overlapping perceptions of boundaries that reflect traditional, cultural, or historical understandings of land ownership and use. This divergence between official administrative mapping and community-defined boundaries creates inconsistencies and disputes during the registration and adjudication process.

2.4.4 Non-adherence with the law governing community land

Non-adherence with the legal framework governing community land remains a significant challenge. In particular, the partial transition of group ranches has persisted despite statutory requirements that the process should have been completed by November 2021, following the publication of the Community Land Act Regulations in 2017. This delay has contributed to widespread non-compliance, including illegal transactions, unauthorized subdivisions, and unlawful dissolutions of community land.

2.4.5 Limited funding and budgetary allocations

The Ministry of Lands, the National Land Commission and the County Governments are the public bodies responsible for undertaking community land registration, yet they are perennially constrained in funding to effectively discharge their mandate. As a result, the registration of communities and their respective land has largely been supported by development partners and other non-state actors, rather than being fully financed through public resources.

2.4.6 Inadequate capacity and awareness

Sensitization and public awareness are critical to the successful implementation of community land registration. Community Land Act assigns the Cabinet Secretary the responsibility of coordinating a national programme for public participation and awareness creation. In addition, County Governments are mandated to undertake continuous civic education and sensitization at the local level. However, awareness levels remain low among both local communities and technical officers regarding the procedures and requirements for community land registration. This lack of adequate knowledge and capacity significantly impedes the effective implementation of the registration process.

2.5 Strengths, Weakness, Opportunities and Threats (SWOT) Analysis

A SWOT analysis on community land examines the internal strengths and weaknesses, and the external opportunities and threats affecting community land governance, management, and utilization. The SWOT analysis is presented in Tables 4 and 5

Table 4: Summary of Strengths and Weakness

Strengths	Weakness
1. Strong Legal Framework (CoK, CLA, LRA, LA) 2. Existing Institutional Framework (MoLPWHUD, NLC and County Governments, CLMCs) 3. Existing ADR mechanisms 4. Strong and sustainable partnerships with state and non-state actors and development partners 5. Indigenous knowledge 6. Existing and mapped ecologically sensitive areas for conservation	1. Low funding and resource constraints 2. Limited awareness and capacity 3. Incomplete digitization and mapping systems 4. Legal ambiguities 5. Inadequate technical capacity

Table 5: Summary of opportunities

Opportunities	Threats
1. Secure tenure for communities 2. Improved conflict resolution 3. Development partner support 7. Existing technological innovation 8. Sustainable resource management 9. Climate adaptation funding 4. Public-private partnerships	1. Land grabbing and elite capture 2. Climate change impacts 3. Political interference 4. Boundary disputes 5. Litigation 6. Weak enforcement of regulations 7. Adverse impacts of climate change on livelihoods

CHAPTER THREE: PHASES OF COMMUNITY LAND REGISTRATION

3.1 Introduction

This Chapter presents a comprehensive, phased approach to the registration of community land in Kenya, operationalizing Article 63 of the Constitution of Kenya (COK) and the CLA. The process aims to achieve systematic, coordinated, and inclusive registration over the five-year Masterplan period (2026–2031).

The process is broadly divided into four phases namely, Preparatory Phase (Establishment of National Administrative Structures), Establishment of Community Structures, Adjudication and Survey and finally, Registration and Issuance of Community Land Certificates of Title.

Each phase is guided by a statutory process defined in the CLA and produces defined outputs that are prerequisites for subsequent stages, forming a coherent continuum from preparatory work to land use planning.

3.2 Preparation Phase

The Preparatory Phase lays the institutional, legal, and social foundation for effective and inclusive community land registration. This phase comprises establishment of offices, specifically Community Land Registration Units, appointment of Land Adjudication Officers for each registration unit, designation of Community Land Registrars for the registration units. Civic education for communities and other stakeholders is also undertaken at this stage though this is a continuous activity during the entire community land registration cycle.

3.2.1 Establishment of national administrative structures

(a) Community Land Registration Units: Section 10 of the Land Registration Act, Cap 300 requires the Cabinet Secretary to establish Community Land Registration Units through a Gazette Notice. Currently, the units are premised on the counties save for counties having more than one registration and adjudication stations (Table 3).

Table 3: Distribution of Designated Community Land Registration Units

SN	Regions	Counties
	Rift Valley Region:	Baringo (Baringo, Koibatek), Elgeyo Marakwet (Keiyo, Marakwet), West Pokot, Samburu, Laikipia, Narok (North, South, Transmara), Kajiado, Turkana
	Eastern Region:	Marsabit, Isiolo, Kitui (Kyuso, Kitui, Mwingi, Mutomo), Embu (Mbeere), Tharaka Nithi (Tharaka, Meru South), Meru (Imenti, Tigania East/West, Igembe).
	Coast Region:	Tana River, Kwale (Kwale, Kinango), Kilifi (Kilifi, Malindi), Lamu, Taita Taveta.
	North Eastern Region:	Garissa, Mandera, Wajir.
	Nyanza Region:	Siaya (Siaya, Bondo), Homa Bay (Suba

(b) Appointment of Land Adjudication Officers: Section 11 (2) of the CLA mandates the Cabinet Secretary to appoint through gazettelement Land Adjudication Officers for each Community Land Registration Unit. The gazettelement is premised on the officers' role in ascertaining for conferment of registrable land rights and performing quasi-judicial functions during the adjudication process.

Through Legal Notice No. 529 (29th January 2021) and Legal Notice No. 9088 (3rd September 2021) the Cabinet Secretary appointed 38 Land Adjudication Officers for 37 Community Land Registration Units

(c) Designation of Community Land Registrars: Section 9 of the CLA mandates the Chief Land Registrar to designate Community Land Registrars for the registration units. Community Land Registrars have since been deployed for all the community land registration units. In practice the Community Land Registrars perform other land registration functions within their jurisdictions.

The Community Land Registrars undertake critical community land registration processes including conducting elections of CLMCs, registration of communities and community land. Title documents for public utilities are also issued by the Registrars. The registration of communities is a pre-requisite undertaking for land adjudication and registration processes.

3.2.2 Sensitization and Awareness creation

Sensitization and awareness creation are carried out in line with the provisions of the Community Land Act (CLA) to enhance understanding among community members of the community land registration process. This process is critical in building goodwill among members, promoting inclusivity across all social groups, and fostering transparency and accountability throughout the registration process.

Besides the members of the community, the sensitization campaign also targets critical stakeholders, specifically state actors (including Technical Staff at the State Department for Lands, National Land Commission and County Governments) as well as relevant partners including Civil Society Organizations. These will enable them to appreciate the process and enlist their good will and support in the process.

Sensitization and awareness activities are primarily conducted through community mobilization meetings, technical workshops, infomercials in print, audio media channels and training materials.

3.3 Establishment of Community Land Governance Structures

Community Land Governance Structures are accountability mechanisms provided by CLA to ensure proper administration and management of community land. These structures promote inclusive and democratic participation of the community members including meaningful involvement of women, youth, elders, and minority groups. It also provides necessary accountability in the management of the affairs of community land.

3.3.1 Key Institutions and Actions

3.3.1.1. Community Assembly (CA)

This is the apex body comprising of adult members of the registered community. The Assembly has the responsibility of electing the CLMC, approval of the community bylaws, land use plans, investments partnerships and the overall oversight of the operations of the CLMC. Critically, it undertakes decisions on land disposition (conversion, allocations, leasing).

3.3.1.2 Community Land Management Committee (CLMC): This is the managerial body conducting day to day management of community and community land affairs. It is tasked with implementation of community assembly resolutions. As the management organ, it maintains the community's registers of assets and liabilities which must be subjected to scrutiny by the assembly and other state organs oversighting public interest.

3.3.1.3 The key actions in creating the CA and CLMC

(a) Application for Recognition of Interests or Claim on Community Land – s.7 of CLA

The unregistered communities apply for Recognition of Interest or Claim on Community Land to the Community Land Registrar. This application is made using Form CLA 1. The application is accompanied by a sketch diagram/map/plan and specifies the locality of the community land, approximate area in hectares and current use of land.

(b) Election of Community Land Management Committees (CLMCs) – s.7 of CLA and r.3 & r.4

The Community Land Registrar in consultation with the County Government convenes an inaugural meeting for the purpose of electing members of the CLMC. The Registrar may appoint a public officer in writing to preside over the elections.

(c) Application for Registration of Communities s.7 of CLA & r.8: The elected CLMC shall apply for Registration of Communities using Form CLA 3. The application shall specify name of the community, description of the area, registered office, object and purpose of the community as well as details of the CLMC. The application shall be accompanied by the prescribed fees and the following documents:

- a. Register of Members
- b. Minutes of the community assembly
- c. Rules and regulations (By-Laws)

(d) Registration of Communities and Issuance of Certificate of Registration: The Land Registrar upon reviewing the application as having met the requirements of the Act, shall register the community by issuing a Certificate of Registration of a Community in the prescribed Form CLA 4 and enter the details in the Community Land Register, Form CLA 5

(e) Adjudication of community land – s.8 and s.11 of CLA

The adjudication of community land is an elaborate and participatory process whose output is a community land certificate of title that confers tenure rights with equal force and effect in law with freehold or leasehold rights acquired through allocation, registration or transfer (s.5(3) of CLA).

(f) Inventory of unregistered community land

The county governments prepare inventories of all unregistered community land under their jurisdiction using the prescribed Form CLA 6 (s.8 of CLA and r.12). It must be clarified that the inventory contains the details of communities with some claim on community land.

It is important to however note that most of the inventories submitted so far have been defective as they do not reflect the actual communities as per the Registers of Communities (Form CLA 5). This has caused discordant positions taken by the county governments and the communities, some even escalating to court. The registration of communities must precede the inventories.

The inventory includes key details such as the name of the community occupying or claiming the land, the location of the community land, a description of its boundaries, current land use, and any other relevant information. It therefore serves as a critical foundation for subsequent processes, including demarcation, survey, and registration activities.

The sequence and purpose of CLA Forms as per the Act and Regulations

CLA Form	Purpose
Form CLA 1	Application for Recognition as a Community
Form CLA 3	Application for Registration of a Community
Form CLA 4	Certificate of Registration
Form CLA 5	Register of Communities
Form CLA 6	Inventory Form for Unregistered Community Land
Form CLA 7	Notice of Intention to Survey, Demarcate and Register Community Land
Form CLA 8	Application for Recognition and Adjudication of Claim on Community Land

The Community Land Regulations were published on 8th December 2017 and it was envisaged that the submission of inventories by the county governments would be finalized within eighteen (18) months of the publication of the Regulations. This could have facilitated the publication of a comprehensive national adjudication programme. The statutory timelines have not been met as

county governments are still submitting inventories. The result is the incremental publication of adjudication programmes.

3.4 Publication of Comprehensive Adjudication Programme (s.8 of CLA)

Upon receipt of the inventories of unregistered community land, the Cabinet Secretary for Lands publishes the adjudication programme in the Kenya Gazette. This marks the commencement of the land adjudication process for the registered communities.

The adjudication is undertaken by the adjudication team comprising of:

- i) Adjudication officers
- ii) Surveyors
- iii) Physical Planners
- iv) CLMCs
- v) The National Land Commission (the commission has the mandate of managing public land within community land registration sections. The commission also monitors and advises the national and county governments on the comprehensive land registration programme.)

The gazette Adjudication Officer in consultation with the respective County Governments shall facilitate the process of adjudication of community land (s.11(2) of CLA).

3.5 Community land adjudication process

The adjudication process involves delineation of community boundaries, validating existing customary rights of occupancy and disputes resolution. At this stage overlapping, competing and overriding claims on ownership and user rights have to be adjudicated, giving prominence to alternative disputes resolution mechanisms (ADR) as the first course of grievance redress. The process therefore requires a transparent, participatory, and conflict-sensitive approach to ensure legitimacy and long-term sustainability of the registration process.

The process also entails delineation of parcels in use for public purposes for vesting in the national or county government entities, according to the purpose the land was put to (*CoK 2010: Art. 62(1)(b) & Fourth Schedule and s.8 of CLA*). The community may also reserve land for public purpose at this stage. All such lands are gazetted by the National Land Commission as public land (s.26 of CLA).

Notice of Intention to Survey (Form CLA 7): After the publication of the adjudication programme, the Cabinet Secretary publishes the Notice that the Adjudication Officer disseminates through public barazas and adequate display at national and county government administrative offices and other convenient locations. Electronic media including social media is also used for this purpose. The notice specifies the location of the land, the purpose of the survey, and the timelines for commencement and procedures for submitting overriding claims using Form CLA 8.

Delineation of Boundaries: The exercise is undertaken by the Adjudication team with the involvement of neighboring communities, national and county government administration officials. It entails participatory boundary walks, picking and marking of natural and other identifiable physical boundary features and validation of agreed boundary points. Upon completion, boundary coordinates are recorded and integrated into the cadastral survey framework to support land registration. At this stage demarcation sketch plans are prepared as evidence of the boundary establishment to

support the subsequent fixed survey.

3.5 Dispute Resolution

Disputes may arise from overlapping boundaries and user rights, competing claims by different communities and within communities on customary rights of use and occupancy. Contested membership eligibility may also arise.

Section 39 to 42 of the CLA provides for the mechanism of resolving disputes arising from and during the adjudication process. Alternative internal disputes resolution mechanisms including traditional systems as provided in the community by-laws are prioritized. These must however not be repugnant to the Constitution and other written laws. Where such are not conclusive, the disputants shall submit their claims using Forms CLA 11 to the Land Adjudication Officer for recording in the Disputes Register (Form CLA 12). The disputes are determined by the *Ad Hoc* Committees in the prescribed format (*r.25 & Fourth Schedule of the CLA Regulations*). The final stage of escalation is the Environment and Land Court (ELC).

Boundary disputes shall be resolved before the conduct of the fixed survey.

3.6 Boundary Demarcation, Survey and Mapping

This phase entails physically demarcating boundaries, fixing/georeferencing them within the national geodetic framework and preparing *Ardhi Sasa* cadastral outputs.

Key Activities

- 1) Physical demarcation of boundaries and monumentation
- 2) Extension of survey control points
- 3) Verification of national geodetic control points
- 4) Survey of Public Land (schools, health facilities, roads, markets, security and administration installations, water infrastructure and others guided by Article 62 and Fourth Schedule of the Constitution)
- 5) Preparation of Cadastral Maps
- 6) Processing survey data
- 7) Preparation of Registry Index Maps (RIMs) and
- 8) Integration into *Ardhisasa*

3.6.1 Physical Demarcation of Boundaries:

This stage involves determining and confirming the spatial extent of the respective Community Land in accordance with statutory and technical standards.

Step 1: Constitution of the Survey Team: the Director of survey shall constitute a team of surveyors to undertake a fixed survey as prescribed under the survey Act CAP 299 and produce a cadastre and area/acreage lists. The surveyors will be constituent members of the Adjudication Team. During the survey, public and previously adjudicated private land shall be excluded from the community land. Newly surveyed public land shall be assigned parcel numbers along with other community parcels.

Step 2: Extension of Survey Control Points

Existing national geodetic control points shall be identified and verified. Where necessary, survey controls shall be extended into the community land to determine precise mathematical coordinates of boundary vertices. This ensures national uniformity, cadastre consistency, and compliance with national mapping standards.

Step 3: Monumentation of Boundary Points: Permanent boundary marks (angle irons embedded in concrete) shall be installed at all key boundary vertices and turning points. Each boundary mark shall be uniquely coded and georeferenced using survey-grade equipment.

Step 4: Creation of Cadastral Maps

Survey data shall be processed and validated, and a georeferenced cadastral map prepared under the authority of the Director of Surveys. Registry Index Maps (RIMs) shall be generated in accordance with national standards.

Step 5: Integration into Ardhhi Sasa

The finalized georeferenced cadastral map shall be converted into a digital format compatible with *Ardhisasa*, validated for coordinate system compliance and topology integrity, and uploaded into the national digital land information system.

Step 6: Forwarding of Cadastre for Registration

The cadastral map and area list is handed in to the Adjudication Officer for preparation of Adjudication Records for each parcel and a proprietorship list. This forms the community land adjudication register. The Register shall be displayed for public inspection and validation. The CLMC Chair/Secretary shall confirm the finality of the register by appending their signature(s). The final register shall be forwarded by the Adjudication Officer in the prescribed format to the Community Land Registrar for registration (issuance of Certificates of Titles).

3.6.2 Final Register

This shall comprise of the following;

1. Registry Index Map (RIM)
2. Area List
3. Schedule of Parcels – Accountability/Proprietorship List
4. Adjudication Records
5. Adjudication Officer's Report

The Land Registrar shall examine the submitted documentation for completeness and compliance. Any inconsistencies or omissions shall be communicated to the CLMC for rectification prior to registration.

3.6.3 Registration and Issuance of Community Title

The Registrar shall make entries of the Community Land into the Land Register, prepare and issue community and public land titles as per the Land Registration Act.

3.6.4 Public Land

Upon registration of public land, the same shall be gazetted by the National Land Commission (*s.26(2) of CLA*).

3.6.5 Archiving the land registration documents

This will be undertaken as per the provisions of the Land Registration Act. Cap 300.

A summary of the community land registration phases, process and key outputs is provided in Table 4

Table 4: Input – Output Matrix

Phase	Key Activities	Inputs	Outputs
Preparation Phase	Establishing national governance structures	- Community Land Registration Units - Appointment of Land Adjudication Officers - Designation of Community Land Registrars	- Gazetted Community Land Registration Units - Appointed LAOs and Community Land Registrars
	Sensitization and Awareness creation	- Community mobilization meetings - Media airtime (radio programs) - Facilitation and allowances - Logistics (transport, venue hire, communication materials) - Personnel costs	- Increased public awareness and informed participation - Increased community preparedness for registration
Establishment of Community Governance Structures	Application for Recognition or claim on Community Land	- Meetings - Facilitation - Logistics (transport, venue) - Communication	- Community land stakeholders and their interests identified - Duly filled Form CLA and submitted to the Community Land Registrar
	Elections members of the Community Land Management Committee	- Facilitation - Logistics - Communication - Publicity materials	- Elected interim officials for the community - Community Assembly Meeting
	Compilation of Register of Community Members	- Public advertisement - Facilitation - Logistics	Validated Community Member Register
	Drafting and Approval of Community Land by laws Registration of Community	- Facilitation - Legal drafting support - Logistics - Communication	Approved community by-laws
	Registration of Community	- Administrative processing - Documentation and filing	- Certificate of Registration - Registered Community record

Community Land Adjudication	Inventory Development	○ Meeting facilitation ○ Workshop expenses ○ Documentation and data collection tools ○ Logistics support	○ Documented and validated community land inventory
	Publication of Adjudication programme	○ Community Inventory	○ Published Adjudication programme
	Notice of Intention to Survey	○ Facilitation ○ Logistics (transport, coordination) ○ Communication and public notification	○ Official Notice of Intention to Survey ○ Stakeholder awareness confirmation
	Delineation of Boundaries	○ Facilitation ○ Logistics ○ Communication ○ Survey documentation tools and technical equipment	○ Accepted demarcated boundary ○ Verified demarcation sketch ○ Boundary coordinates and survey records
	Dispute Resolution	○ Facilitation ○ Meetings ○ Documentation tools ○ Logistics	○ Case proceedings records ○ Resolution reports ○ Stakeholder validation

Boundary Demarcation, Survey and Mapping	Physical Demarcation of Boundaries	<u>Technical Equipment</u> ○ Geodetic GNSS equipment (survey-grade) ○ Laptop with survey data processing software ○ Angle irons for boundary marks ○ Cement and aggregates for monumentation <u>Operational Requirements</u> ○ Field transport (4x4 vehicles where necessary) ○ Security support (where required) ○ communication tools <u>Human Resources</u> ○ Licensed Surveyor (Team Lead) and Assistant Surveyors ○ GIS/Data Processing Officer ○ CLMC Representatives ○ Community Liaison Personnel	<u>Survey Plan</u> with Boundary point identifiers (survey marks); Bearings; Distances; Geodetic coordinates and Computed acreage <u>Registry Index Map (RIM)</u> showing parcel numbers and spatial layout. <u>Area List</u> indicating Registration Section Name; Parcel Numbers; Sheet Numbers and Respective Acreage <u>Geo-referenced Digital Cadastral Dataset</u> compatible with Ardhi Sasa system requirements.
Registration and Issuance of Community Title	○ Submission of Registration Documents ○ Registration and Issuance of Community Title ○ Archiving the land registration documents	○ Registry Index Map (RIM) ○ Area List (Schedule of Parcels) ○ Adjudication Record ○ Adjudication Officer's Report	○ Registered Community Land entry in the Land Register ○ Issued Community Title ○ Certificate of titles for public facilities ○ Officially approved RIM and cadastral record ○ Updated digital record in the National Land Information System

CHAPTER FOUR: MASS REGISTRATION STRATEGY/MASTER PLAN BUDGET

This chapter gives masterplan budget assumptions, comprehensive expenditure schedule per community and financing Plan and expected return on investment.

4.1 Master Plan Budget Assumptions

The masterplan budget is premised on the registration of 348 community land units over a five-year implementation cycle. The average standard cost per community registration cycle is estimated at KES 6,373,000. Provision is made for an annual inflation adjustment of 5 percent to account for projected increases in fuel and field personnel costs. In addition, a contingency allocation of 10 percent is reserved to support alternative dispute resolution (ADR) facilitation where required

4.2 Comprehensive Expenditure Schedule per Community

The comprehensive expenditure is itemized cost per community and detailed breakdown of costs per community (Table 5 Table 6, Table 7).

Table 5: Annual Disbursement Schedule (KES)

Expenditure Category	Cost per community (Kshs)	Total (348 communities)
1. Awareness creation of the Community Land Act and registration process	415,000	144,420,000
2. Establishment Of Community Land Governance Structures	338,000	117,624,000
3. Dissemination of The Notice of Intention to Survey (Form CLA 7)	78,000	27,144,000
4. Delineation And Demarcation of Boundaries	2,612,000	908,976,000
5. Survey, Mapping and Registration	2,930,000	1,019,640,000
TOTAL (Millions KES)	6,373,000	2,217,804,000

Table 6: Detailed Breakdown of Costs Per Community

	ACTIVITY	UNIT	QUANT/FREQ	COST PER UNIT	TOTAL
	PHASE 1				
1.1	Awareness creation on the Community Land Act and registration process				
1.1.1	Community sensitization				
	DSA for the Local Technical Team (5 people for 3 days) (LAO, Land Registrar, NLC, County Rep and Driver)	5	3	14,000	210,000
	Transport (1 Vehicles)	1	3	15,000	45,000
	Communication (Printing, airtime etc.)	1	1	50,000	50,000
	refreshments	500	1	100	50,000
	Sub Total				355,000
1.1.2	Radio Show				
	Vernacular Radio Airtime	1	2	30,000	60,000
	Sub-Total				60,000
	PHASE 1 TOTAL				415,000
	PHASE 2: ESTABLISHMENT OF COMMUNITY LAND GOVERNANCE STRUCTURES				
2.1	Stakeholder convening (Inaugural Community Assembly Meeting)				
	Local Technical Officers ((LAO, Land Registrar, NLC, County Rep and Driver)	8	1	14,000	112,000
	Advertisement through Newspaper and Radio	1	1	200,000	200,000
	Public address system	1	1	10,000	10,000
	Transport 1 cars, 1 days	1	1	16,000	16,000
	Sub-total				338,000
3.1	PHASE 3A: DISEMMINATION OF THE NOTICE OF INTENTION TO SURVEY (Form CLA 7)-Public Participation requirement				
	DSA for local Technical Team (3 officers for 1 days) (LAO, County Rep and Driver)	3	1	14,000	42,000
	Transport (1 Car for 3 days)	1	1	16,000	16,000
	Media and Publicity (Local Radio Station)	1	1	20,000	20,000
	Sub Total				78,000
3.2	PHASE 3B: DELINEATION AND DEMARCATION OF BOUNDARIES				
	DSA for Technical Team (5 people 21 days)	5	21	14,000	1,470,000
	Transport (3 vehicles, 21 days)	3	21	16,000	1,008,000
	Materials for demarcation (monumentation materials)	1	1	50,000	50,000
	CLMC transport allowance for demarcation (4 representatives)	4	21	1,000	84,000

PHASE 3 TOTAL				2,612,000
PHASE 4: SURVEY, MAPPING AND REGISTRATION				
Survey of demarcated boundaries, public land etc. (12 Surveyors, 2 NLC, 2 Adjudication, 1 county rep)	15	10	14,000	2,100,000
Survey Casuals (3 for each of the 10 days (control + survey))	3	10	1,000	30,000
Security (2 for each team for 10 days)	6	10	3,000	180,000
Monumentation material for beacons/ angle irons (for 1 teams)	1	1	50,000	50,000
Stationary for the survey team	1	1	40,000	40,000
Fuel for 3 vehicles	3	10	16,000	480,000
Registration and Issuance of title (processing fees and issuance of Title)	1	1	50,000	50,000
Sub-Total				2,930,000
TOTAL				6,373,000

Table 7: Expenditure Category and cost per year

Expenditure Category	Cost/ Community	Year 1 (50) (KES)	Year 2 (65) (KES)	Year 3 (75) (KES)	Year 4 (75) (KES)	Year 5 (83) (KES)	TOTAL (348 Communities) (KES)
1. Awareness Creation	415,000	20,750,000	26,975,000	31,125,000	31,125,000	34,445,000	144,420,000
2. Governance Setup	338,000	16,900,000	21,970,000	25,350,000	25,350,000	28,054,000	117,624,000
3. Notice Dissemination	78,000	3,900,000	5,070,000	5,850,000	5,850,000	6,474,000	27,144,000
4. Boundary Demarcation	2,612,000	130,600,000	169,780,000	195,900,000	195,900,000	216,796,000	908,976,000

5.Survey & Titling	2,930,000	146,500,000	190,450,000	219,750,000	219,750,000	243,190,000	1,019,640,000
ANNUAL TOTAL	6,373,000	318,650,000	414,245,000	477,975,000	477,975,000	528,959,000	2,217,804,000

1.3 Financing Plan and Expected Return on Investment (ROI)

This section presents the proposed financing framework for the community land registration programme, together with an assessment of the anticipated return on investment. It outlines the projected resource requirements:

a. Financing Modality: Shared framework comprising Exchequer allocations, County Government co-financing (venues, logistics, local transport), Development Partner grants, and in-kind community contributions (labor, venue provision, border guides).

b. Economic Return on Investment (ROI): Revenue Generation: Formalized land enables sustainable leasehold contracts, land rent, and local rates collection.

1. **Monetization & Carbon Markets:** Legal titles empower communities to enter carbon credit schemes, conservation trust investments, and natural resource royalties.
2. **Conflict Reduction:** Projected ~70% reduction in communal land disputes, saving public resources spent on security operations.

CHAPTER FIVE: IMPLEMENTATION AND COORDINATION MECHANISM FOR MASS COMMUNITY LAND REGISTRATION.

5.1 Implementation approach

This five-year implementation plan (2026–2030) sets out a systematic, large-scale rollout of community land registration across Community Land Registration Units (CLRUs). It adopts a mass registration approach to register all communities within each CLRU to achieve economies of scale, pool resources, and leverage financial and human support from government, communities, and development partners.

The plan targets the mass registration of 348 communities over five years using the master plan's phased approach: preparation, community governance, adjudication and survey, and registration.

The approach allows registration to begin at different stages, recognizing that communities and registration units vary in readiness. This supports efficient, predictable, and equitable rollout across all registration units. To determine the appropriate starting point, implementing partners will prepare a rapid status assessment for each unit.

In most cases, registration activities will run in parallel across multiple units. This requires a strong coordination mechanism to provide oversight, promote synergy and accountability, support shared learning, and prevent duplication.

5.1.1 Phased, deliverable-driven workstreams (parallel where possible)

1. *National Foundational Processes (Months 0–6)*. These prerequisite activities will establish the foundation for mass registration and include:

- a) *Community Land Stakeholder Preparatory Meetings*. These meetings will prepare stakeholders for mass community land registration by clarifying the process, building support, and onboarding key actors. Five meetings will be held: one national meeting and four regional meetings. CLRUs will be grouped into four clusters to support coordination.
- b) *Establish a Community Land Multi-Agency Working Group (CL-MAWG)* chaired by the Ministry of Lands. Membership should include NLC, CoG, CSOs, community representatives, media, and development partners. Within the first three months, the Taskforce should have approved terms of reference and be gazette. A detailed work plan with quarterly targets should be in place within six months.
- c) *Rapid Community Readiness Assessment*. Conduct an assessment in each registration unit to determine readiness and classify communities as ready now, near ready, or needs support, enabling targeted assistance.
- d) *Gazette or confirm Community Land Registration Units (CLRUs), Land Adjudication Officers, and Community Land Registrars* where these are missing or where additional officers are required.
- e) *Promote mass registration within CLRUs*. Registering communities on a scale will support the development and updating of inventories needed for effective planning and improved service delivery by the Ministry of Lands.

2. *County operationalization and community readiness (Months 0–12, continuous)*. This workstream will establish the operational capacity required at county and community levels. It relies on county technical teams to reduce the higher costs associated with national-level deployment.

- a) Establishment of County Focal Teams (survey, adjudication, community mobilisers) formed and trained.
- b) Mass sensitization of Communities through local radios, barazas and other relevant forums.

3. *Clustered adjudication and survey (Months 6–48, continuous)*. The following measures will accelerate delivery and help manage costs:

- a) Block/cluster approach: adjudicate contiguous communities together to reduce travel and

mobilization costs.

b) Consider the use of para-survey teams supervised by targeted professional surveyors for verification and finalization. University students can also be used to provide services while acquiring real life experience that would help advance their careers.

4. Registration and titling (Months 6–60, continuous). This workstream will run throughout the implementation period and will include:

- a) Digital submission to Ardhi Sasa
- b) Batch registration packages for faster processing.

5. MEL, dispute resolution & sustainability (continuous).

A robust monitoring, evaluation, and learning framework will guide implementation through quarterly reporting and learning reviews at county and national levels. Appropriate dispute resolution mechanisms will be applied to prevent escalation, with alternative dispute resolution prioritized.

5.2 Coordination mechanism (roles, governance, communication)

Recognizing the statutory roles of institutions responsible for the recognition, protection, and promotion of community land under applicable laws, including the Community Land Act, 2016, the following coordination arrangements are proposed to accelerate registration in an effective, inclusive, conflict-sensitive, transparent, accountable, and coordinated manner.

5.2.1 Community Land Multi-Agency Working Group. The CLMAWG will coordinate responsible ministries, departments, and agencies on policy, legal, and regulatory matters; lead budget mobilization; ensure standards and Ardhi Sasa integration; and coordinate donor engagement.

5.2.2 Regional Coordination Hubs (RCH). Each hub will comprise 5–7 CLRUs. The hubs will lead regional and cluster operational planning, coordinate pooled procurement and technical surge support, and work with CL-MAWG on targeted resource mobilization.

5.2.3 County Implementation Unit (CIU). This county-based coordination unit will oversee day-to-day operations, community liaison, logistics, and support to Community Land Management Committees. It will identify and address local risks and escalate unresolved issues to the Regional Coordination Hubs.

5.2.4 Community Level Coordination Unit (CLCU). This unit will bring together Community Land Management Committees within a registration unit to support local sensitization, share experience and knowledge, contribute boundary information, and assist with community constitutions and related processes.

5.2.5 Communication, decision flow and reporting

- Weekly operational dashboards from CIUs → Regional Hubs → MAMRT.
- Monthly technical working groups (survey, adjudication, ICT, ADR).
- Public transparency portal (Ardhi Sasa dashboard) showing adjudication status, disputes, and titles issued.
- Quarterly public scorecards and independent civil-society audit mid-term and end-term.

5.3 Detailed staggered registration schedule for 348 communities (starting July 2026)

Inventories received by the Ministry of Lands indicate that approximately 348 communities are currently due for registration. Because this figure may not be comprehensive, the master plan provides for a total target of 348 communities. The plan applies a staggered ramp-up based on readiness: *ready now* (20%) – 70, *near ready* (40% - 139), and *needs support* (40%) - 139 allowing for early gains and iterative learning. It also acknowledges ongoing initiatives at different stages, which support phased scale-up.

The master plan sets the following annual registration targets over five years:

- Year 1 – 50 (70% of the ready now communities and their land). We estimate that 20% of the 348 communities are ready for community land registration. This makes a total of 70 communities that should be registered in the year 2026 being the Year 1 of the master plan. However, we note that the master plan will be launched in the 2nd half of the Year 2026. Therefore, the realistic target for the year would be 70% registration of the ready now communities. This target allows quick wins among the communities that already have governance structures, boundary agreements, and high mobilization. Starting with a lower number also provides room for the refining of tools, workflows, coordination mechanism and building of national, county and communities momentum. This lays a firm foundation and capacities for scaling in Years 2-5.
- Year 2 – 65 (combining remaining 30% of ready now from Y1 and 33% of the near ready). Being 2027, the master plan factors in a slow down because of the elections to be held in August. Building on the Y1 momentum, sensitization and availability of all needed frameworks, Y2 will witness a faster pace.
- Year 3 – 94 (takes care of the remaining 67% of the near ready communities). In Y3 is a full system go. The teams are effective and the workflow is mature thus full speed registration. It also lays firm foundation for handling the cases that require more support.
- Year 4 – 70 (50% of the “need support” category). In Y4, the team is ready to handle communities that require intensive support in governance formation, sensitization, mapping, and conflict mediation.
- Year 5 – 69 (final 50% of the need support category). In Y5, the focus is on finalization of the mass registration process. The team handles most complex cases, addresses high dispute areas, overlapping claims and any other issue that hindered the community from being registered in the previous years. Communities that require long-term sensitization will be factored in this category.

Table 8: Summary of annual targets

Year	Period	Communities Registered	Rationale
Year 1	2026 (July)	50	Pilot + early wins: focus on <i>Ready-now</i> clusters; set systems, set & train teams, mobilize resources.
Year 2	2027	65	Scale up: add <i>Near-ready</i> clusters; refine workflows, continue resource mobilization
Year 3	2028	75	Peak implementation using full national + county teams
Year 4	2029	75	Peak implementation using full national + county teams; start handling contested cases
Year 5	2030	83	Continue- Wrap-up any pending registration, focus on contested cases taking advantage of fully developed system
TOTAL		348	

5.4 Operational checklist & milestones (first 12 months priority)

KEY MILESTONES	PERIOD (MONTHS)		
	0-3	3 -6	6 -12
CL-MAMRT constituted; ToR approved; budget commitments for the Master Plan secured.			
Rapid readiness assessment completed for all target CLRUs.			
County teams set up, trained; para-surveyor cohorts recruited and certified.			
Ardhi Sasa batch upload templates and QA rules finalized.			
Pilot cluster adjudications completed (target 40 communities).			
Lessons learned workshop; SOPs updated; donor funding tranche 2 released.			
EXPECTED DIVERABLES	0 -3	3 - 6	6 - 12

Gazette notices, CLMC elections completed, inventories submitted, Notice of Intention to Survey published, first cadastral maps uploaded to ArdhiSasa, first batch of titles issued.			
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5.5 STRATEGIES TO FAST TRACK COMMUNITY LAND REGISTRATION

These implementation strategies are intended to move beyond business as usual toward a faster and more cost-effective registration model. They focus on reducing costs, removing procedural bottlenecks, and leveraging community-led technical solutions.

5.5.1 Cost-Cutting Approaches: Fit-For-Purpose (FFP) Tools

Traditional high-precision surveying is often slow and costly. This strategy adopts Fit-for-Purpose Land Administration to accelerate coverage through the following measures:

- Community para-surveyors: train local youth, community members, and students to support boundary identification and data collection using handheld GPS or mobile devices, reducing the time required from professional surveyors.
- Aerial and satellite imagery: use high-resolution imagery for boundary demarcation in large or arid areas in place of full ground-based surveying, lowering the cost per hectare.
- Visual boundaries: prioritize natural features such as rivers, hills, and roads where appropriate, as they are easier for communities to identify, monitor, and maintain. Zonal boundaries may also be used where suitable.
- Clustered adjudication: move from sporadic registration to block adjudication, where entire sub-counties are declared adjudication areas simultaneously to improve staff and transport efficiency.
- Local human resources: make greater use of technical staff already based in relevant ministries and departments, including surveyors, adjudication officers, drivers, and registrars.
- Mass Registration of Communities: Mass registration is central in actualizing the strategic objective of systematic mass registration of community land. As is brought out elsewhere in this masterplan, a non-comprehensive inventory of communities and community lands has been a bottleneck to planning as it has not been possible to project how many communities are targeted for registration

5.5.2 Policy, Legal, and Institutional Reforms

To achieve faster registration at scale, selected procedural barriers will need to be addressed through policy, legal, and institutional reform.

- Digitization of Records: Full integration with the Ardhi Sasa platform to allow for real-time submission of field data and automated verification of survey plans.
- Alternative Dispute Resolution (ADR) Mandate: Formally institutionalizing ADR within the registration process to ensure that boundary disputes are resolved locally within 30 days, preventing long-term stalls in the Environment and Land Court.

5.5.3 Community Land Regulations & Legislative Alignment

To remove bottlenecks in mass community land registration, the Rules and Regulations may need to be reviewed and updated. Amendments to the Community Land Act may also be considered considering implementation experience. The master plan therefore proposes that CL-MAMRT identify policy, legal, and

procedural issues requiring reform and submit a detailed report to the Ministry of Lands for action while mass registration continues

5.5.4 Fast Track Matrix - Summary of the Items to Consider for fast tracking registration

Strategy	Estimated cost impact	Speed	Risk	Scalability
Surveyors + mobile GNSS	High saving per community	Fast	Medium- need QA	High
Satellite / drone imagery for large rangelands	Large saving compared to full ground survey	Fast	Medium -cloud/vegetation limitations	High
Cluster/block adjudication	Travel/Logistics saving	Fast	Low	Medium
Digital forms + Ardhi Sasa batch upload	Admin cost saving	Fast	Low	High
Community in-kind contributions (labour/venues)	Moderate saving	Neutral	Low	Medium
Pooled procurement of survey equipment & fuel	Moderate saving	Neutral	Low	High
Use of ADR - 1st priority	High Saving	Fast	Low	High

CHAPTER SIX: MONITORING, EVALUATION & LEARNING (MEL) FRAMEWORK

Goal 1: To promote a systematic, coordinated, and inclusive mass community land registration Key Activity in Kenya.

Goal: To secure tenure (Guarantee legal recognition of community land rights) under the Community Land Act for communities through streamlined, inclusive, and transparent processes that reduce delays and disputes.

	INDICATOR	BASELINE (What is the current value?)	TARGET (What is target value)	DATA SOURCE (How will it be measured?)	FREQUEN CY (H ow often will it be measured ?)	RESPONS IBLE (Who will measure it?)	REPORTING (Where will it be reported?)
Goal: To provide a systematic, coordinated, and inclusive mass community land registration Key Activity in Kenya. Impact: Improved Community Land Tenure Security in Kenya	% Registration coverage of community lands in Kenya	6%	100%	Community lands registers	Annual	NLC	Parliament; Council of Governors and Executive
Outcome1: Building / Establishing institutional capacity	% institutions enhanced	10%	100%	institutional reports	Annual	NLC	Parliament; Council of Governors and Executive
Key Activity 1: Establishing national governance structures - activity completed							
Outputs1.1: Gazetted Community Land Registration Units	Number of registration units gazetted	36	36	Published gazette notices	Bi-annually	MoLPP; NLC; CSO	Parliament; President
Outputs1.2: Appointed LAOs and Community Land Registrars	Number of LAOs appointed	38	38	Published gazette notice	Bi-annually	MoLPP; NLC; CSO	Parliament; President

Outputs1.3: Designated Community Land Registrars	Number of Chief Land Registrars designated	38	38	appointment letters	Bi-annually	MoLPP; NLC; CSO	Parliament; President
Outputs1.4 : Published Adjudication programme	Number of Adjudication published	334	334	Published gazette notices	Bi-annually	MoLPP; NLC; CSO	Parliament; President
Activities: CS to Gazette Community Land Registration Units ; CS shall appoint and Gazette Adjudication Officers;Chief Land Registrar designates Community Land Registrations; Developing the adjudication programme by the CS in Consultation with respective County Governments							
Key Activity 2: Establishment of Community Land Governance Structures							
Output 1.5 Elected CLMCs	Number of communities with elected CLMCs	TBA	1,002	Community Land Registrars	Monthly	MoLPP; NLC; CSO	Council of Governors and Executive
Output 1.6 : Updated register of community members	Number of communities with updated register of community members	TBA	1002	Community Land Registrars, CLMCs	Monthly	MoLPP; NLC; CSO	Council of Governors and Executive
Output 1.7: Draft community land by-laws	Number of communities with draft community land by-laws	TBA	1002	Community Land Registrars, CLMCs	Monthly	MoLPP; NLC; CSO	Council of Governors and Executive
Output 1.8 : Informed community members	Number of communities whose members have been sensitized	TBA	1002	County Governments , CSOs, NLCs, Community Land Registrars	Monthly	MoLPP; NLC; CSO	Council of Governors and Executive
Output 1.9 :Approved community by-laws	Number of approved community by-laws	TBA	1002	Community Land Registrars and CLMCs	Monthly	MoLPP; NLC; CSO	Council of Governors and Executive

Output 1.10 : Registration of communities	Number of communities registered	TBA	1002	Community Land Registrars	Monthly	MoLPP; NLC; CSO	Council of Governors and Executive
Activities: Community Assembly Meeting shall be convened to elect CLMC;Community Assembly Meeting to be convened to compile and update the register of community members; CLMC to convene and draft the by-laws ;Stakeholder sensitization meetings on the draft by-laws ; Community Assembly to be convened to approve the by-laws ; CLMC to apply for registration of Community							
Outcome 2: Improved community land tenure security	% of communities with issued with Community Land Title	TBA	100%	Community Land Registrars	Bi-annually	NLC; CSO	Parliament; Council of Governors and Executive
Key Activity 3 :Community Land Adjudication							
Output 2.1 : Documented and validated community land inventory	Number of community land inventories submitted to the CS	TBA	1002	County Governments and MoLPP	Monthly	MoLPP; NLC; CSO	Council of Governors and Executive
Output 2.2 : Published adjudication programme	Number of published adjudication programmes	334	TBA	Kenya Gazette and MoLPP	one off	MoLPP; NLC; CSO	Council of Governors and Executive
Output 2.3 : Issued notice of intention to Survey	Number of notices of intention to survey	334	TBA	Kenya Gazette and MoLPP	one off	MoLPP; NLC; CSO	Council of Governors and Executive
Output 2.4 : Accepted demarcated boundary maps	Number of accepted demarcated boundary maps	TBA	1002	CLMCs, Director of Adjudication	Monthly	MoLPP; NLC; CSO	Council of Governors and Executive
Activities: Preparation and submission to the CS, an inventory of all unregistered land by CG; Publication of Adjudication programme by the Cabinet Secretary ; CS issues Notice of Intention to Survey ; Adjudication team and CLMCs to delineate Community land boundary							
Key Activity 4: Boundary Demarcation, Survey and Mapping							

Output 2.5 : Constituted survey team	Number of surveyors teams	TBA	500	Director of Survey	one off	MoLPP; NLC; CSO	Council of Governors and Executive
Output 2.6 : Identified, verified and extended survey control points	Number of survey control points (% of Community Land Covered by survey controls)	TBA	100%	Director of Survey	Monthly	MoLPP	Council of Governors and Executive
Output 2.7 : Monumentations	Number of community lands beacons (% of community lands covered)	TBA	100%	Director of Survey	Monthly	MoLPP	Council of Governors and Executive
Output 2.8 : Approved cadastral maps	Number of approved cadastral maps	TBA	1002	Director of Survey	Monthly	MoLPP	Council of Governors and Executive
Key Activity 5: Registration and Issuance of Community Title							
Output 2.9 : Complete registration submission packages	Number of Community Land successfully registered and certificate titles Issued	TBA	1002	Chief Land Registrar	Monthly	MoLPP; NLC; CSO	Council of Governors and Executive
Output 2. 10: Completed entries in community land register	Number of community land registers completed	TBA	1002	Chief Land Registrar	Monthly	MoLPP; NLC; CSO	Council of Governors and Executive
Activities: 1. Director of Survey shall constitute a team of surveyors to undertake a fixed survey 2. Existing national geodetic control points shall be identified and verified. Where necessary, survey controls shall be extended into community land 3. Monumentation of boundary points Creation of cadastral maps 4.Submission of registration package comprises of Registry Index Map (RIM), Area list, adjudication records and adjudication officer's report to the Community Land Registrar 5. Registrar to make entries of the Community Land into the Land Register, prepare and issue community and public land title							
Outcome 3: Reduced conflicts and Disputes							

Key Activity 6 : Disputes Management and Conflict Resolution							
Output 3.2 Conflicts Resolved	% of eligible conflicts resolved	0%	100%	ad hoc committees, CLMCs	Monthly	MoLPP; NLC; CSO	Council of Governors and Executive
Activities: Constitution of ad hoc committee for each registration unit ; Disputes management and Conflicts resolution							
Outcome 4: Enhanced protection of public land within community land							
Key Activity 7: Survey, mapping , titling and gazettment of Public land within community land							
Output 4.1 : Surveyed public utilities (% representation in the community land)	% of public utilities within public land surveyed	TBA	100	Director of Survey	Monthly	MoLPP	CS MoLPP: NLC
Output 4.2 : Issuance of certificate for public land	% of the public utilities within public land titled	TBA	100	Chief Land Registrar	Monthly	MoLPP	CS MoLPP: NLC
Output 4.3 : Gazetted list of public land	% of public utilities gazetted	TBA	100	Kenya Gazette	Monthly	NLC	CS MoLPP: NLC
Activities: Survey, mapping , titling and gazettment of Public land within community land							

CHAPTER SEVEN: IMPLEMENTATION TIMELINES

This chapter presents the sequential implementation schedule for the community land registration programme. It delineates the principal phases, associated activities, and indicative timeframes required to achieve the systematic registration of targeted community land units within the planned five-year cycle.

The documenting timelines, activities, and the number of targeted communities in a schedule is essential for turning strategy into executable work, managing resources, tracking progress, and ensuring the plan is realistic and coordinated across all implementing partners (Table 15).

Table 2: Implementation Timeline (2026 - 2031)

Year	Description	Number of Communities
2026 (Y1)	Pilot & Setup	50
2027 (Y2)	Initial Scaling	65
2028 (Y3)	Peak Operations	75
2029 (Y4)	Complex ADR	75
2030 (Y5)	Final Wrap-Up	83
Total		348

Quarter 1 (July–Sept 2026): Gazetting of Working group, issuance of national guidelines, distribution of Form CLA 6 templates.

Quarter 2 (Oct–Dec 2026): Field readiness assessments, County Focal Team training, rollout of local media civic awareness campaigns.

Quarters 3–4 (Jan–June 2027): Execution of Year 1 target (50 communities); initial issuance of batch titles.

Years 2–3 (July 2027–June 2029): Mainstreaming mass block adjudication across Near-Ready units (140 communities total).

Years 4–5 (July 2029–June 2031): Targeting Needs-Support units, resolving complex disputes, uploading data to Ardhisasa, and completing final project evaluation.



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