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CAPACITY DEVELOPMENT LESSONS FROM TENURE SECURITY LEARNING INITIATIVE IN EASTERN AND SOUTHERN AFRICA (TSLI-ESA)

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Paper prepared for presentation at the
"2018 WORLD BANK CONFERENCE ON LAND AND POVERTY"
The World Bank - Washington DC, March 19-23, 2018

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1 Abstract

Despite the ongoing efforts in improving Land and Natural Resource Tenure (LNRT) in the Global South, there is still the need for more action. Most development programmes continue to eschew land tenure issues because they are difficult issues to address, at least in the timeframe of a standard project. Hence, the tenure issues remain unresolved and affect the outcome of the development projects. Although many land tenure-related problems lead to failure of the projects, these problems still do not get enough attention in project schemes. In response to this situation, the Global Land Tool Network (of UN-Habitat) and its partners have developed tools (or approaches) that governments and development agencies can use for addressing tenure insecurity in their countries of operation. These tools help in increasing security of tenure for vulnerable groups (including women, youth and indigenous people and minority groups). However, a lack of capacity in the LNRT of most African countries have not allowed the expected progress to materialise at a faster pace than the problems, hence, the urgent need for capacity development as a solution.

This paper presents lessons gained while implementing capacity development initiatives for strengthening tenure security in IFAD supported projects under the Tenure Security Learning Initiative for Eastern and Southern Africa (TSLI-ESA). The TSLI-ESA Initiative—which aimed at developing the capacity of IFAD staff and partners to address tenure issues—managed this through raising awareness and learning on the range of tenure risks that the IFAD project beneficiaries are exposed to. A total of 3 IFAD supported projects that had emerging tenure security issues (which TSLI ESA supported in addressing) were analysed, albeit to varying extents. The three projects focused on different challenges within the agricultural and rural development. Their scope covered activities related to sustainable natural resources management, agricultural productivity, agricultural value chain development, and rural finance. The implementation of GLTN Tools in these projects and the sharing of experiences (and lessons learnt) contributed to capacity development. These lessons are adaptable to other development agencies in addressing land tenure issues in their projects or programmes.

Keywords: Land tenure, agricultural development, food security, poverty reduction

2 Background

All African countries are currently experiencing unprecedented pressures on land and natural resources at different levels, and a host of factors is responsible for this. The factors include an increase in the demand for land and other natural resources. These drivers (together with climate change and population growth) have led to increased investments and speculation in agricultural and forestlands (Norfolk and Antonio, 2013). Many of these countries have introduced new land and natural resource tenure policies or programmes to respond to the emerging tenure challenges. However, it is not always possible for these countries to implement pro-poor and gender-sensitive land policies because the underlying supportive frameworks, tools and practices do not exist. Dealing with this challenge demands concerted efforts from governments and their development partners.

Most development programmes continue to eschew land tenure issues because they are sticky and difficult issues to be addressed, at least, within the timeframe of a standard project. As such, the tenure issues linger around and affect the outcomes of the projects. While many other problems are attributed to their failures, again, land tenure issues are swept under the carpet. In response to this situation, the Global Land Tool Network (GLTN) (UN-Habitat) and its partners have developed tools and approaches) that governments and development agencies can use for handling tenure security situations in their countries of operation. These tools have been designed for increasing security of tenure for vulnerable groups (including women, youth and indigenous people and minority groups). However, a lack of capacity to handle land tenure related issues - and the lack of staff capacity to manage the emerging salient tenure issues - has not allowed the expected progress to materialise at a faster pace than the problems.

2.1 Land and Natural Resource Tenure (LNRT) Challenge in Africa

Individually, African countries have diverse natural resource endowments and are experiencing different trends of economic growth – yet, many of them have natural resource induced conflicts, and high incidence of poverty among its citizens (Allen, 2012). This makes Africa a continent where economic poverty and natural resource wealth exist side by side in many countries (Chigbu, 2013). The lack of capacity in LNRT in Africa has been well established. Norfolk and Antonio (2013) have noted that there are significant capacity gaps in the land and natural resource sectors – in both the quality and quantity of capacity needed to make pro-poor and gender-responsive progress.

Suggestions that have been made towards improving LNRT situation in Africa have included embracing pro-poor and gender responsive land and natural resource management (UN-Habitat, 2003) and using natural resources as collateral for foreign investments (Mane, 2005). Other suggestions include “policy improvements” (IFAD, 2008), “sociological remodelling” (Weszkalnys, 2011), “culture repositioning” (Chigbu, 2015), and “responsible land management”

(de Vries and Chigbu, 2017). Many development organisations (e.g. UNEP, the World Bank, IFAD, FAO, GIZ, and many others) have developed various approaches for addressing capacity development challenges in the land and natural resource sectors in Africa. Most of their approaches are developed from their experience in country interventions in the land and natural resource sectors. One of such interventions that have a high potential for lessons that could lead to the development of new tools or approaches for tackling emerging problems in LNRT is the joint IFAD and GLTN regional project, Tenure Security Learning Initiative - Eastern and Southern Africa (TSLI-ESA).

2.2 The Objective and Approach of this Paper

A substantial shift in emphasis is underway in capacity development, which calls for more comprehensive, better integrated and multi-dimensional capacity interventions. To achieve sustained, transformational change, rethinking on innovative capacity development strategies to support land rights will be pivotal. Capacity development is required to scale up good practices, to develop and pilot new tools, to strengthen land-related institutions and organisations, and to enhance the skills of critical actors in the land sector.

This paper presents the experiences gained during implementing capacity development for strengthening tenure security in IFAD-supported projects and programmes in Eastern and Southern Africa. A total of 3 projects under the TSLI-ESA initiative were analysed, albeit to varying extents. The scope of the projects covered activities related to sustainable natural resources management, agricultural productivity, agricultural value chain development, and rural finance. Essential capacity development experience was derived from lessons for adaption for other development agencies in addressing land tenure issues in their projects or programmes. The paper begins by creating a theoretical background for understanding capacity development in land and natural resource management and tenure. It then provides details of the TSLI-ESA methodology (including its theory of change and process flow); and then presents the lessons learned, discusses the emerging issues from experiences, and finally concludes.

3 Capacity Development and LNRT in Africa

3.1 What is Capacity Development?

Like many concepts used in academia and policy or development practice, capacity development can mean different things to different people. For many, capacity development means putting efforts to teach someone to do something or improve on what is already being done (UNDP, 2009). There are others who view capacity development squarely from the perspective of training and education (Bockstael, 2017). There are others who see capacity development to entail processes that improve empowerment, access to freedom and individual rights (Krupa, 2017). For some others, capacity development may be about strengthening old institutions or creating new ones

(Wang et al., 2018). There are some that use the term in the context of community development (Chigbu et al., 2018). Capacity development is viewable in various other perspectives – such as internationalisation, Development Corporation, culture change, economic transformation, policy, innovation, to mention a few (see Pelling, 2015; Chigbu, 2015; Oliveros et al., 2017; Karo and Kattel, 2018). This paper recognises capacity development from the aforementioned perspectives. The term is used in this article to imply the "process through which individuals, organisations and societies obtain, strengthen and maintain the capabilities to set and achieve their development objectives over time" (UNDP, 2009: p.5). Capacity development is an ever-evolving process. "There is now emerging agreement in the development community that capacity development is the engine of human development" (*ibid*). That is why "developing state and societal capacities to design and implement strategies that minimise the impact posed by these crises will remain critical for sustaining progress towards achieving development objectives" (*ibid*). It is based on "the principle that people are best empowered to realise their full potential when the means of development are sustainable – home-grown, long-term, and generated and managed collectively by those who stand to benefit" (*ibid*).

3.2 Land/Natural Resources and Capacity Development

To understand land and natural resource tenure, it is essential to understand what land and natural resource management connote. Land and natural resource management is the process by which the land (including water, forest and minerals) are put into proper effect to the benefit of people and the environment. It entails "all activities associated with the management of land and natural resources that are required to achieve sustainable development" (Enemark, 2005: p. 1). There cannot be sustainable land and natural resource management without secure tenure in land and natural resources. LNRT refers to the rules invented by societies to regulate behaviour in the use, property rights in land (including water, minerals and forest) resource allocated within societies. It is essential because it is the rule that defines access to rights, restraints, ownership, uses, responsibilities, restrictions, control, and transfer of land and natural resources.

Most countries in the Global South are experiencing various pressures on land and natural resources. In most of these countries, land policy reforms undertaken in the last decade recognise land (and natural resource) tenure security as priority issues in their policy agendas. "There are a number of global and regional initiatives that seek to provide high-level guidance to the nature and content of land policy processes and tenure security initiatives" (Norfolk and Antonio, 2013: p.v). This consensus is well known and is recognised by many global initiatives. It is reflected in the Voluntary Guidelines on the Responsible Governance of Tenure of Land, Forests and Fisheries in the Contexts of National Food Security (VGGT) (FAO, 2012), and other related global and regional instruments such as the Framework and Guidelines on Land Policy in Africa (AUC-ECA-AfDB Consortium 2010). The VGGT highlights the need for secure tenure rights for local communities (with customary tenure systems) to enhance food security and food sovereignty.

Many governments have in the past two decades embarked on reforms of their legal and policy frameworks for the governance of land and natural resources in their respective jurisdictions. The Global Donor Working Group on Land (GDWGL) has also paid renewed attention to land and governance in responding to the new wave of private land acquisition and land-based investment in the global south. Over the past decade, global portfolio of investments in land governance has grown, now estimated at USD 8.2 billion in 131 countries. In the past three years, the GDWGL has focused its efforts to ensure that the globally endorsed VGGTs are implemented and monitored at national levels, as well as represented in the SDGs.

These constitute institutional and policy interventions that form an essential part of development planning for many of these countries. However, the effect of these interventions is useful in countries where capacities for action exist. In the context of land and natural resources, capacity development is about empowerment of people to use, manage, conserve, control, preserve and promote natural resources for the benefit of all. It is a process that embraces all activities that involve life-long learning, vocational training, project organisation education, subject-based education; management skills, specialist skills; virtual academy, and classroom lecture courses so that land and natural resources are better planned, used and managed.

3.3 Overview of Capacity Development Efforts in LNRT in Africa

Capacity development in LNRT has become necessary because of the unprecedented pressures many countries have on land and natural resources. In African urban and rural areas, land/natural resources face increasing demands due to increasing demographic changes, climate change, economic hardships and population growth. All of these put pressures on land and natural resources and exacerbate insecurity in land/natural resources. Simply put, "Africa is changing from a continent of land abundance to one of land scarcity" (Norfolk and Antonio, 2013: p.3). Concerted efforts have been made towards improving the land and natural resource situation in the continent in the past four decades. "Many of the national land policy reforms undertaken in the last decade recognise the legitimacy of customary land rights and provide for some form of registration or recognition, and a role for local and community-based institutions in land management, alongside that of the state. Gender equality is also now high on the policy agenda" (*ibid*). Over the years, some capacity development initiatives have been introduced to help provide guidance and content in land policy processes. Most of them have led to suboptimal outcomes because of a lack of attention to four essential elements of capacity development – the people, technology, institution and service provision.

The most recent efforts have come in the form of a growing set of tools meant to help promote capacities in LNRT. One of them is the African Union's (AU) *Framework and Guidelines for Land Policy in* Africa (AUC-ECA-AfDB Consortium, 2010) which was approved and adopted in 2009. The Framework created a platform for engaging development partners in capacities

development for transformative land policy reforms. Both GLTN and IFAD worked with the FAO (FAO, 2012) in the development of the *Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security* which was meant to benefit all developing countries, including African countries. World Bank's (Deininger et al., 2012) *Land Governance Assessment Framework* is another effort towards improvement in LNRT capacities in developing countries, including Africa. Another attempt is that of the Africa Land Policy Centre (ALPC) (formerly Land Policy Initiative –LPI), who has worked on *Guidelines for Curricula Development in Land Governance in Africa* (AUC-ECA-AfDB Consortium, 2017). Several other related efforts are being made to promote capacity development in LNRT to boost knowledge capacity among African universities, as well as between northern universities. This paper presents lessons from TSLI-ESA as an add-on to existing efforts toward capacity development in LNRT in Africa.

4 Methodology - The TSLI-ESA Model

This paper is based on studies that investigated capacity development components that strengthened tenure security measures in TSLI-ESA. It is an analysis of LNRT from Eastern and Southern Africa. The data used for the study are based on data gathered from various sources. The primary sources of data include policy and local level interviews done by selected researchers from TSLI-ESA countries. Other resources are from TSLI-ESA reports and strategy documents of GLTN and its partners. The lessons presented in this paper were drawn from analyses of a total of 3 projects (under the TSLI-ESA) that had tenure security issues were analysed, albeit to varying extents.

4.1 The Theory of Change of the TSLI-ESA Initiative

The objective of the TSLI-ESA has been to identify common issues and to enhance lesson-sharing and knowledge management on land-related tools and approaches amongst the various projects, country stakeholders and partners. The scope of the projects covered activities related to sustainable natural resources management, agricultural productivity, agricultural value chain development, and rural finance. TSLI-ESA supported project comprise of two phases (Phases 1 and 2), supported by a small grant to support knowledge management and a substantial grant from the IFAD land tenure desk to support land tenure tool implementation, capacity development and knowledge management in IFAD supported projects. To establish an initial programme of learning and knowledge exchange, IFAD and GLTN collaborated in implementing the first phase of the TSLI-ESA. The general approach of TSLI-ESA has been to identify strategies (across thematic issues) being used in IFAD-supported projects and programmes and to identify the good practices. The experience and lessons from the Phase 1 of TSLI-ESA have been reported and published by Norfolk and Antonio (2013). The TSLI-ESA Phase 2 is based explicitly on a theory of change

designed to integrate tool implementation as a means of strengthening the security of tenure in programmes (see Figure 1).

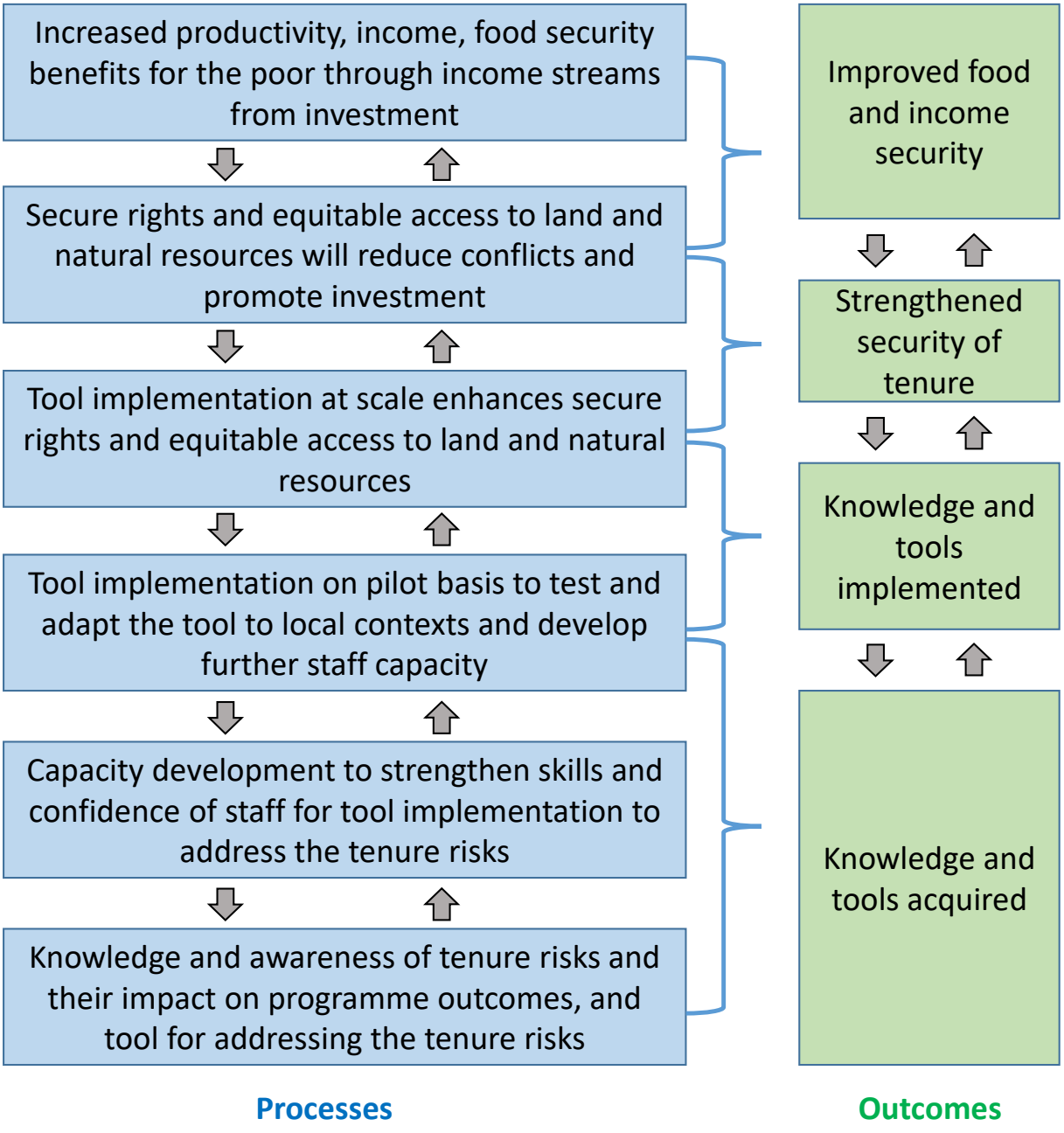

Figure 1: Theory of change and impact pathway of the TSLI-ESA Phase 2

This theory of change was followed as an impact pathway for TSLI-ESA 2. It denotes that awareness-raising, learning and understanding of the range of tenure risks that project beneficiaries

are exposed to (and the effects of these risks on the project outcomes) and the knowledge about the tools and approaches available to address the tenure risks, will motivate staff and partners of IFAD-supported projects to acquire skills to use the available tools. Equipped with both tools and skills, IFAD staff and partners will develop the confidence and interest to select, adapt and implement the pro-poor, gender responsive and fit-for-purpose land tools and approaches to address the related risks in their respective projects, thereby enhancing security of rights which will, in turn, reduce conflicts and promote investment (GLTN, 2017).

4.2 The Process Flow and Scope of the TSLI-ESA Initiative

The TSLI-ESA Phase 2, from where lessons have been drawn for this paper, is a recently concluded regional project (30.10.2013 – 31.12.2017). Phase 2 of the TSLI-ESA builds on the experiences of the pilot phase and consolidate the capacity-building networks and lesson-sharing mechanisms that are being formed. It extended these activities to include testing the implementation of specific tools in projects, improving the tools and making their application more broadly known.

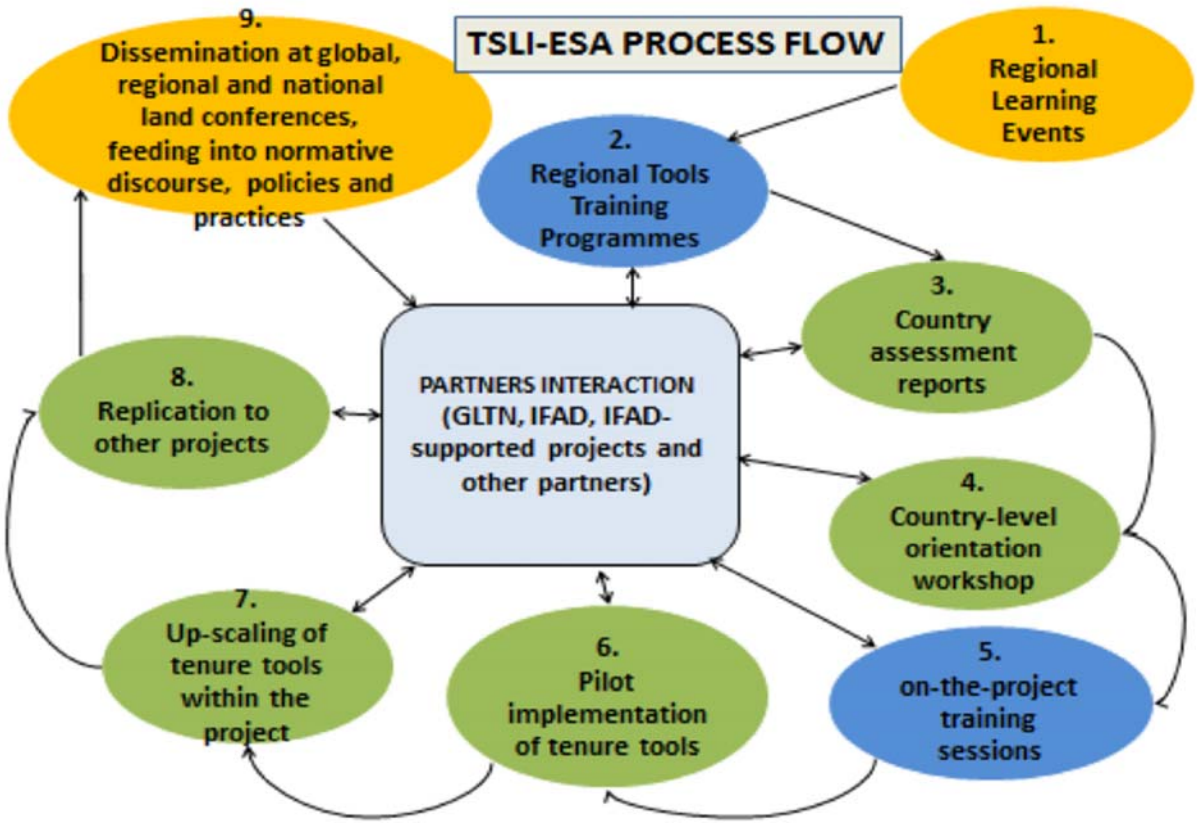

Figure 2: The TSLI-ESA model involved nine interactive processes

Figure 2 presents the TSLI-ESA process flow and model. In as much as TSLI-ESA focuses on ESA, the projects also contribute to strengthening linkages and collaboration in LNRT with other regions, especially in Africa. TSLI-ESA partnered with 22 IFAD supported projects in 19 countries in East and Southern African (ESA) countries (see Figure 3). IFAD has invested massive resources in LNRT challenges and related projects. Specific areas of operations include natural resource management and catchment area protection, agricultural productivity enhancement, agricultural value chain and market development, and rural finance and access to credit.

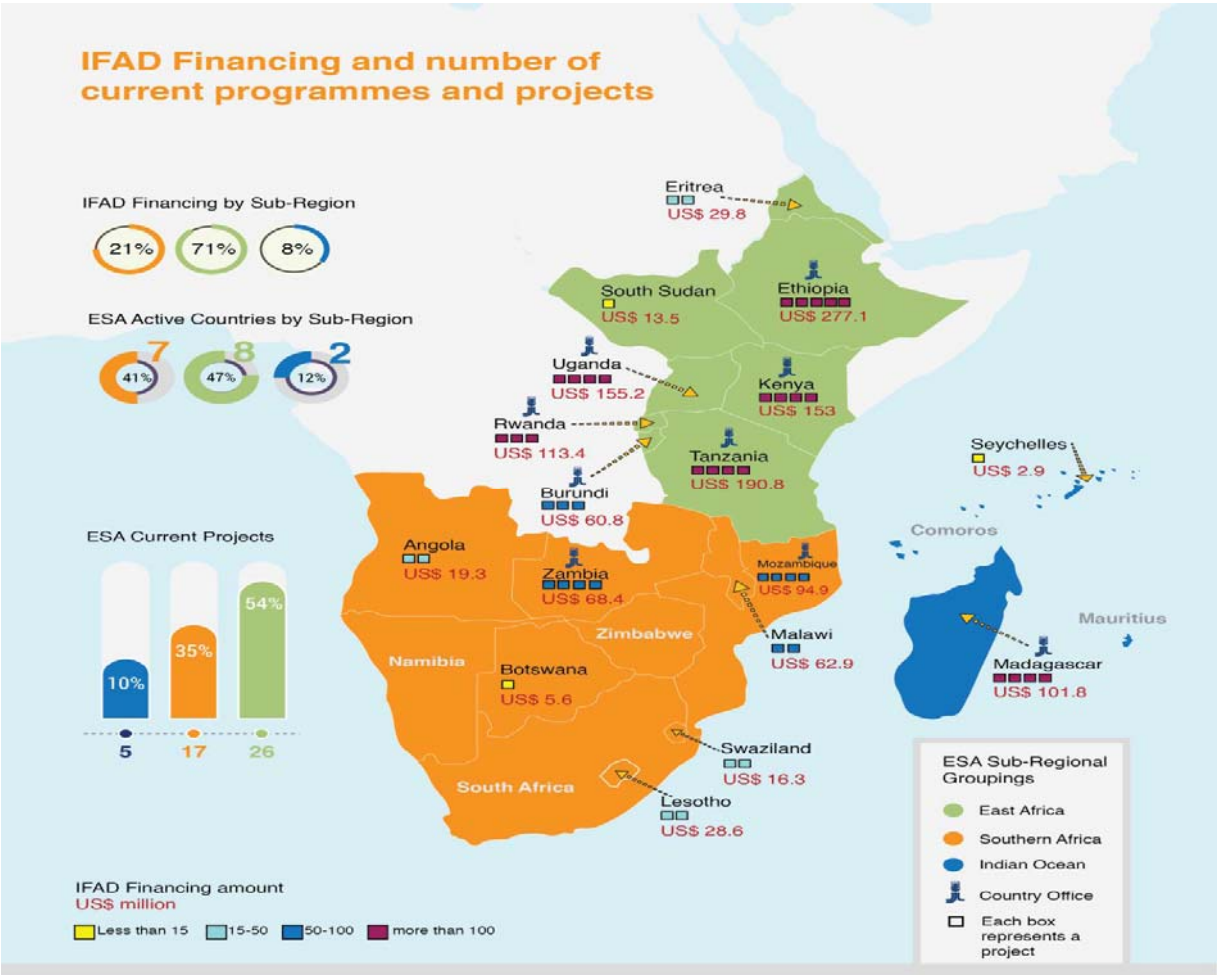

Figure 3: IFAD Eastern and Southern African region investments

Rural land in most countries of the ESA region is predominantly under customary tenure. In most cases, the legislation does not sufficiently protect the land. Institutionally, they are undocumented and are therefore to be perceived unclaimed. This exposes them to encroachment, degradation, grabbing and conflicts. The unfettered 'power' of land administration authorities to dispose of

customary land and the perception of losing access and ownership of the land are critical disincentives for long-term land improvements. This also hinders the use of such land as collateral to access credit by the farmers.

The perception of losing access and ownership is also a key disincentive factor for long-term land improvements and the ability to use land as collateral to access credit by the farmers. Furthermore, the weakness of institutions to administer customary land exposes it to encroachment, grabbing, degradation and in some instances, violent confrontations.

5 Outcomes of TSLI-ESA Model and Projects under TSLI-ESA

Essential capacity development experiences (derived from different TSLI-ESA country case studies) provides lessons for adaption for other development agencies in addressing land tenure issues in their projects or programmes. Out of about 37 IFAD supported projects that were active at the time in ESA region, 22 were identified to have significant land tenure issues (see Figure 4).

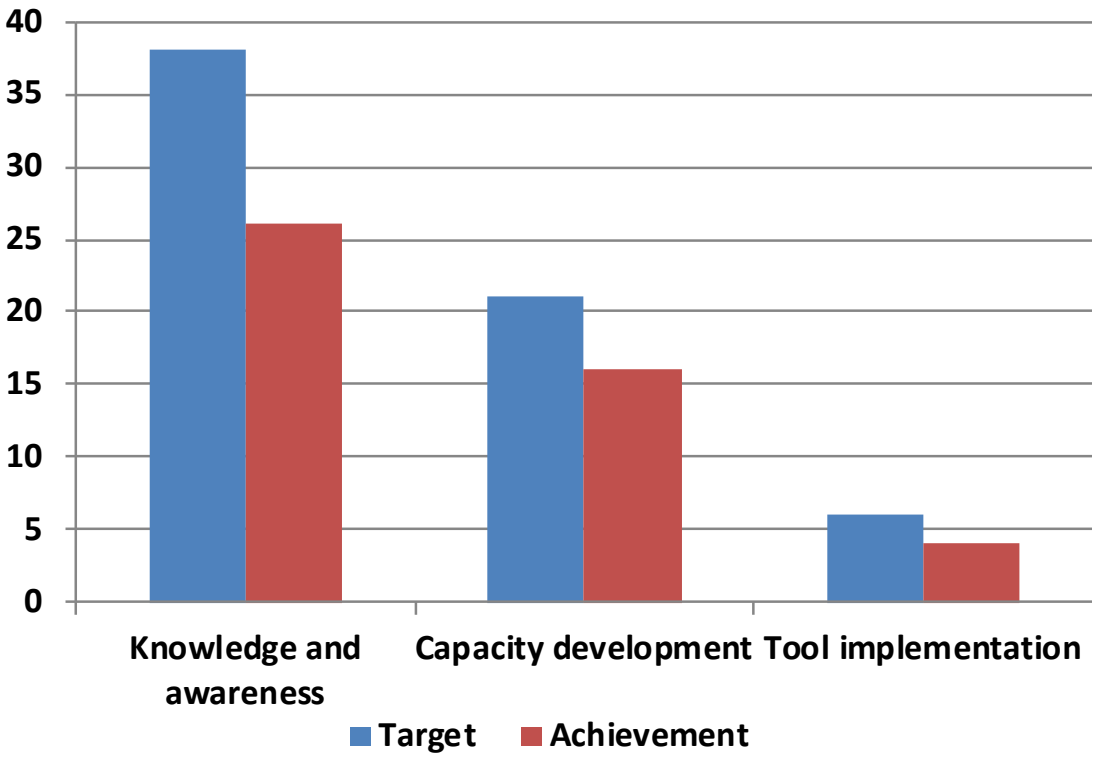

Figure 4: outputs and emerging outcomes

The 22 projects that were identified to have tenure linkages were enrolled in the regional learning programmes (in 2013, 2015 and 2017) and residential training programmes (in 2014, 2015 and

2016). 5 of those projects expressed interest in piloting some of the GLTN tools. It is important to note that in some of the projects tool implementation was incorporated late into the projects lifecycle (and in some cases, not to the whole projects). Also, some of the projects are still ongoing, so, more achievements will be realised later as projects progress. Four projects completed the TSLI-ESA pilots. In general, the TSLI-ESA model of operation led to the nine interactive processes listed below:

1. 217 participants in biennial regional learning programmes (2012; 2015; 2017)
2. 65 staff participated in 2-week residential training programmes
3. 15-country LNRT reports
4. 3 Country orientation workshops
5. 456 team members and communities in 4 countries
6. Projects engaged in pilot implementation
7. 3 scaling up activities
8. 1 activity replication in other projects
9. More than 16 papers developed by 12 personnel from IFAD presented at Global conferences on Land and Poverty in 2014, 2015, 2016, 2017 and 2018.

The lessons presented in this paper were drawn from 3 (of those four projects supported under TSLI-ESA) that finished the pilots. The three projects under investigation were implemented in two countries - Kenya, Malawi and Uganda. They are presented here, with focus on capacity development experiences and lessons.

5.1 Case 1: Upper Tana Natural Resources Management, Kenya

The Upper Tana Natural Resources Management Project (UTaNRMP) is designed to alleviate rural poverty in the Upper Tana River catchment. UTaNRMP has a poverty and environment nexus because of the linkage of food (and income) needs of the rural households (living in the project area) to environmental management of natural resources. On request from farmers through UTaNRMP and the National Irrigation Board (NIB) who manages Mwea Irrigation Scheme in a participatory manner (with smallholder rice farmers registered at the scheme), 258 *juakali* rice farmers of Ndekia out grower blocks of the Mwea sub-county of Kirinyaga were enumerated using the Social Tenure Domain Model (STDM). Up to 855 UTaNRMP supported rice farmers have now registered with the National Irrigation Board of Kenya (NIB) as out-growers and are now accessing irrigation water services from the Mwea Irrigation Scheme (MIS). MIS is using the geo-referenced database for registration of farmers with the Irrigation Water Users Association, and NIB is using it for water supply management and production of water use licences. The STDM data is used for the estimation of irrigation water to the out-growers.

5.2 Case 2: Smallholder Dairy Farmers Project in Bomet, Kenya

In Bomet County, there was a need to assist producers of dairy products in ensuring a more secure livelihood. STDM was used to conduct participatory enumerations and geospatial mapping within Dairy Centralization Areas 1, 2 & 3 (DCA 1-3). This produced important outcomes. 498 smallholder dairy farmers and their lactating cows in Bomet County were enumerated to create a geo-referenced database for milk bulking and sales management at DCA 1-3 and county levels. In total GLTN has 1020 smallholder dairy farmers in the STDM LIMS database. The DCA is now able to issue membership certificates to these farmers. Communal resources are also mapped to facilitate sustainable utilisation and curtail encroachment. 106 communally owned grazing areas, water points and salt lick areas were mapped, recorded and protected from encroachment and land grabbing. The geo-referenced database of 1020 dairy farmer will assist in tracking dairy farmers and building the milk collection network, land and natural resource tenure monitoring and evaluation.

5.3 Case 3: Vegetable Oil Development Project II, Uganda

The Vegetable Oil Development Project II (VOD II) was meant to increase the domestic production of vegetable oil and its by-products towards raising rural incomes for smallholder producers. The VOD II was also intended to ensure the supply of affordable vegetable oil products to Ugandan consumers and neighbouring regional markets. In the VOD II project, the Kalangala Oil Palm Growers Trust (KOPGT) used STDM to implement tenure regularisation of squatter farmers (targeting 1200 hectares). It now manages the out-grower smallholder farmers and has created a geo-referenced and gender-inclusive database with which they can record squatter/tenant land negotiation with the landlord (purchase, lease or sharecrop) and administer membership/affiliation certificates. Farmer committees also used the STDM data for farmer-to-farmer boundary dispute settlement.

6 Capacity Development Lessons from Selected Projects

The Phase 1 activities confirmed that tenure security issues (or insecurity) could have a significant impact on poverty reduction programmes. The Phase 1 lessons paved the way for improvements in Phase 2. Generally, "IFAD-supported project/programmes are supporting innovative approaches to securing land and rights but often have limited engagement in land policy implementation" (Norfolk and Antonio, 2013: p. 17). The three projects presented in this paper were in rural areas, where the most impoverished people often have weak or unprotected tenure rights and usually risk losing the land they depend on for their livelihood. Also, in these places, women are particularly vulnerable because their land rights may be obtained through kinship relationships with men or marriage (*ibid*). Paying sufficient attention to secure access by small-scale producers (and their land tenure concerns) played a crucial role in the implementation of the

projects. In regards to capacity development, the following themes present aspects where capacities of the project beneficiaries (including local people, institutions and project staff) improved.

6.1 Capacities in Managing Land and Water Rights

In the ESA countries (as shown in the case of UTaNRMP), there is a drive to expand irrigation as the basis for agricultural intensification. It is an issue that presents both benefits and risks. When not implemented in a pro-poor manner, it presents a significant risk to the weaker and less powerful members of communities, because land and water rights are at the centre of irrigation developments - which can significantly increase land speculation, conflicts over land access and tenure, and inequalities in land assets and wealth. TSLI-ESA provided Water Users' Associations with the capacities (in the form of possible approaches) to taking over management and ownership responsibilities (including the granting of lease titles) in irrigation schemes. Capacity development was enhanced in the aspect of communities' knowledge to understand the implications of new or expanded irrigation schemes on existing and future land and water rights, and how to address the inequalities and adverse impacts arising from such schemes. Also, there was capacity development in tools for undertaking participatory selection processes for the allocation of land to new beneficiaries in new or expanded irrigation schemes. Also, capacity development was enhanced on how to harmonise existing traditional rules on land and water use with newly-introduced regulations and statutory laws.

6.2 Capacities in Scaling up Women's Access to Land

Women in Africa (just as in other parts of the Global South) rely on land as a source of livelihood, albeit in highly differentiated ways (Paradza, 2011). Over the years, many African countries have adopted laws and policies and laws that encourage inclusiveness, and outlaw in discrimination of women in land matters. Despite the enactment of these equal-rights legislations in many ESA countries, customary norms continue to limit women's ownership and control of land, especially in rural areas. TSLI-ESA addressed a wide range of issues, where women's access to land and natural resources is a critical component. Inclusive approaches have been adopted in all cases of knowledge building/sharing (and training).

While implementing the use of GLTN land tools within IFAD programmes target sites, efficient and inclusive actions were taken by project teams and the smallholder farmers who led the way in addressing these challenges through utilising GLTN tools. Considering that women's roles in agricultural production and water resource management have a direct impact on the households they support, integrating a gender perspective into development programs can enhance program-outcomes and increase equality between women and men (and boys and girls and).

Women were especially engaged in the interventions due to the land and natural resource challenges they grapple with every day. The land information database and management systems are being finalised with about 670, 221 and 330 women documented in Kalangala, Bomet and Mwea respectively. The database will support the women (smallholder farmers) in not only providing the extension services but also supporting their claims, interests and small-scale investments on land. The STDM database produced from the project has been used to create maps showing the locations of all the smallholder farmers, their garden boundaries and provide information on their tenure situation to facilitate their field operations. These IFAD supported projects are using the LIMS database to manage, update and use for operations, including issuance of simple garden certificates in Kalangala, water user certificates in Mwea and facilitate community resource management in Bomet.

6.3 Capacities in Recognizing Group Rights

Recognizing communal and collective rights to land and natural resources is a reliable way (in many customary settings) to improve access and secure livelihoods for the poor. The group rights addressed in TSLI-ESA supported projects included collective rights of use or ownership of land; and water and forest resources, rights in co-management. Knowledge capacities—on how particular groups can secure their rights to use and occupy land and related resources—were impacted on local groups through local participatory processes.

6.4 Capacities in Using Mapping Tools in Projects

Maps presented effective mediums for use in all the projects. They helped to visualise the spatial perspectives of complex problems and to promote awareness of existing land boundaries (and tenure) scenarios. The projects, therefore, mapped LNRT uses, rights and management. STDM, a GLTN tool, was used in this regard, in collaboration with other mapping/imaging resources. Development of mapping capacities took place in the projects in the three following ways: (1). The IFAD supported project staff were trained on how to use geo-referenced data, and how to produce printed maps that can be easily readable and usable by local groups in participatory processes. (2). Participants including the smallholder farmers (youth and gender considerations were prioritised in this) were trained in the use of affordable mapping technologies (e.g. Google Earth, internet-based resources, open-source GIS software and applications and hand-held GPS). (3) Finally, project staff and the farmers combined participatory approaches with mapping processes, to identify and map the rights and interests and rights of different users in the project areas.

6.5 Capacities in Conducting Research on LNRT

As part of the research and development in support of the IFAD supported projects, the GLTN undertook a joint endeavour with IFAD and the Association of African Planning Schools (AAPS)

to study the LNRT situation of 15 countries[1] within the ESA region. IFAD, UN-Habitat/GLTN and AAPS engaged graduate students and young researchers in the ESA region to conduct country case studies on LNRT in their respective countries. This led to a 15-country report on LNRT in ESA where all chapters of the report were authored by these young African researchers based on the studies they conducted. Parts of the report included an assessment of at least 2 IFAD supported projects in those countries. Apart from the young Africans gaining exposure to research skills, the report will enhance LNRT knowledge in ways that will inspire policy debate on implementation, inclusion, or incentives, as well as invigorate new research on LNRT. The report will also be useful to GLTN's global partners (currently more than 70 members consisting of professionals, development partners, research and training institutions, technical and civil society groups) to address LNRT and reforms, amongst other issues.

7 Implications: Developing Tools for LNRT Interventions in Projects

There are two possible implications of TSLI-ESA on tools development. First, there are implications regarding new tools needed for capacity development. Second, implications are emanating from the tools that were used during the lifecycle of TSLI-ESA.

Concerning implications on tools needed for capacity development, a primary concern that needs to be addressed (based on findings from studies done under TSLI-ESA) is the need to develop supportive tools for capacity development in projects at the country level. Capacity development for LNRT without a supportive tool for improving interventions cannot lead to sustainable outcomes -at least in the context of development programming. Generic tools for LNRT, which have been missing in programme implementations, are urgently needed today. The complex and spatial nature of land and natural resource rights is among the many reasons making it challenging to such a tool for country-level interventions. However, this gap needs to be filled for the following reasons:

- Land/natural resources are fundamental inputs in water, forest, agricultural and mineral production—which constitute the most important sources of livelihood for populations all over the world, for the most vulnerable segments of societies.
- Land/natural resources are scarce due to increasing demand and competition over the best land and the most marketable natural resources.
- Climate change and land degradation pose severe threats to the long-term productivity and sustainability of land and natural resource uses.

[1] Angola, Botswana, Burundi, Ethiopia, Kenya, Lesotho, Madagascar, Malawi, Mozambique, Rwanda, Swaziland, Tanzania, Uganda, Zambia and Zimbabwe.

These reasons justify the need to develop generic tools for enhancing capacity development in LNRT interventions in projects at country levels. Any tool designed for tenure interventions in projects has to be based on principles that support LNRT security.

The implications of tools used during the lifecycle of TSLI-ESA relate mostly to the benefits they produced in the context of capacity development. GLTN tools led to the strengthened security of tenure in target communities through tenure regularisation of squarter farmers (in Uganda), securing irrigation, mapping and recordation of communal grazing land resources and securing of irrigation water rights (in Kenya).

7.1 Principles of Tools for LNRT Interventions

It is crucial that any tool devised to enhance LNRT should be based on the principles that ensure that:

- Land and natural resources—together with culture, the welfare of people, and place—stand at the core of local community development in developing countries (Chigbu et al., 2018).
- Sensitisation of access to land and natural resources is a crucial factor in the eradication of poverty and food insecurity, as well as in the empowerment of youth and women (Kidido et al., 2017).
- Reducing LNRT risks and insecurity is a precondition for sustainable land and natural resource management (Holden et al., 2016).
- All project implementation activities need to adhere to responsible land and natural resource management practices (de Vries and Chigbu 2017).
- Time plays a part in implementing tenure interventions. It is important to always consider that most tenure issues are structural in nature, hence required longer than a 3-year project timeline to address.

7.2 Data Requirements for LNRT Interventions

Comprehensive data on LNRT is critical to ensure that potential tools for intervention are tailored towards responsiveness to local LNRT challenges. Essential data needed may include land and natural resource distribution, land and natural resource use, land and natural resource quality, land and natural resource quantity or estimations. Essential data may highlight how specific variables—such as inequality, poverty, gender, and welfare—should be considered in the design of LNRT intervention tools.

8 Conclusion, Challenges and the Way Forward

The lessons derived from analysing the IFAD supported projects (under the TSLI-ESA initiative) provide perspectives for understanding and (re)assessing priorities and capacity needs for tool

development; implementing capacity development interventions; and establishing a mechanism to provide technical assistance. All of these are crucial for enhancing knowledge generation for securing LNRT. Also critical is to develop tools for LNRT interventions in projects being implemented by development partners. Such tools can be applied, adopted and implemented at country level. The TSLI-ESA general approach has been to identify procedures and strategies across a range of thematic issues dealt with within IFAD supported projects and programmes. The lessons presented in this paper, therefore, is summary of the broad scope of experiences derived from TSLI-ESA initiative. Although these lessons emanated from 3 IFAD supported projects in Eastern and Southern Africa, they are adaptable to land and natural resource management in developing countries, especially in sub-Saharan Africa. These lessons are also adaptable to other development agencies in addressing LNRT issues in their projects or programmes.

TSLI-ESA 2 was not implemented without challenges. The limited implementation period of the TSLI-ESA vis-à-vis the structural nature of land tenure challenges posed challenges to the initiative. More interest and momentum are growing with more shared learning among projects. Also, as TSLI-ESA was not part of the design of the IFAD supported projects, there was a delay in its integration in the annual work plans of some IFAD supported projects.

Concerning the way forward, there is a need for further collaboration between IFAD and GLTN (and other willing partners) to elaborate a framework for proactive engagement with IFAD supported projects (and programmes) from design phase throughout the project cycle. The best way to ensure such collaboration is to strengthen cross-fertilisation of tools, knowledge and practices in IFAD supported projects and enhance networking with the various GLTN partners at global, regional and country levels. From the experiences of the TSLI-ESA, GLTN is expected to develop a tool for capacity development on tenure interventions in IFAD supported agricultural investment projects. Finally, IFAD and GLTN will be expected to promote the TSLI-ESA approach in other IFAD regions and with other similar development projects by other GLTN and IFAD partners.

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