



Integrating Land Governance into the Post-2015 Agenda
Harnessing Synergies for Implementation and Monitoring Impact

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**Land and Natural Resources Tenure Security Learning
Initiative for East and Southern Africa:**

Achievements, Lessons Learned and Way Forward

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ABSTRACT

Land and natural resource tenure security is a central yet often neglected area for economic development and poverty reduction in the developing world. But for many of the poor in developing countries, access is becoming more tenuous than ever. Competition for land has never been greater; pressure on land is increasing because of the rising world population, climate change, declining soil fertility and the need for global food and fuel security. In rural societies, the poorest people often have weak or unprotected tenure rights and are at risk of losing land they depend on to more powerful neighbours, to private companies – domestic or foreign – and even to members of their own family. Women are particularly vulnerable because their land rights may be acquired through kinship relationships with men or through marriage, and if those links are severed, women can lose their rights. Tenure security is important not only for agricultural production, but also because it allows people to diversify their livelihoods by using their land as collateral, renting it out or selling it. Land tenure insecurity exacerbates poverty and has contributed to social instability and conflict in many parts of the world. Land tenure security – for both women and men – is just one step on the road to reducing rural poverty; measures to increase tenure security must be complemented by pro-poor policies, services and investments. UN-Habitat, through the Global Land Tool Network (GLTN) and IFAD, have entered into a partnership to implement the Land and Natural Resources Tenure Security Learning Initiative for Eastern and Southern Africa (TSLI-ESA). The paper brings together some of the key lessons learned during the Phase 1 implementation of the TSLI-ESA project. It also looks ahead to strategies for scaling up initiatives, and to the second phase of the project.

Key words: Land and Natural Resources, Tenure Security

ACRONYMS/ ABBREVIATIONS

CAADP	Comprehensive African Agricultural Development Programme
FDP	Fisheries Development Project
GIS	Geographic Information Systems
GLTN	Global Land Tool Network
GPS	Global Positioning Systems
IBM	Inclusive Business Model
IFAD	International Fund for Agricultural Development
LPI	Land Policy Initiative
LUSIP	Lower Usuthu Smallholder Irrigation Project
MKEPP	Mount Kenya East Pilot Project
NAP	National Agriculture Project
ProPESCA	Artisanal Fisheries Promotion Project in Mozambique
SRMP	Sustainable Rangeland Management Project
STDM	Social Tenure Domain Model
TSLI-ESA	Tenure Security Learning Initiative for East and Southern Africa
UN-Habitat	United Nations Human Settlements Programme
UTaNRMP	Upper Tana Catchment Natural Resources Management Project
VGs	Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security

CONTENTS

ABSTRACT	ii
ACRONYMS/ ABBREVIATIONS	ii
CONTENTS.....	iii
INTRODUCTION	1
IFAD AND GLTN LEARNING INITIATIVE	2
Theme 1: Mapping	2
Countries and Projects using Mapping Tools	3
Theme 2: Land and Water Rights.....	5
Countries and Projects dealing with Land and Water Rights.....	6
Theme 3: Group Rights.....	7
Countries and Projects dealing with Group Rights	7
Theme 4: Women’s Access to Land.....	9
Countries and Projects dealing with Women’s Access to Land	10
Theme 5: Inclusive Business Model	11
Countries and Projects dealing with Inclusive Business Issues	12
IFAD STRATEGIES AND APPROACHES	13
GLTN STRATEGIES AND APPROACHES	14
OVERVIEW OF TSLI-ESA ACHIEVEMENTS	15
Regional Learning Workshop on Land and Natural Resources Tenure Security.....	15
Country Reports and Country Factsheets	15
Awareness Building and Advocacy	16
Learning Notes	16
OVERALL LESSONS LEARNED DURING TSLI-ESA PHASE 1	17
TSLI-ESA Phase 2 PROJECT IMPLEMENTATION	17
CONCLUSION	18
REFERENCES.....	18

INTRODUCTION

Developing countries throughout the world are currently experiencing unprecedented pressures on land and natural resources; a host of factors has prompted sharp increases in demand for land, water, grassland and forested areas in developing and emerging countries. These drivers, combined with climate change and population growth, have led to increasing investments and speculation in agricultural and forestlands. While the data seems to indicate that millions of hectares of land in developing countries are being newly leased or sold, an accurate picture regarding scale and impact has been difficult to obtain, due to a widespread lack of transparency involved in such transactions. In rural societies, the poorest people often have weak or unprotected tenure rights and are at risk of losing land they depend on to more powerful neighbours, to private companies – domestic or foreign – and even to members of their own family. Women are particularly vulnerable because their land rights may be acquired through kinship relationships with men or through marriage, and if those links are severed, women can lose their rights (UN-Habitat, 2013).

While Africa's predominantly customary land management systems are under pressure, formal and statutory land tenure and management systems introduced in the colonial period have generally very limited coverage. While some Governments have, to varying degrees, recognized a range of different forms of tenure as legitimate, 'tenure security' still tends to be defined strictly in more secure forms such as individual land titles. This not only fails to tap the realities on the ground, but severely reduces the number of women and men, particularly those living in poverty, who can realistically afford such 'formal' tenure security. The problem is particularly acute in Africa, where the majority of the populations will remain unable to afford such forms of tenure for generations, and are increasingly marginalized by market-based statutory tenure systems that emphasize individual rights.

It is likely that less than 30 percent of most developing countries are covered by some form of land registration. That is, about 70 percent of people in developing countries are outside the register. In practice, land rights claimed and allocated by the modern state often conflict with the land tenure practices of ordinary people and, as a result, land tenure and shelter are insecure for many Africans. The fact that land and property rights are frequently weak or unclear creates a major obstacle to investment, both large and small. Tenure issues also influence the extent to which farmers are prepared to invest in the long-term well-being of their land or to adopt new technologies and innovations. Tenure security is important not only for agricultural production, but also because it allows people to diversify their livelihoods by using their land as collateral, renting it out or selling it. Land tenure insecurity

exacerbates poverty and has contributed to social instability and conflict in many parts of the world. Land tenure security – for both women and men – is just one step on the road to reducing rural poverty; measures to increase tenure security must be complemented by pro-poor policies, services and investments.

IFAD AND GLTN LEARNING INITIATIVE

In 2012, the International Fund for Agricultural Development (IFAD) and the United Nations Human Settlements Programme (UN-Habitat), through the Global Land Tool Network (GLTN), entered into a partnership to implement a Land and Natural Resources Tenure Security Learning Initiative for East and Southern Africa (TSLI-ESA). The main objective of the TSLI-ESA project 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 in selected East and Southern African countries. The TSLI-ESA project focuses primarily, but not exclusively, on the following themes: i) Mapping ii) Land and Water Rights iii) Group Rights iv) Women's Access to Land, and v) Inclusive Business Model (IBM).

Theme 1: Mapping

The theme focuses on using technically advanced geographic information technologies, such as aerial photography, remote sensing technology and Geographic Information Systems (GIS) for mapping land and natural resource rights, use and management. Maps are an effective medium for use by a large variety of development projects. They can help to visualize the spatial distribution of complex problems, to understand their inter-relationships and to promote awareness (Warren, 2004). Mapping tenure relations not only provides spatial information about the land tenure, use and management but also the socio-political relationships underlying this environment (ILC, 2008).

In recent years, the availability of free or low-cost digital maps and remote sensing products has opened up opportunities to make use of spatial information for a variety of purposes. Through participatory mapping, a range of tools including data collection tools, such as mental mapping, ground mapping, participatory sketch mapping, transect mapping and participatory three-dimensional modelling are used. Recently participatory mapping initiatives have begun to use more technically advanced geographic information technologies, including global positioning systems (GPS), aerial photos and use of remote-sensing images, geographic information systems (GIS) and other digital computer-based technologies. IFAD-supported projects and programmes are increasingly making use of these technologies for mapping land and natural resource rights, use and management.

Countries and Projects using Mapping Tools

IFAD-supported projects and programmes across a number of countries have used mapping technologies and remote sensing products to underpin watershed management planning and to prioritize watersheds according to their agricultural potential. These include the **National Agriculture Project (NAP)** in Eritrea and the **Upper Tana Catchment Natural Resources Management Project (UTaNRMP)** in Kenya. In other projects, the focus is more on using mapping technology as a means to increasing local participation in planning processes. This is the case with the **Agricultural Services Support Programme (ASSP)** in Botswana, which deals with participatory local land use planning, and the **Sustainable Agriculture and Natural Resource Management Programme (SANRMP)** in Lesotho, where communities were trained to formulate land use maps and community action plans for soil and water conservation. Several projects in Ethiopia use mapping technologies to assist with planning processes: catchment area planning within the Participatory Small-Scale Irrigation Development Programme (PASIDP), support to land use planning in the Pastoral Community Development Project Phase II and watershed management planning within the Community-Based Integrated Natural Resources Management Project (CBINReMP). Finally, a number of projects in Madagascar use GIS as a monitoring and evaluation (M&E) and reporting tool: the Rural Income Promotion Programme (PPRR), for example, is using aerial photography/GIS for M&E.

The Kirehe Watershed Management Project (KWAMP) in **Rwanda** is contributing to the strengthening of institutional and legal framework needed to achieve effective water and land use planning and management practices in Kirehe to enable agricultural intensification that conserves the natural resource base. Watersheds rather than administrative boundaries define areas of intervention. KWAMP is assisting with the formulation of comprehensive watershed management plans and the establishment of permanent public/private institutions to manage the development of each watershed, including the implementation of soil and water conservation activities. Community-led mapping exercises are being conducted to identify the extent of and current land use in watersheds, including an inventory of physical, economic and social attributes. Participatory community mapping techniques are being combined with basic survey approaches using GPS.

In **Madagascar**, IFAD is supporting the on-going reform, restructuring and decentralization of the land administration system in order to increase tenure security. To do so, the Project to Support Development in the Menabe and Melaky Regions and the Rural Income Promotion Programme has used satellite images or orthophotos of the communes concerned. They have undertaken land tenure diagnosis and planning, and prepared, with

the active involvement of all stakeholders, participatory community land use maps and development plans. The projects have furthermore supported the establishment of decentralized communal and/or inter-communal land administration offices. It has also provided them with the necessary technical support, services and equipment to facilitate the adjudication of land claims, and speed up land registration and the issuance of legal certificates to landholders and occupants.

In an effort to support sustainable rangeland development, the Gash Barka Livestock and Agricultural Development Project in **Eritrea** facilitated the organization of communities and the formation of user-groups for the control and management of grazing areas within a community's rangeland. Satellite imagery, equipment and staff training were provided to identify possible locations for livestock watering points and drinking-water supplies. Where water is available for livestock, interested communities may select voluntary livestock exclusion areas of up to 1,000 ha to be managed by guards employed by grazing-management groups formed by the communities.

In **Swaziland**, remote sensing and GIS have been crucial in the planning and management of Lower Usuthu Smallholder Irrigation Project (LUSIP). The data gathered are used primarily to inform farmers on how to make the best use of the newly irrigated land. Geographically referenced data of the area are used to produce maps pinpointing the households that need special attention: those with very low incomes or situated on land with especially poor crop yields. The project staff also uses maps to outline current land-ownership patterns and to plot community facilities, such as schools and clinics. The mapping information helps LUSIP staff to advise the traditional land authorities when planning future land use. The data helps them designate grazing and rangeland areas, resettle people onto irrigable land, and develop guidelines for water supply, roads and electricity. As the project has progressed, the team has updated the maps and GIS data to keep track of their activities. They now note the exact locations of households on land receiving irrigated water and that have already benefited from the project's services, including training and crop advice.

In **Uganda**, GLTN has been piloting the application of a Social Tenure Domain Model (STDM) – a pro-poor land rights recording system to effectively address the land information requirements of informal settlements. STDM, based on free and open source software packages, has the capacity to broaden the scope of land administration by providing a land information management framework that would integrate formal, informal and customary land systems including tenure and claims on forests and pasturelands. In the

pilot, STDM is using a satellite imagery to produce a base map and to update the existing structures and other spatial elements in the targeted settlement areas. Previously, in Ethiopia, a STDM prototype was also tested in the context of rural land administration.

Theme 2: Land and Water Rights

This theme recognizes and documents small-scale farmers' land and water rights particularly in irrigation schemes. In Africa (and the rest of the developing world), there is a sustained drive to expand irrigation as a basis for agricultural intensification. This process has the potential to have a major transformative impact on patterns of land and water resource use. As well as providing opportunities, it also represents a significant risk to the poorer and less powerful members of communities, and issues of land and water rights become of central importance to the nature of irrigation developments. The development of irrigation infrastructure can significantly increase land values: conflicts over land access and tenure are likely to increase, as are processes of speculation in land and the development of inequalities in land assets and wealth.

Irrigation schemes therefore raise specific issues in relation to land rights. Water rights are no less important, and add complexity to the issue. Water rights issues revolve around two different "levels" of water use: the right to abstract water to feed the irrigation scheme, usually through a licence or permit, and water delivery rights, held by individual water users – the farmers – based on a contract with the irrigation agency and in return for a water fee. Key water delivery rights issues include farmers' security of access to water, the nature and level of the water fee, accountability mechanisms to ensure timely and effective water delivery, and the responsibilities and functioning of Water Users' Associations (WUAs).

As to land tenure, irrigation schemes raise three broad groups of issues. Firstly, issues arising from the creation of the scheme, which may entail the expropriation of existing land rights, and the reallocation of land/water rights to new users. Secondly, issues in respect of the nature of the tenure security enjoyed by farmers on irrigated plots (nature and duration of use rights, etc.). Thirdly, issues related to land transactions fostered by the increased land values that irrigation brings about. These issues link closely to the water delivery rights issues. IFAD has provided significant support to securing the land and water rights of smallholder farmers and ensuring equitable access to land in government irrigation and watershed management projects. Examples are in Rwanda, Malawi and Swaziland.

Countries and Projects dealing with Land and Water Rights

In **Rwanda**, projects such as the Kirehe Watershed Management Project (KWAMP) support the development of new approaches for securing land and water rights. The government, with the support of KWAMP and other initiatives, is also promoting irrigation schemes on family-owned land. Registration of this land presents new opportunities for commercial development but could restrict the government's ability to provide access for needy smallholder farmers. KWAMP aims to irrigate 1,500 hectares in government-owned marshlands and 1,500 hectares of family-owned customary land. The project is influencing the development of new and innovative irrigation regulations that include provisions for securing smallholder farmers' land rights.

In **Malawi**, government schemes are being rehabilitated, with the support of the World Bank and IFAD, through the Irrigation, Rural Livelihoods and Agricultural Development Project (IRLADP), among others. The project aims to support the rehabilitation of 1,800 hectares of government-owned irrigation schemes, and 900 hectares in small- and mini-scale irrigation schemes on customary-owned land. For government schemes, ownership and management responsibility is being transferred to Water User Associations (WUAs). This includes granting lease titles. Transparent and equitable parcel allocation procedures are being developed and the land and water rights of individual members are being recognized. In small and mini-scale irrigation schemes being developed on customary land, land sharing arrangements are based on customary practices of seasonal land sharing. There are concerns among some customary owners that such schemes could result in the loss of their land, but procedures are being developed to document agreements between landowners and WUAs to allay these fears while at the same time enabling more equitable access for non-owners. The lessons learnt in IRLADP and other projects have resulted in the development of innovative regulations for strengthening ownership and for securing land and water rights.

In **Swaziland**, the Lower Usuthu Small-holder Irrigation Project (LUSIP) aims to irrigate up to 6,000 hectares of land in a first phase for use by smallholder farmers. In the absence of a new policy and legal framework, LUSIP has developed practical options for securing equitable access and tenure security within the existing policy and legal framework. The project has developed procedures for land sharing between those whose land is being irrigated and those without access to irrigated land. Initially, the project tried to do this across chieftaincies but this was unworkable. The focus is now on local arrangements. Land rights of customary owners whose land is being irrigated are relinquished through the chief and allocated to water user groups, of which the previous owners are members. This

process is being documented through an “enhanced” Chief’s Letter. Consideration is now being given to granting lease titles to these groups. This would better enable them to access credit but there are concerns regarding the administration of leases.

Theme 3: Group Rights

This theme recognizes and documents group rights, focusing on range/grazing lands, forests and artisanal fishing communities. Recognizing customary and/or collective rights to natural forests and other land-based resources can improve access and secure livelihoods for the poor, and evidence shows that local communities can manage forests in a sustainable way if they have secure land rights. Dealing with “communal land” areas, however, is a complex issue and there are strong stakes opposing even the most modest reforms. Over large areas, the state is still the legal owner of communal land. This can be an opportunity or a difficulty, depending on how tenure reform is perceived to affect the interests of those with power and influence (Adams, Sibanda, & Turner, 1999).

Most livestock keepers in the developing world access land through diverse and context specific customary systems that tend to balance individual and group rights; these systems generally have a collective element to resource management, including group decision-making to determine access, use and management of resources in common grazing areas, shared rights of way and water rights. Nomadic or semi-nomadic pastoralists generally using marginal land tend to be marginalized in their societies, but they often make a significant contribution to the national economy. Worldwide, pastoralists are under pressure due to population growth, environmental degradation, encroachment of agriculture on their grazing territories, the privatization of former communally owned land and unsound development and trade policies. Government policies usually favour settled farming and crop production, and are implemented at the expense of pastoralist ways of life.

Countries and Projects dealing with Group Rights

In **Eritrea**, the Gash Barka Livestock and Agricultural Development Project has supported community-managed rangeland development. Satellite imagery, equipment and staff training were provided to identify possible locations for livestock watering points and drinking-water supplies. Where water was available for livestock, interested communities selected voluntary livestock exclusion areas (VLEAs) of up to 1,000 ha to be managed by guards employed by grazing-management groups formed by the communities, with assistance from government staff. Boreholes, mainly with windmill-driven pumps, were constructed in conjunction with VLEAs.

Under the Agricultural Sector Development Programme – Livestock: Support for Pastoral and Agro-Pastoral Development in **Tanzania**, IFAD provides funding to support district and village administrations to pilot a participatory approach to land and natural resource-use planning, including rangeland management. Support is provided to develop participatory methodologies to resolve conflicts, to produce village- and district-level land and natural resource-use plans, and to train national facilitators in the use of such methodologies. The results of these activities are used as inputs for policy dialogue and the modernization of legal and regulatory frameworks.

In **Kenya**, communities living along the margins of the forest reserves are engaged by the Mount Kenya East Pilot Project (MKEPP) through community forest associations (CFAs). The CFAs are empowered through the development of participatory forest management plans, which will include initiatives for forest protection, rehabilitation of degraded areas, reduction of human-wildlife conflict and alternative income-generating activities. The project has supported the Plantation Establishment Livelihoods Improvement Scheme (PELIS), which provides small income generation activity grants to those who invest in natural resource management-related activities. To ensure wider participation in these special activities, the major criterion for all these is investment of some sort in natural resource management activities, such as tree/fodder planting, soil and conservation practices, conservation agriculture, forest nurseries, etc. PELIS has created significant income-generating opportunities and recognized customary use rights. It has had a significant impact on the success rate of reforestation.

In **Mozambique**, an upcoming project will support the Artisanal Fisheries Promotion Project to: (i) develop common strategies/approaches on integrated community-based coastal management between various stakeholders to better integrate these strategies with other government policies and strategies; (ii) strengthen lobbying and advocacy on artisanal fishers' resource rights at district, provincial, and national levels; (iii) strengthen community fisheries councils and fishing associations and clarify their respective roles and responsibilities in community-based coastal resource management; (iv) encourage closer coordination between the various actors engaged in strengthening coastal resource co-management and securing resource rights.

In **Eritrea**, the Fisheries Development Project (FDP) aims to raise production and productivity of artisanal fishers while conserving fishery and other marine resources. The project is supporting the start-up of the Integrated Coastal Area Management Authority. The operation of an Integrated Coastal Management Board will also be supported by enhancing

its capacity. The board is involved in promoting sustainable coastal territorial management through the development of an Integrated Coastal Area Management Plan. The focus is on coordinating the various development activities, such as fishing, tourism, power generation, the salt industry, oil exploration etc., to assure sustainable development and conservation of Eritrea's coastal assets.

Table 1: Typology of Group Rights in IFAD Supported Projects

Groups and "Co-management" Rights	Groups and Ownership/Use Rights
MKEPP: the Water Resource User Associations jointly manage the river basins and the Community Forestry Associations assist with managing use rights, grazing rights, charcoal burning and bee keeping.	ProParcerias: the local community groups hold exclusive leasehold rights to land and are assisted to negotiate the use of these rights as collateral within investment partnerships.
LUSIP: the Chiefdom Development Committees are institutions for involving residents in discussions/dialogue in planning for their chiefdom.	LUSIP: the Farmers' Companies are legal entities that hold land on the basis of leaseholds granted from chiefs; the land is used for irrigated sugar production by the Farmers' Companies.
ProPESCA: the project will be working with groups of fishermen through Fisheries Co-management Councils, to secure their participation in resource management decisions.	ProPESCA: the project will support local Fishing Associations, as private entities, to identify and secure their use rights to various resources.
SRMP: the development of participatory rangeland mapping assists pastoralists and others to ensure their interests are taken into account in the village land use planning procedures.	SRMP: village land demarcations and village land use planning procedures are defining the land rights of groups as entities under the Village Land Act.

Theme 4: Women's Access to Land

This theme aims at strengthening women's access to land. Equal property rights for women and men are fundamental to gender equality. However, compared with men, women often face discrimination in formal, informal and customary systems of land tenure (UN-Habitat, 2008). Women, and in particular widows and women-headed households, tend to be denied, or are assigned weaker land rights, and as a result are often amongst the most vulnerable in the society. Strengthening their rights to land contributes not only to gender equality but also to poverty reduction, since women are responsible for household subsistence production and welfare.

For women's economic status to improve, they need secure access to land. Customary land tenure systems prevail in most areas where IFAD-supported programmes and projects operate. Under customary law, women tend to have weaker, but nonetheless protected rights. These rights tend to be eroded in rapidly changing societies. The main challenge is managing the transition in a way that strengthens and defends the rights of the rural poor

and women. Certain key legal provisions for strengthening women's rights could include the recognition of their "secondary" rights being equal to men's rights, the co-registration of spousal rights and the recognition of women's inheritance rights. Formalizing a woman's land rights at a particular moment, even if this is possible, carries the risk of "freezing" limited rights that under traditional tenure systems might have been more flexible over time (UN-Habitat, 2013).

Countries and Projects dealing with Women's Access to Land

Against a backdrop of vulnerability in rural areas of **Burundi**, the **Transitional Programme of Post-Conflict Reconstruction (PTRPC)** works in conjunction with the Ministry of Justice and sponsors several clinics that disseminate legal information, encouraging rural women to fight discrimination and exercise their rights in land cases involving family relations and inheritance.

The **Rwanda Initiative for Sustainable Development (RISD)** works to increase community awareness of land rights, especially for rural women who depend on land for their livelihood. One key area of intervention is land registration, which gives wives an opportunity to secure their property rights to land that is registered in the names of both spouses. A primary objective of the **Southern Nyanza Community Development Project (SNCDP)** in **Kenya** is gender-balanced empowerment of rural communities through improved health and a more rational use of natural resources. As a part of its community empowerment component, the project puts an emphasis on women's rights and the rapid settlement of land disputes. It also aims to make women and other vulnerable groups better informed about their rights under traditional customs.

In the **Community-Based Integrated Natural Resources Management (CBINReMP)** project in the Lake Tana Watershed in **Ethiopia**, women's representation on the Land Administration and Use Committees appears to be having a positive impact on resolving disputes over women's land ownership. Most land holdings are being registered in the name of both spouses and there is a high percentage of land registered by women. This seems to be having a positive impact on women's security of tenure and their involvement in decision making over land use.

Despite equal-rights legislation on the books in **Tanzania**, customary norms continue to limit rural women's ownership and control of land. **The Sustainable Rangeland Management Project (SRMP)** – implemented by the International Land Coalition with technical support from IFAD – was set up in 2009 under the **Agricultural Sector Development Programme – Livestock: Support for Pastoral and Agro-Pastoral Development (ASDP-L)** to help secure women's land rights through the Village Land Use

Planning process. Support for gender equity is essential to the viability of this process, which requires community-level plans for the use of land and natural resources in rural areas.

In **Ghana**, through the **Upper East Region Land Conservation and Smallholder Rehabilitation Project (LACOSREP)**, agreements were negotiated with tindanas and traditional chiefs. Negotiations also took place with husbands and male leaders. The **Lowland Agricultural Development Programme (LADEP)** in the **Gambia** supported a process of devolution of land ownership from local landowners to landless farmers, mainly women. The project mobilized female labour in land-reclamation efforts by facilitating processes of intra-community negotiations between landless women farmers and traditional authorities.

In **Niger**, women's land rights have long been protected by law and custom, but due to pressure on the land, these protections have weakened over time. As a result, farming has been "defeminized" in some areas, where women can no longer cultivate their own fields. Under the **Project for the Promotion of Local Initiative for Development (PPILDA)**, a Pilot Project for Land Security – implemented by local partners – was established to develop and test an accessible, flexible mechanism for the acquisition of land titles by vulnerable smallholder farmers, including women.

Theme 5: Inclusive Business Model

This theme documents best practices in securing land and natural resource rights through business partnerships between small-scale farmers and outside investors. The current controversy about large-scale land acquisitions by foreign investors has put land rights issues and responsible agricultural investment back on the global development agenda more visibly. It has also raised questions regarding the world's future development trajectory. In both respects, the controversy has opened up important international space for discussion on how to improve land administration systems and investment in agriculture, so that the land rights and livelihoods of smallholder farmers, pastoralists and other vulnerable groups are strengthened.

One approach to increasing sustainable private-sector investment in agriculture is to promote mutually beneficial partnerships between smallholder farmers and private-sector investors – preferably partnerships that do not require large-scale land acquisitions. Such partnerships can take the form of out-grower schemes, contract farming or joint share equity schemes, in which outside investors focus mainly on providing expertise and other support in agro-processing or improved access to markets. The success of such partnerships and the real benefits to smallholder farmers and rural communities more generally, depends

on the level of ownership, voice (governance), risk sharing and benefit sharing between partners.

Some serious investors in agriculture are increasingly looking towards mutually beneficial and sustainable partnerships as it makes good business sense. And many smallholder farmers are prepared to negotiate if they are properly consulted, well informed of the implications and potential risks, and see a real benefit. Any land relinquished in such deals should preferably be done on a temporary basis (e.g. through a lease agreement), and should not be on the scale currently being seen. Establishing mutually beneficial partnerships is possible, but they require sustained support from a range of service providers (government, civil society, private sector), as well as effort and time. Particular attention needs to be given to empowering smallholder farmers and rural communities to engage on equal terms with outside investors. There is also a need to monitor the implementation of agreements to ensure that the anticipated benefits are realized.

[Countries and Projects dealing with Inclusive Business Issues](#)

A range of IFAD-supported programmes and projects across ESA are promoting inclusive business models or approaches. In **Mozambique**, the Community Investor Partnership Project (CIPP) is promoting the establishment of sustainable community/investor partnerships in rural areas. It is facilitating new partnerships that will provide a rich source of normative and strategic lessons on the conditions and requirements needed for successful partnerships, including the need to diversify and strengthen local livelihoods and food security. The project is working with communities that have already been delimited and that want to work with investors and it is also working in areas where investor interest is high but local rights have not been delimited. In the latter case, the Community Land Initiative and similar projects are being used to delimit local rights ahead of the new pilot exercise.

In **Botswana**, the Agricultural Services Support Programme (ASSP) is promoting joint ventures between beneficiaries and investors in agro-processing and marketing and the Smallholder Agricultural Development Project (SADP) in **Lesotho** aims to improve linkages between agribusinesses and farmers such that 100 trade partnerships are established. A project in **Madagascar**, the Rural Income Promotion Programme (PPRR), was also developing partnerships between producers' groups and commercial operators and had a particular focus on those that obtained a land certificate through the project.

In **Uganda**, the Vegetable Oil Development Project aims to increase small-scale farmers' income by revitalizing national vegetable oil production from oil palm. Implemented in

partnership with a private-sector company, Bidco Oil Refineries, it targets an area of 10,000 hectares of land located in Bugala Island, Kalangala District. About 3,200 ha of public land was allocated for the nuclear estate and about 3,300 ha of privately owned Mailo land was purchased, making a total of 6,500. Occupants of both public and private land were compensated and integrated into the scheme as were most neighbouring residents. About 3,500 hectares are cultivated by 1,400 smallholder farmers through out-grower schemes. IFAD's funds supported the establishment of Oil Palm Uganda Limited (OPUL) – a consortium in which Bidco and the small-scale producers are partners – and the Kalangala Oil Palm Growers Trust – the local farmers' association that has a 10 per cent share in OPUL. The trust provides farmers with credit and helps them to obtain fair deals when selling their produce. OPUL provides seedlings and fertilizers, technical support, housing and healthy meals for its employees. The project has had a significant positive impact on the island: in 2001, Kalangala District was ranked 71 of 76 districts and by 2007 it was seventh in terms of wealth. Employment has been created for about 3,400 people: 2,000 employed at the palm oil mill and 1,400 directly involved as smallholder farmers. Farmers have seen a substantial increase in income and there has been an increased investment by them in housing and education. Infrastructure facilities and services have improved dramatically (roads, schools and electrification); production in other crops, livestock and complementary agricultural activities, tourism and other non-agricultural enterprises is expanding. Forest reserves are now clearly demarcated and illegal logging is down.

IFAD STRATEGIES AND APPROACHES

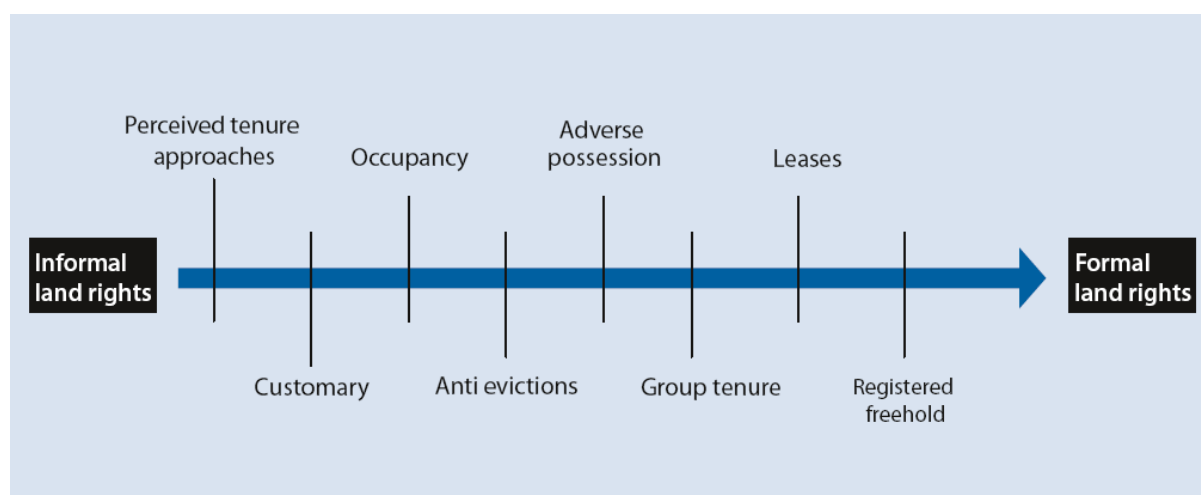
IFAD investments typically support smallholder farmers to graduate from subsistence to more commercially oriented production. In so doing, they create new opportunities for diversifying livelihoods and for reducing poverty. Investments by IFAD include measures that mitigate against risks to the land and natural resource rights of poor people and land access and tenure security issues are linked, either directly or indirectly, to all the strategic areas of IFAD's interventions.

IFAD has historically supported a range of measures for strengthening poor rural people's access to and management of land and natural resources. Typically, these measures are integrated into broader rural poverty reduction programmes or projects and often lessons learnt on their impacts have not been specifically assessed or shared more widely. In the past IFAD has supported the LPI process from its beginnings, and is currently looking towards mainstreaming land governance issues into the development processes of the CAADP investment plans. This form of engagement represents the development of a more systematic approach towards integrating land issues, which has been characterized in the

past by more ad hoc and opportunistic interventions, making use of opportunities to influence policy and practice where they arose. These are often successful and strategic interventions.

GLTN STRATEGIES AND APPROACHES

The GLTN, as facilitated by UN-Habitat is an alliance of international partners contributing to poverty alleviation through land reform, improved land management and security of tenure, particularly through the development and dissemination of pro-poor and gender-sensitive land tools and promotion of good land governance and continuum of land rights approach. Central to the work of GLTN is promoting the concept of continuum of land rights approach rather than a focus only on issuing individual freehold titles. Given the limitations of land titling, and the value of an incremental approach to secure tenure, UN-Habitat, serving as the Secretariat of the Global Land Tool Network (GLTN), a coalition of 63 global partners working to enable governments and partners to implement pro-poor land policies, advocate for the use of a variety of alternative tenure options which can be more easily adapted in developing countries.



UN-Habitat/GLTN (2012)

While the continuum approach is increasingly being endorsed, there is still important work required to shift deeply rooted mind-sets around what secure tenure entails. The founding premise of the GLTN is that it is rarely possible for developing countries to implement pro-poor and gender sensitive land policies, because the underlying tools and practices do not always exist, or have not been sufficiently documented and disseminated. The GLTN engagement in the TSLI-ESA project clearly sits within this rationale.

OVERVIEW OF TSLI-ESA ACHIEVEMENTS

The TSLI-ESA Phase 1 project has undertaken a number of initiatives and activities and produced various relevant reports, materials and reports. Firstly, dedicated web pages have been created on the websites of both GLTN and IFAD¹. These are updated regularly and contain the various reports and information materials that have been produced as part of TSLI-ESA Phase 1 project. The reports, information materials and fact sheets have also been distributed at various learning events, such as the IFAD Regional Implementation Workshop in Addis Ababa in November 2012, the IFAD Regional Gender Learning Workshop in Nairobi in November 2012, the World Bank annual Land Conference in Washington in April 2013 and the Land Forum organized by the ILC in Guatemala in April 2013.

Regional Learning Workshop on Land and Natural Resources Tenure Security

A Regional Learning Workshop on Land and Natural Resources Tenure Security held from 29th to 31st May, 2012, at the United Nations' Gigiri complex in Nairobi, Kenya, marked the start of the TSLI-ESA project knowledge management initiative. The workshop was an avenue to discuss existing good practices and appropriate land tools and their possible applications to specific country contexts. Participants also identified opportunities to scale up lessons learning and sharing, pilot new approaches and tools and strengthen policy dialogues.

Country Reports and Country Factsheets

The TSLI-ESA project has produced a series of five Country Reports (Kenya, Uganda, Rwanda, Mozambique and Swaziland) providing country-specific reviews of how recent or on-going IFAD-supported projects and programmes are dealing with land and natural resource issues. Each Country Report provides a general overview of the land tenure context in the country, including a review of the legal framework and current policy discussions. Each report also attempts to identify lessons that can be useful to other country contexts and identify areas for potential future support from the TSLI-ESA project.

Factsheets on the TSLI-ESA project have been produced. These Fact Sheets identify the relevant IFAD supported programmes/projects in various countries in the region and arrange them in accordance with their engagement in the five thematic areas. For each theme, the Fact Sheet explains its particular importance in the context of land and natural resource tenure. The Fact Sheet then identifies the various projects and describes the institutional context in which they operate, the issues that they are dealing with and the

¹ GLTN webpage: <http://www.gltn.net/index.php/projects/international-fund-for-agricultural-development-ifad>;
IFAD webpage: <http://www.ifad.org/english/land/perspectives/gltn/index.htm>

ways in which their activities are contributing to securing tenure over land or related resources.

Awareness Building and Advocacy

The TSLI-ESA project sponsored the production of three separate papers presented at the annual World Bank Conference on Land and Poverty in April 2013. These covered three of the five thematic areas of the TSLI-ESA project.

Stocktaking Project Profiles; These Project Profiles provide a summary of IFAD supported projects and programmes and their involvement in land and natural resource tenure issues. They describe the objectives of each project and a short description of the project components and expected outputs. A stocktaking report has also been produced, summarizing the trends and findings from the desk review.

Training on gender and grassroots participation in good land governance; In February 2013, TSLI-ESA project sponsored the participation of three representatives from IFAD supported projects and programmes to two parallel training events, one in English and the other in French, on “Good land governance through grassroots participation and gender empowerment” organized by UN-Habitat/GLTN and LPI. The training events focused specifically on land governance, gender and land rights, grassroots participation and transparency in land administration. They were particularly relevant in the context of the TSLI-ESA project because it was envisaged that participants would enhance their ability to assess and develop tools, mechanisms and processes for improving land rights of both women and men as well as the participation of grassroots communities in land governance processes.

Workshop on tools for strengthening women’s land rights; In May 2013, GLTN, IFAD and the International Land Coalition (ILC) jointly organized a Workshop on “Tools, Guidelines and Approaches for Strengthening Women’s Access to Land”. The workshop, held in Nairobi, was to present and discuss existing tools and approaches and to analyse and identify existing gaps for up-scaling at country level. It was attended by representatives of the government, of CSOs and of international organizations, and was the first step in linking up to a broader Community of Practice to strengthen women’s land rights in ESA.

Learning Notes

The Learning Notes provide a review of current approaches and tools for securing land and natural resource rights of poor women and men in the five thematic areas. The aim is to provide some summary information about concepts, approaches, current issues and challenges and emerging good practices and opportunities. Each Learning Note contains a description of the issues and challenges being faced within the thematic area, and identifies

some of the tools, approaches and strategies that might be available to assist the projects and partners to incorporate or adapt for their use and application.

OVERALL LESSONS LEARNED DURING TSLI-ESA PHASE 1

The Regional Learning Workshop in May 2012 and the subsequent Phase 1 activities have served to confirm that tenure security issues (or the lack thereof) can often have a significant impact on broader rural poverty reduction programmes and investments, and that there is a strong recognition within IFAD supported projects and programmes that this is the case. Some countries are designing projects that incorporate this perspective at the outset, whilst others have had to incorporate responses to land and natural resource tenure issues that have arisen during implementation.

In rural societies, the poorest people often have weak or unprotected tenure rights and they therefore risk losing land they depend on. Women are particularly vulnerable because their land rights may be obtained through kinship relationships with men or marriage. When insufficient attention is paid to secure access by small-scale producers and to land tenure issues, development projects can become part of the problem.

Today, public and private corporations are investing in millions of hectares of land in East and Southern Africa to produce food or biofuels. This trend offers developing countries an opportunity to attract foreign and domestic investment that raises agricultural productivity, but it also brings a potential threat to the land rights of small-scale producers and indigenous communities. Even when land is classified as communal, under-used or marginal, it may provide a vital base for the livelihoods of poor people, who use it for crop farming, herding, or collecting fuel wood or medicines.

Land tenure security – for both women and men – is just one step on the road to reducing rural poverty. Measures to increase tenure security must be complemented by pro-poor policies, services and investments. Policies beyond the national level are needed to address such issues as use of irrigation water, migration, pastoralism and conflicts that cut across regional and national boundaries.

TSLI-ESA Phase 2 PROJECT IMPLEMENTATION

Phase 2 of TSLI-ESA project started in October 2013. Phase 2 of the TSLI-ESA project will build on the experiences of the pilot phase and consolidate the capacity-building networks and lesson-sharing mechanisms that are being formed. It will extend these activities to include testing the implementation of certain tools in particular projects, with a view to developing and improving the tools and making their relevance and application more broadly known. It will continue to focus on East and Southern Africa while strengthening

linkages and collaboration with other regions especially in Africa and with other global and regional initiatives.

During Phase 2 implementation, the project will further strengthen its linkages with the existing global and regional initiatives such as the African Land Policy Initiative, the FAO-led implementation of the VGs, the World Bank-led Land Governance Assessment Framework (LGAF) and other relevant initiatives or programmes in the region. TSLI-ESA Phase 2 project will also be implemented with clear mechanisms and linkages with other IFAD and GLTN partners and networks and in their broader land tenure initiatives and interventions in Africa.

CONCLUSION

The lack of secure land and natural resource tenure exacerbates poverty and has contributed to social instability and conflict in many parts of the world. The current trend of increasing demand for and pressures on land resources in the developing world means a growing need and importance for scaling up the land tenure security of ordinary citizens in these countries. The TSLI-ESA project jointly implemented by UN-Habitat/GLTN and IFAD, as a learning initiative targeting IFAD-supported projects and programmes in ESA, GLTN partners and other target groups, has an important contribution to make to this scaling-up agenda and significant results have been achieved under the first phase and some lessons have been noted.

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Endnotes:

- ⁱ Land and GLTN Unit, United Nations Human Settlement Programme (UN-Habitat)
- ⁱⁱ Land and GLTN Unit, United Nations Human Settlement Programme (UN-Habitat)
- ⁱⁱⁱ Land and GLTN Unit, United Nations Human Settlement Programme (UN-Habitat)
- ^{iv} International Fund for Agricultural Development (IFAD)
- ^v International Fund for Agricultural Development (IFAD)